

Notice of Meeting

CABINET

Tuesday, 20 October 2020 - 6:00 pm
Meeting to be held virtually

Members: Cllr Darren Rodwell (Chair); Cllr Saima Ashraf (Deputy Chair) and Cllr Dominic Twomey (Deputy Chair); Cllr Sade Bright, Cllr Evelyn Carpenter, Cllr Cameron Geddes, Cllr Syed Ghani, Cllr Margaret Mullane, Cllr Lynda Rice and Cllr Maureen Worby

Date of publication: 12 October 2020

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Please note that this meeting will be webcast to enable the press and public to view the proceedings. To view the webcast click [here](#) and select the relevant meeting (the weblink will be available at least 24-hours before the meeting).

AGENDA

- 1. Apologies for Absence**
- 2. Declaration of Members' Interests**

In accordance with the Council's Constitution, Members are asked to declare any interest they may have in any matter which is to be considered at this meeting.
- 3. Minutes - To confirm as correct the minutes of the meeting held on 22 September 2020 (Pages 3 - 8)**
- 4. Update on COVID-19 Issues (Page 9)**
- 5. Revenue Budget Monitoring 2020/21 (Period 5, August 2020) (Pages 11 - 29)**
- 6. Investment and Acquisition Strategy Update (Pages 31 - 73)**

Appendix 2 to the report is exempt from publication as it contains commercially confidential information (exempt under paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 (as amended)).

7. Development of Land at Beam Park, Dagenham (Pages 75 - 105)

Appendix 2 to the report is exempt from publication as it contains commercially confidential information (exempt under paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 (as amended)).

8. Dagenham Film Studios Delivery Route (Pages 107 - 127)

Appendix 1 to the report is exempt from publication as it contains commercially confidential information (exempt under paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 (as amended)).

9. Barking Town Centre Regeneration Strategy 2020-2030 (Pages 129 - 181)

10. The Abbey and Barking Town Centre Conservation Area Appraisal (Pages 183 - 337)

11. Any other public items which the Chair decides are urgent

12. To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.

Private Business

The public and press have a legal right to attend Council meetings such as the Cabinet, except where business is confidential or certain other sensitive information is to be discussed. Items 6, 7 and 8 above include appendices which are exempt from publication under paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended). There are no further items at the time of preparing this agenda.

13. Any other confidential or exempt items which the Chair decides are urgent

Our Vision for Barking and Dagenham

ONE BOROUGH; ONE COMMUNITY; NO-ONE LEFT BEHIND

Our Priorities

Participation and Engagement

- To collaboratively build the foundations, platforms and networks that enable greater participation by:
 - Building capacity in and with the social sector to improve cross-sector collaboration
 - Developing opportunities to meaningfully participate across the Borough to improve individual agency and social networks
 - Facilitating democratic participation to create a more engaged, trusted and responsive democracy
- To design relational practices into the Council's activity and to focus that activity on the root causes of poverty and deprivation by:
 - Embedding our participatory principles across the Council's activity
 - Focusing our participatory activity on some of the root causes of poverty

Prevention, Independence and Resilience

- Working together with partners to deliver improved outcomes for children, families and adults
- Providing safe, innovative, strength-based and sustainable practice in all preventative and statutory services
- Every child gets the best start in life
- All children can attend and achieve in inclusive, good quality local schools
- More young people are supported to achieve success in adulthood through higher, further education and access to employment
- More children and young people in care find permanent, safe and stable homes
- All care leavers can access a good, enhanced local offer that meets their health, education, housing and employment needs
- Young people and vulnerable adults are safeguarded in the context of their families, peers, schools and communities

- Our children, young people, and their communities' benefit from a whole systems approach to tackling the impact of knife crime
- Zero tolerance to domestic abuse drives local action that tackles underlying causes, challenges perpetrators and empowers survivors
- All residents with a disability can access from birth, transition to, and in adulthood support that is seamless, personalised and enables them to thrive and contribute to their communities. Families with children who have Special Educational Needs or Disabilities (SEND) can access a good local offer in their communities that enables them independence and to live their lives to the full
- Children, young people and adults can better access social, emotional and mental wellbeing support - including loneliness reduction - in their communities
- All vulnerable adults are supported to access good quality, sustainable care that enables safety, independence, choice and control
- All vulnerable older people can access timely, purposeful integrated care in their communities that helps keep them safe and independent for longer, and in their own homes
- Effective use of public health interventions to reduce health inequalities

Inclusive Growth

- Homes: For local people and other working Londoners
- Jobs: A thriving and inclusive local economy
- Places: Aspirational and resilient places
- Environment: Becoming the green capital of the capital

Well Run Organisation

- Delivers value for money for the taxpayer
- Employs capable and values-driven staff, demonstrating excellent people management
- Enables democratic participation, works relationally and is transparent
- Puts the customer at the heart of what it does
- Is equipped and has the capability to deliver its vision

MINUTES OF CABINET

Tuesday, 22 September 2020
(5:00 - 6:54 pm)

Present: Cllr Darren Rodwell (Chair), Cllr Saima Ashraf (Deputy Chair), Cllr Dominic Twomey (Deputy Chair), Cllr Evelyn Carpenter, Cllr Cameron Geddes, Cllr Syed Ghani, Cllr Margaret Mullane, Cllr Lynda Rice and Cllr Maureen Worby

Apologies: Cllr Sade Bright

20. Declaration of Members' Interests

There were no declarations of interest.

21. Minutes (14 July 2020)

The minutes of the meeting held on 14 July 2020 were confirmed as correct.

22. Update on COVID-19 Issues

The Cabinet Member for Social Care and Health Integration gave an update on COVID-19 issues relating to the Borough.

It was noted that the Prime Minister was due to give an official statement later in the evening which would confirm that the UK's coronavirus alert level was being upgraded from 3 to 4 and more stringent restrictions would be introduced. The Cabinet Member commented that the increase to the alert level should come as no surprise and encouraged everyone in the community to abide by the new restrictions and requirements, as individual behaviours were crucial to getting the virus under control.

The Cabinet Member also expressed her dismay at the Government's failure to implement effective national Test and Trace arrangements, which had initially led to some local residents being signposted as far away as Leicester to receive a test. The Council had subsequently secured two testing venues in the Borough but these had been limited to undertaking 200 tests a day, despite having capacity to undertake 500 a day, due to insufficient capacity within laboratories to analyse the results.

Other Cabinet Members spoke on the subject and the work being undertaken across the Council to support local schools, businesses and residents to follow COVID-secure arrangements. The Cabinet Member for Enforcement and Community Safety highlighted the fact that the Council's Out of Hours service was responding to 100 – 150 complaints every weekend and it was placed on record that the Council would take appropriate enforcement action to deal with irresponsible behaviour.

Cabinet **resolved** to note the update on the latest COVID-19 pandemic issues relating to the Borough.

23. Revenue Budget Monitoring (Period 4, July 2020) and Capital Programme Update

The Cabinet Member for Finance, Performance and Core Services presented a report on the Council's revenue and capital budget monitoring position for the 2020/21 financial year as at 31 July 2020 (period 4).

The Cabinet Member advised that the Council was facing significant financial pressures due, in the main, to additional costs, loss of income and delays to the delivery of some planned savings proposals as a direct consequence of the COVID-19 pandemic. The Council's General Fund revenue budget for 2020-21 had been set earlier in the year at £155.796m and the position at the end of July 2020 showed an underlying budget variance of £8.533m. However, current year-end projections gave a range of overspend of between £5.42m at the most optimistic end to £18.9m at the more pessimistic (although still entirely possible) end, even after taking into account committed Government grant funding of £21.43m. Any level of overspend would need to be funded from reserves and the Cabinet Member referred to section 7 of the report which set out how those varying levels of overspend could be funded in the short-term.

The delivery of the Council's Capital Programme had also been impacted by COVID-19 and a recent review of projects had identified that the original budget of £381.239m for 2020/21 should be reduced to £288.571m, with the difference being reprofiled to future years. The Cabinet Member stressed however that growth, innovation and transformation continued to be key to the successful delivery of the Council's ambitions and he was pleased to report that projects led by Be First, the Council's regeneration company, were progressing very well in the circumstances.

The Housing Revenue Account (HRA) was showing a forecast overspend of £1.2m against the budget of £92.166m at the end of July 2020, with a further income risk of £4.6m as a result of COVID-19. It was noted in particular that rent collection levels were approximately £2m below expectations at the end of June.

Members discussed the financial pressures and noted that difficult decisions would need to be made to reduce the level of overspend, particularly if the country returned to COVID-19 lockdown arrangements. The Cabinet Member for Social Care and Health Integration stressed, however, that the Council was committed to protecting the most vulnerable in the community and referred to recent communication with Government Ministers regarding transport provision for pupils with special educational needs and disabilities (SEND) during the current pandemic. The Council had sought additional funding to enable transport to continue to be provided under social distancing requirements but the Cabinet Member was appalled to receive a response that suggested that the Council should continue to fill the buses to capacity. As such a move would put already vulnerable people at further risk, the decision was taken that the Council would directly fund new arrangements. The Leader reiterated the point that there was a clear disparity between how the Council valued people's lives in comparison to the Government.

Cabinet **resolved** to:

- (i) Note the overall financial risks and issues outlined in the report, including

both the underlying issues and those arising from the COVID-19 pandemic and lockdown;

- (ii) Note the projected revenue outturn forecast for the 2020/21 financial year as set out in sections 2 to 4 and Appendix A of the report and the potential impact on the reserves position as set out in section 7 of the report;
- (iii) Note the update on key savings programmes, as set out in section 5 of the report;
- (iv) Note the update on the impact of COVID-19 and the lockdown, as set out in section 6 of the report; and
- (v) Agree the revised Capital Programme for 2020/21 and note the Quarter 1 expenditure position, as set out in section 9 and Appendix B to the report.

24. Review of School Places and Capital Investment - Update

Further to Minute 94 (21 January 2020), the Cabinet Member for Educational Attainment and School Improvement presented an update report on school expansion and improvement projects aimed at addressing the current and future demand for places in the Borough, as well as the latest funding issues.

The Cabinet Member referred to the fluctuations in pupil numbers over recent years and the actions taken in response. Pupil numbers in the primary school age range were projected to increase for the 2020/21 and 2021/22 academic years and discussions were ongoing to ensure sufficient provision, particularly in and around the Barking Town Centre area which had seen, and would continue to see, considerable regeneration and the building of new family homes. It was noted that the Cabinet Member would be meeting with the Cabinet Member for Regeneration and Social Housing and relevant officers in the next fortnight to discuss potential sites for a new primary school(s) in the area to supplement the new provision already agreed with the creation of Greatfields Primary School and Greatfields Secondary School. The Cabinet Member referred, however, to delays in funding decisions by the Department for Education (DfE) in relation to the Greatfields sites and also much needed additional Special School provision in the Borough which had been exacerbated by the DfE's recent decision to outsource the responsibility for approving funds for new school building projects to an external body.

On the issue of funding, the Cabinet Member referred to new allocations from the DfE to support improvements at Local Authority maintained schools and to help create additional school places, as well as new provisions for schools to reclaim certain costs associated with COVID-19 measures.

With regard to pupils' return to school after the period of extended absence caused by the COVID-19 pandemic, the Cabinet Member praised the efforts of school staff and Council officers, and particularly the Council's Director of Public Health and his team, for helping to create a safe environment that had seen over 90% of pupils return in those first few weeks. The Cabinet Member reiterated the message to parents that children were safer in school and took the opportunity to remind parents and carers to wear face masks and socially distance when gathering at the school gates.

Cabinet **resolved** to:

- (i) Note the actions being taken by officers to identify additional school places across the Borough to meet future demand pressures, including the need for a suitable site location to be urgently identified for additional primary school provision in the Abbey, Eastbury and Gascoigne areas of the Borough, as set out in section 2 of the report;
- (ii) Approve the inclusion in the Capital Programme of the DfE grant allocations for 2020/21 and 2021/22, as detailed in sections 3 and 4 of the report;
- (iii) Delegate authority to the Director of People and Resilience, acting on advice from the Procurement Board, to approve the final procurement strategies for projects noted in the report; and
- (iv) Delegate authority to the Director of People and Resilience, in consultation with the Cabinet Member for Education Attainment and School Improvement, the Chief Operating Officer and the Director of Law and Governance, to conduct the procurements and award the respective project contracts.

25. Barking and Dagenham Local Plan 2037 - Regulation 19 Consultation

Further to Minute 70 (12 November 2019), the Cabinet Member for Regeneration and Social Housing presented a report on the second stage of consultation, referred to as Regulation 19 consultation, on the Council's draft Local Plan.

The draft Local Plan represented the Council's proposed planning framework for the period up to 2037 which would cement Barking and Dagenham's status as the "growth opportunity for London" and "green capital of the Capital" through the delivery of 50,000 new properties, 20,000 new jobs and 463 hectares of open space. The Cabinet Member confirmed that the draft Local Plan was aligned to the Council's new Corporate Strategy and Borough Manifesto and the London Mayor's new draft London Plan, although it was noted that the latter had been challenge by the Government and may, therefore, require substantial change which could have a slight impact on the Council's Local Plan.

Since the report in November 2019, the draft Local Plan had been strengthened in a number of areas including the creation of 'place policies' for the seven sub areas of the Borough to provide clearer development principles for each area. The draft Local Plan also gave considerable focus to infrastructure requirements that would need to be factored into new development proposals and the aspirations for energy efficient developments using sustainable construction methods.

The Cabinet Member referred to the consultation timetable which anticipated that the final Local Plan would be presented for approval by the Assembly in Autumn 2021 and changes to some of the planned consultation arrangements to take account of the COVID-19 situation.

Arising from the discussions, the Cabinet Member for Equalities and Diversity particularly welcomed the inclusion in the draft local Plan of two potential locations

for traveller sites in the Borough to meet extra demand, while the Cabinet Member for Public Realm stressed the importance of fully assessing additional refuse collection and street cleaning requirements as part of major new developments. On the latter point, the Cabinet Member for Finance, Performance and Core Services commented on the importance of securing appropriate Section 106 contributions from developers to support local infrastructure needs.

Cabinet **resolved** to:

- (i) Approve the request for publication of the submission version of the Barking and Dagenham Local Plan 2037, along with supporting information include a Sustainability Appraisal, Habitats Regulation Assessment, evidence base studies and other supplementary information for eight-week statutory public consultation as per the proposed timetable;
- (ii) Agree that, following the Regulation 19 consultation, the plan should be submitted to the Secretary of State for an independent examination;
- (iii) Authorise the Director of Inclusive Growth, after consultation with the Council's Leader and the Cabinet Member for Regeneration and Social Housing, to make any appropriate and proposed modifications to the submission version of the Local Plan and amendments to supporting documents prior to the commencement of the consultation period (Regulation 19);
- (iv) Authorise the Director of Inclusive Growth, after consultation with the Council's Leader and the Cabinet Member for Regeneration and Social Housing, to make any appropriate and necessary minor amendments to the proposed submission version of the Local Plan and supporting documents following consultation and prior to submission to the Secretary of State;
- (v) Note amendments to the Local Development Scheme (2020) to reflect an updated Local Plan timetable; and
- (vi) Note publication of the updated Statement of Community Involvement Refresh (2020).

26. Introduction of the Single Performance Framework and Key Performance Indicator 2019/20 Summary of Performance

The Cabinet Member for Finance, Performance and Core Services introduced a report on the new Single Performance Framework (SPF), as part of the Corporate Plan 2020 - 2022, that would be used for performance monitoring going forward and the final key performance indicator information for 2019/20 under the former monitoring arrangements.

The report showed that while 43% of performance indicators were showing a positive direction of travel at the end of the 2019/20 financial year, 49% were showing a downward trend and a total of 21% had a 'red' RAG rating against the 2019/20 target. The Cabinet Member explained that those 'red' areas would continue to be closely monitored through the strengthened collaborative approach under the new SPF arrangements.

Cabinet **resolved** to note the final performance position of the 2019/20 Key Performance Indicators, as detailed in the report.

27. Debt Management Performance and Write-Offs 2020/21 (Quarter 1)

The Cabinet Member for Finance, Performance and Core Services introduced the performance report for the first quarter of the 2020/21 financial year in respect of the debt management functions carried out by the Council Revenues and Benefits service.

The Cabinet Member referred to the comments earlier in the meeting regarding the impact that the COVID-19 pandemic was having on many people's ability to pay all of their bills and, as a result, collection levels were down and debt levels were up across the board. One of the most significant areas of concern related to the Government's Universal Credit (UC) benefit scheme and the Cabinet Member explained that while 26% of residents in receipt of Housing Benefit were in arrears, that figure climbed to over 60% for those in receipt of UC. He felt that was a clear indication of the fundamental flaws of the UC scheme which would only get worse, as it was noted that approximately 14,000 more local residents had applied for UC since the end of February 2020 as many people found themselves furloughed or out of work and unable to make ends meet.

Reference was made to some of the initiatives that the Council had implemented prior to and during the current pandemic to support local residents and businesses who were struggling to pay all of their bills. The Cabinet Member concurred with his colleagues that it was only right and proper for the Council to provide as much support as possible but he also stressed that those who had the means but merely chose not to pay would be pursued with vigour.

Cabinet **resolved** to:

- (i) Note the performance of the debt management function carried out by the Revenues and Benefits service, including the performance of enforcement agents;
- (ii) Note the emerging impact of Universal Credit on collection levels and particularly Council Tax and rents; and
- (iii) Note the effect of Covid-19 on collection levels across various revenue streams.

28. Death of Roger Luxton OBE

The Leader advised on the recent sad passing of Roger Luxton OBE, former Director of Children's Services and Freeman of the Borough, and asked Cabinet colleagues and officers to join him in a minute's applause in recognition of Roger's significant contribution to the education of children in the Borough throughout his 23 years of service.

CABINET**20 October 2020**

Title: Update on COVID-19 Issues	
Report of the Cabinet Member for Social Care and Health Integration	
Open Report	For Information
Wards Affected: All	Key Decision: No
Report Author: Matthew Cole, Director of Public Health	Contact Details: E-mail: matthew.cole@lbbd.gov.uk
Accountable Director: Matthew Cole, Director of Public Health	
Accountable Strategic Leadership Director: Elaine Allegretti, Director of People and resilience Growth	
Summary: The Cabinet will be provided with an update at the meeting on the latest COVID-19 pandemic issues relating to the Borough.	
Recommendation(s) The Cabinet is recommended to: (i) Note the update on the latest COVID-19 pandemic issues relating to the Borough; and (ii) Comment on the latest issues and other matters pertaining to the Council's response to the pandemic.	
Reason(s) The ensure the Cabinet is kept informed of the latest Borough issues relating to the COVID-19 pandemic.	

Public Background Papers Used in the Preparation of the Report: None**List of appendices:** None

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CABINET

20 October 2020

Title: Revenue Budget Monitoring 2020/21 (Period 5, August 2020)	
Open Report	For Decision Yes
Wards Affected: All	Key Decision: Yes
Report Author: Katherine Heffernan, Head of Service Finance	Contact Details: E-mail: katherine.heffernan@lbbd.gov.uk
Accountable Director: Philip Gregory, Chief Financial Officer	
Summary	
<p>This report sets out at a high level the Council's budget monitoring position and the likely challenges this year.</p> <p>The Council's General Fund budget for 2020-21 is £155.796m. As a result of underlying financial pressures including increased costs, demographic and other demand growth, savings not yet delivered and other risks there is an underlying budget variance of £5.701m. This is an improvement since last month almost all driven by Care and Support where non COVID related demand appears to be down. In addition, as a result of the COVID-19 epidemic, the lockdown, and subsequent economic impacts the Council has experienced a high level of additional costs and pressures including loss of service income from fees and charges. The minimum impact from this is assessed to be at least £25.67m including £4.137m relating to delayed or reversed savings which are also in the main forecast – although this is offset by £3m of specific grant and NHS funding resulting in a net £22.775m. This is an increase since last month – mostly in Care and Support (so offsets the non-Covid related reduction). As a result, the Council's final net expenditure for the year is expected to be at least £180.135m. This would be an overall expenditure variance of £24.338m.</p> <p>Additional un-ringfenced grant funding in the region of £14.574m has been provided to support Local Government in its response to the challenges of COVID-19 and a compensation scheme for income losses. This reduces the variance to £5.816m which would need to be funded from reserves.</p> <p>However, this assumes a fairly swift return to normal levels of income and demand. Under more pessimistic but still realistic scenarios where the reduction in income persists beyond the end of formal lockdown and demand for services continues to grow, it is estimated there are further potential financial pressures of £14.599m from COVID-19, of which it is estimated a further £2.112m funding could be claimed under the Government's income guarantee. If all of this risk transpires then the total call on reserves would be in the region of £18.303m.</p> <p>The potential range of outturn variance therefore is between £5.816m at the more optimistic end to £18.3m at the more pessimistic (although still entirely possible) end. In practice it is likely to fall between those extremes with a likely overall variance of £12m. This would be funded from reserves but would bring reserves to the minimum level. It is</p>	

therefore important that all possible action should be taken to reduce the overspend by identification and implementation of efficiency savings, short term cost reductions (such as delaying recruitment or non-urgent projects) or maximisation of income where possible given anti COVID-19 constraints.

Although there have been some changes in the details of the pressures the total change is relatively minor –we have seen an £0.4m increase in the best case and a decrease of £0.7m in the worst case (so a slight narrowing of the range.) Effectively there has been little change in the overall situation between July and August – however the return to schools and the start of Autumn represent a new phase and so there may be greater changes in the next couple of months.

Recommendation(s)

Cabinet is recommended to:

- (i) Note the projected revenue outturn forecast for the 2020/21 financial year as set out in sections 2 to 4 and Appendix A of the report and the potential impact on the reserves position as set out in section 7 of the report;
- (ii) Note the update on key savings programmes, as set out in section 5 of the report;
- (iii) Note the update on the impact of COVID-19 and the lockdown, as set out in section 6 of the report; and
- (iv) Agree that the Flexible Use of Capital Receipts should be extended to include funding for the Adults, Disabilities and Mental Health Improvement Programme as set out in section 9 of the report.

Reason(s)

As a matter of good financial practice, the Cabinet should be informed about the Council's financial risks, spending performance and budgetary position. This will assist them to hold officers to account and inform further financial decisions.

1. Introduction and Background

- 1.1 This is the second budget monitoring report of the 2020/21 Financial Year. At this stage of the year regular monitoring has only recently begun and there is only a limited amount of data available and so this is a high-level report setting out only the main confirmed risks. In addition, this year there are complications arising from the COVID-19 pandemic and the response which creates further uncertainty.
- 1.2 It is however clear that this will be a difficult financial year. The final outturn for 2019/20 was an overall overspend of £4.930m with £11m of overspent expenditure being offset by additional income. Most of this overspend was driven by long term budgetary pressures including demographic/demand pressures in Social Care and other frontline services. Considerable growth funding was provided in the MTFs including the use of additional government grant, but this was not sufficient to cover the level of pressure.

2. The 2020-21 Budget Monitoring Position - Summary

- 2.1. The 2020-21 budget was approved by the Cabinet in February and is £155.796m – a net increase of £6.976m from last year. Growth funding was supplied for Care and Support (to meet demographic and cost pressures), ComSol (for Temporary Accommodation), Public Realm (to cover additional work from housing growth), Legal and Policy and Participation (for the Community Engagement Strategy.) It also includes £12.696m of new savings plans.
- 2.2. As shown in the table below there is an underlying pressure of £5.701m which includes £4.1m of savings not delivered or delayed as a result of COVID-19. In addition, there are £22.7m net (£25.67m gross pressure offset by £3m specific funding) of COVID-19 costs or income losses that have already been incurred or seem unavoidable at this stage. This is offset by £18.5m of general COVID-19 funding and income compensation. This results in a net variance of £5.816m. However, it should be noted that there are further risks that are discussed further down in this report. A fuller table can be found in Appendix A showing the underlying pre COVID variances, the additional costs that are clearly attributable to COVID and the further level of COVID cost risk that the Council is facing.

DEPARTMENT	OUTTURN	VARIANCE	CoVid Costs	FINAL VARIANCE
SDI COMMISSIONING	9,151	73	1,811	1,884
CORE	8,602	2,050	1,242	3,292
CENTRAL MINUS F30080	31,151	(3,504)	1,368	(2,136)
EDUCATION, YOUTH & CHILDCARE	4,447	390	342	732
LAW, GOVERNANCE & HR	(1,881)	(477)	1,519	1,042
POLICY & PARTICIPATION	1,914	746	3,355	4,101
CARE & SUPPORT	85,821	2,736	4,752	7,488
INCLUSIVE GROWTH	1,001	0	0	0
COMMUNITY SOLUTIONS	13,565	1,094	1,172	2,267
MY PLACE	8,822	2,592	491	3,083
CONTRACTED SERVICES	(1,094)	0	1,000	1,000
SAVINGS NOT ACHIEVED	0	(4,137)	5,723	1,586
COMMERCIAL INCOME/RENTS	0	0	0	0
TOTAL GENERAL FUND BUDGET	161,497	1,564	22,775	24,338
CORPORATE INCOME	(161,497)	0	(18,522)	(18,522)
NET GENERAL FUND POSITION	0	1,564	4,253	5,816

3. Budget Monitoring

- 3.1 This section sets out the main service variances in this financial year. In some areas there are underlying pressures and also there are known COVID-19 costs or income losses. As far as possible we have tried to distinguish between these but in some areas the relationship is complicated.

3.2 Care and Support

3.2.1 The total expenditure forecast for 2020/21 is £100.99m which would result in an overall budget pressure of £7.6m.

3.2.2 The table below summarises the overall position for each service.

People & Resilience Group	20/21 Budget £000	20/21 Forecast £000	Variance £000	Period Movement £000	Change since 2019/20 £000
Adults Care & Support	22,336	21,028	-1,309	-321	1,500
Adults Commissioning	5,331	5,331	0	0	1,218
Disabilities Service	24,248	28,574	4,326	1,331	3,923
Children's Care & Support	37,762	42,233	4,471	849	2,995
Children's Commissioning	4,287	4,287	0	0	316
Public Health	(537)	(464)	73	0	73
Group Total	93,427	100,989	7,562	1,859	10,025

3.3 Adults' Care & Support

3.3.1 Adults' Care and Support (ACS) detailed summary table below;

Service Area	20/21 Budget £'000	20/21 Forecast £'000	Variance £'000	Period Movement £'000
Adult packages	8,044	5,417	-2,627	-357
Adult teams	3,557	3,557	0	0
Adult homes and centres	2,119	2,269	150	0
Mental Health	7,256	8,425	1,168	36
Adults Other (Support Service)	1,360	1,360	0	0
Directorate Total	22,336	21,028	-1,309	-321

3.3.2 The net forecast for Adults Care and Support (ACS) is £21m, which has resulted in a budget underspend of £1.309m, this is a favourable movement of £321k since last period. This movement is largely attributable CCG COVID-19 contribution for August which has brought in a further £389k.

3.3.3 Significant work has been undertaken by finance to re-align budgets to reflect a more realistic and current picture of our spend and income, the result is a much clearer picture of where our pressures or underspends are. However, there may be further realignments required this year in line with some changes in responsibility as set out in the Adults, Disabilities and MH PIDs.

3.3.4 Adults packages are underspent by £2.63m, this is attributable to the following: -

- £1.63m underspend on Adults Packages, there seems to be a shift in expenditure with far more being spent on homecare packages and a significant dip in Residential and Nursing costs, this could be down to COVID and clients not wishing to admit themselves into care homes and opting for homecare treatments for the meantime.
- The unallocated winter pressures money, which is now part of the iBCF, this equates to £913k

- The remainder of the growth pot which has not yet been allocated to budgets which is approx. £789k
- £706k shortfall on DP refunds creating an overspend.
- Within the Adults packages position is the impact of COVID which approximately equates to £1.2m mainly for interim uplifts to providers to ensure their sustainability during the height of the pandemic, most of this has been offset by CCG funding for discharges which currently stands at £945k

3.3.5 Mental Health (MH) is reporting a total overspend of £1.168m, this is broken down below:

- £1.020m overspend on Home Care because of increases in Dementia cases
- £124k overspend on Supported Living due to lack of Housing options for young people with MH and transitional cases. Additionally, the Complexity and chronicity in needs had also pushed costs up.
- £215k overspend on Direct Payments due to of increases in Dementia cases
- £298k underspend on Residential and Nursing due to Covid impact on death rate
- £22k underspend on Day Care and transport
- £105k overspend on Additional staffing costs as per Mental Health PID

3.3.6 Finally there is an estimated £150k pressure in the Adults Homes and Centres budget for Relish Café which unfortunately remains closed due to the COVID-19 pandemic.

3.3.7 Included in this position is approx. £2m of additional spend due to COVID-19. Half of this has been interim uplifts to providers, the other half has seen a very sharp increase in numbers of residents requiring both medical/NHS and social care support for Mental Health issues.

3.3.8 There has been a significant rise in demand within mental health, this is a culmination of increasing numbers but also the full year impact of the dementia cases that moved over to MH in the last financial year. Due to this unforeseen pressure, our contingencies for COVID-19 have been swallowed up leading to the movement in the position mentioned above.

3.4 Disabilities Care and Support

3.4.1 The Disabilities service detailed summary table is below:

Service Area	20/21 Budget £000	Forecast £000	Variance £000	Period Movement £'000
Adults Care Packages	13,733	15,754	2,021	173
Children's Care Costs	1,946	2,293	347	156
SEND transport	2,892	4,196	1,304	966
Centres and Care Provision	1,960	2,132	172	(26)
Staffing/Management	3,717	4,199	482	62
Directorate Total	24,248	28,574	4,326	1,331

3.4.2 The forecast for Disability Services for period 5 is an overspend of £4.326m. There has been an adverse movement of £1.331m from the position reported at P4.

3.4.3 There is a Packages and Placements total overspend of £3.672m, the breakdown of this is reported below: -

- £2.021m overspend on Learning Disabilities Adults – the current forecast is based on clients recorded on Controcc as at end of August.
- £1.304m Out of Borough School Transport pressures- There has been an increase in the projection of £966k from the position at P4. This is due to the redesign of the school routes taking the need for 1m social distancing on the school buses. This requirement has led to the need to have more vehicles covering the school routes for the protection of the children.
- £347k budget pressure on the Children with disabilities social care provision. There has been an increase of £156k from the previous month. This is due to externally commissioned contact and additional packages put in place to support the children.

3.4.4 Teams and Centres total overspend is forecast at £654k which is an increase of £62k from the previous month. The areas of significant variances are highlighted below:

- **£251k** Overspend on School Psychological Services –There is a risk to the team being able to generate the income from School Buy backs. The current pandemic means Schools may cut down on their expenditure. The Service however is still providing the statutory work to Schools which is unfunded.
- **£230k** overspend against the other Teams budget. This is due to the need to recruit agency staff in both Life planning teams, staff pay awards and unbudgeted employers liability insurance.
- **£179k** overspend on 80 Gascoigne Rd – £103k of the overspend is due to staff salaries as the staff work long hours to cover the 24-hour shifts. £37k shortfall on income from residential care, £20k unbudgeted cost of the cleaning contract and a reduction of £19k for the print savings.

3.4.5 SEND Transport is one of the major reasons for the increase with a net £966k increase from P4. This is partly down to COVID and the social distancing measures that had to be put in place, increasing the cost of our routes as more buses and other forms of transport were required to fulfil the obligations within the new social distancing regulations.

3.4.6 Included in this forecast is the estimated COVID-19 related expenditure of £993k. £648k on additional vehicles for home to school transport, £128k one off direct payment support, £127k of equipment and minor adaptation following hospital discharges and £90k for additional agency staff to cover the increased case workload.

3.5 Children's Care & Support

3.5.1 Children's Care and Support detailed summary table below;

Service Area	20/21 Budget	Forecast	Variance	Period Movement £'000
	£0	£0	£0	
Corporate Parenting & Permanence	22,054	26,253	4,199	469
Family Support & Safeguarding	5,655	6,041	386	306
Assessment & Intervention Team	4,004	4,038	33	0
Senior Leadership Team & Service Dev.	2,193	2,242	-49	68
Specialist Intervention Service	2,143	2,143	0	0
Adolescence & YOS	1,713	1,516	-196	6
Directorate Total	37,762	42,233	4,471	849

3.5.2 Children's Care and Support is forecast to spend £42.2m and would result in a budget overspend of £4.471m. There has been an adverse movement of £849k from the position reported at P4.

3.5.3 The most significant variance is in Corporate Parenting & Permanence, which is down to the placement costs for Looked After Children service. The overspend projected of £4.199m is on packages are:

- £3.1m overspend on Residential Homes, an increase of £730k from P4
- £748k overspend on Leaving care services
- £388k overspend in Asylum Seekers, an increase of £167k from P4.
- £327k overspend on Adoption Placements
- £24k overspend on Specialist Agency Fostering, a reduction of £213k from P4
- £155k overspend Family Assessment Units
- This is being mitigated by underspending in Secure placements & Teams budget of £543k

3.5.4 The Adolescence and Youth Offending Service is forecast to underspend by £196k. There has been a small increase £6k from period 4. This is due to changes to staff cost projections. The underspend in this area is because of vacant posts on the establishment.

3.5.5 Family Support & Safeguarding Team is reporting an overspend of £386k. The net increase of £306k from P4 is mainly attributable to the projected cost of extra social workers that would be needed to meet the built-up demand of cases.

3.5.6 There has been a significant increase in the overspend position from P4 of £849k, this can be attributable to two main factors, both related to COVID.

- Firstly there were a significant number of the placements made during lockdown on extremely high cost settings that were initially intended to be short term but have now had to be extended due to a lack of suitable placements to meet the children's needs.

- In addition to this, the forecast includes the cost of the additional team of social workers within the Family Support & safeguarding team, that are required to manage the backlog of caseloads and assessments built up over the COVID lockdown period.

3.6 My Place

3.6.1 The My Place service summary table is below:

	BUDGET	FORECAST	VARIANCE	CHANGE
BUSINESS DEVELOPMENT	1,694	1,398	-296	-8
CONTRACTS MGMT	3,130	3,135	5	-22
LANDLORD SERVICES	4,529	4,551	22	-118
MGMT / CENTRAL	-10,466	-9,188	1,278	-100
PROPERTY ASSETS	9,655	10,148	493	206
OPERATIONS	7,856	9,072	1,215	116
PARKS AND ENVIRONMENT	2,240	2,313	73	20
FLEET MANAGEMENT	-76	-181	-104	-52
COMPLIANCE	-688	-782	-94	-1
ELWA	-30	-30	0	0
	17,844	20,436	2,592	41

3.6.2 My Place are forecast to overspend by £2.5m. This consists of £1m on Public Realm and £1.5m across other My Place services. The overspend has increased by £41k on last month. In addition, there is a further £491k in potential COVID costs including purchases of PPE.

3.6.3 Business Development are continuing to hold vacant posts, resulting in a saving of £296k. Landlord Services are forecast to overspend by £22k. This is an improvement of £118k on month 4.

3.6.4 The management/central cost centre is reporting an overspend of £1.3m. This is due to unfunded employee liability insurance costs of £450k and pressures of £718k from core savings, mainly Adecco and Gainshare. These will need to be met by corresponding expenditure savings.

3.6.5 There is a £493k overspend within Property Management which has increased by £206k. This increase is attributable to capital works employee cost pressures and is currently being investigated. The overspend is partly attributable to the £329k savings target which has not been achieved and Street Lighting costs. A bid is to be made for inflationary growth funding for energy costs which will offset the street lighting overspend.

3.6.6 Within Public Realm, there is an overspend of £1.2m in Operations. This has increased by £116k since month 4. This is offset by underspends in Fleet and Compliance. The overspend is due to agency costs and transport-related costs.

3.7 Policy and Participation

3.7.1 The Policy and Participation service detailed summary table is below:

	Budget	Forecast	Variance	Change
Policy	1,860	1,919	59	20
Culture	1,328	1,358	31	(12)
Heritage	607	958	351	(61)
Parks	(388)	422	810	0
Leisure	(1,109)	1,742	2,851	0
	2,298	6,399	4,101	(53)

3.7.2 Policy and Participation are forecast to overspend by £4.1m of which £3.4m is due to the impact of COVID-19 on income from the leisure centres concession and loss of income from museums and parks. There has been a slight improvement from last month due to savings on salaries whilst the museums are closed.

3.7.3 The Heritage service are forecast to overspend by £351k. This comprises an overspend of £238k on Valence House and £112k at Eastbury of which £158k is attributable to a loss of income whilst these attractions are closed.

3.7.4 Parks Commissioning are forecast to overspend by £810k, largely due to income under-achievement. The service has an income target of £600k which it is anticipated to meet from soil importation as part of the scheme to deliver improvements to Central Park. The above forecast is a worst-case as it assumes that none of the income will be forthcoming in 2020/21. However, planning approval was granted in July so it is feasible that some of the income will be received.

3.8 Contracted Services

3.8.1 Revenues and Benefits is the only remaining Contracted Service for the period to which this report relates. The service is forecast to overspend by £1m due to a loss of courts income as a result of COVID-19. The Court service has been suspended, and courts remain closed for all cases with the exception of those deemed priority. This means that it is not possible to obtain a liability order which allows further action by enforcement agents.

3.9 Core

3.9.1 The Core service summary table is below:

	Budget £'000	Forecast £'000	Variance £'000	Change £'000
Finance	2,314	2,314	0	0
IT	1,266	1,838	572	(0)
Commercial	(36)	641	676	(183)
Investment Strategy	(4,673)	(4,674)	(1)	0
Customer Services	7,129	8,455	1,326	114
Strategic Leadership	63	231	167	0
Transformation	590	590	0	0
	6,653	9,393	2,740	(69)

- 3.9.2 Core Services are forecast to overspend by £2.7m, of which just under £700k is attributable to COVID-19. In addition, there are a further £551k of COVID costs for programme management, increased IT costs for home working and contributions to cross London GOLD working.
- 3.9.3 IT are forecast to overspend by £572k. This consists of a shortfall of £365k on the cost of services transferred from Elevate and approx. £100k each on Agilisys Digital and Azure. Further detailed work needs to be undertaken to reconcile actual and planned expenditure on IT contracts with all IT funding streams, including capital and the IT reserve.
- 3.9.4 Commercial Services are forecasting a pressure of £676k, which is largely due to the impact of COVID-19 on commercial income. This comprises £328k on the Film Unit and £240k on the CR27 Travelodge investment.
- 3.9.5 Customer Services are forecast to overspend by £1.3m of which £122k is due to a shortfall in Registrars income due to COVID-19. The balance is due to the shortfall on the cost of services transferred from Elevate.
- 3.9.6 Strategic Leadership are forecasting a pressure of £167k which is the balance of Core Savings which were not deducted from service budgets.

3.10 Law and Governance and HR

3.10.1 The Law and Governance and HR service summary table is below:

	Budget	Forecast	Variance	Reserves	Net Variance	Change
Enforcement	(2,161)	(1,111)	1,050	0	1,050	(117)
Democratic Services	1,010	844	(166)	0	(166)	(0)
HR	38	167	129	0	129	24
Leader and Cabinet Office	(7)	22	29	0	29	29
Legal	619	771	152	(152)	(0)	14
	(501)	692	1,194	(152)	1,042	(50)

- 3.10.2 Law Governance and HR are forecast to overspend by £1m, which is an improvement of £50k on last period. The pressure attributed to COVID-19 is £1.5m, so the underlying position is an underspend of £477k. This is after drawing down £152k from the legal reserve. There is also a further £1.5m COVID- related expenditure which is anticipated under the Test and Trace programme – this will be fully-funded from government grant.
- 3.10.3 Within Enforcement, Parking are forecasting an income shortfall of £1m and East Street Market are forecasting a loss of £500k, both due to COVID-19. Measures are being taken to improve this position and there are indications that it may improve but it is too soon to forecast this with certainty. The overspend is offset by savings across a range of service areas, which is due to vacant posts as a result of recent service restructures. It should be noted that this forecast has the potential to worsen considerably if further COVID restrictions are introduced or if resident behaviour changes.

3.10.4 HR have a pressure of £129k and Legal Services are forecasting an overspend of £152k which will be met by a drawdown from reserves. Both of these services have pressures on their staffing budgets.

3.11 Community Solutions

3.11.1 The Community Solutions service detailed summary table is below:

Service Area	20/21 Budget £000	Forecast £000	Variance £000	Period Movement £'000
Intervention Lifecycle	387,249	(802,642)	(1,189,891)	
Triage Lifecycle	2,191,970	5,053,037	2,861,067	
Support Lifecycle	4,109,937	2,274,457	-1,835,480	
Universal Lifecycle	4,558,092	4,559,417	1,325	
Service Dev. & Dir of Comsol	1,194,153	1,959,900	765,747	
Works & Skills Lifecycle	523,383	1,016,747	493,364	
Directorate Total	12,964,784	14,060,916	1,096,132	

3.11.2 Community Solutions is forecast to overspend by £1.09m. This is due to combination of factors including the loss of grant income for the Works and Skills lifecycle and the brought forward budget gap for staffing costs within the service. There are also risks to the savings plan for reducing the cost of homelessness. The service is working on budget realignment to ensure that the Oracle budget matches the respective budgets for each area. A management action plan is being developed to mitigate this overspend.

4. Housing Revenue Account

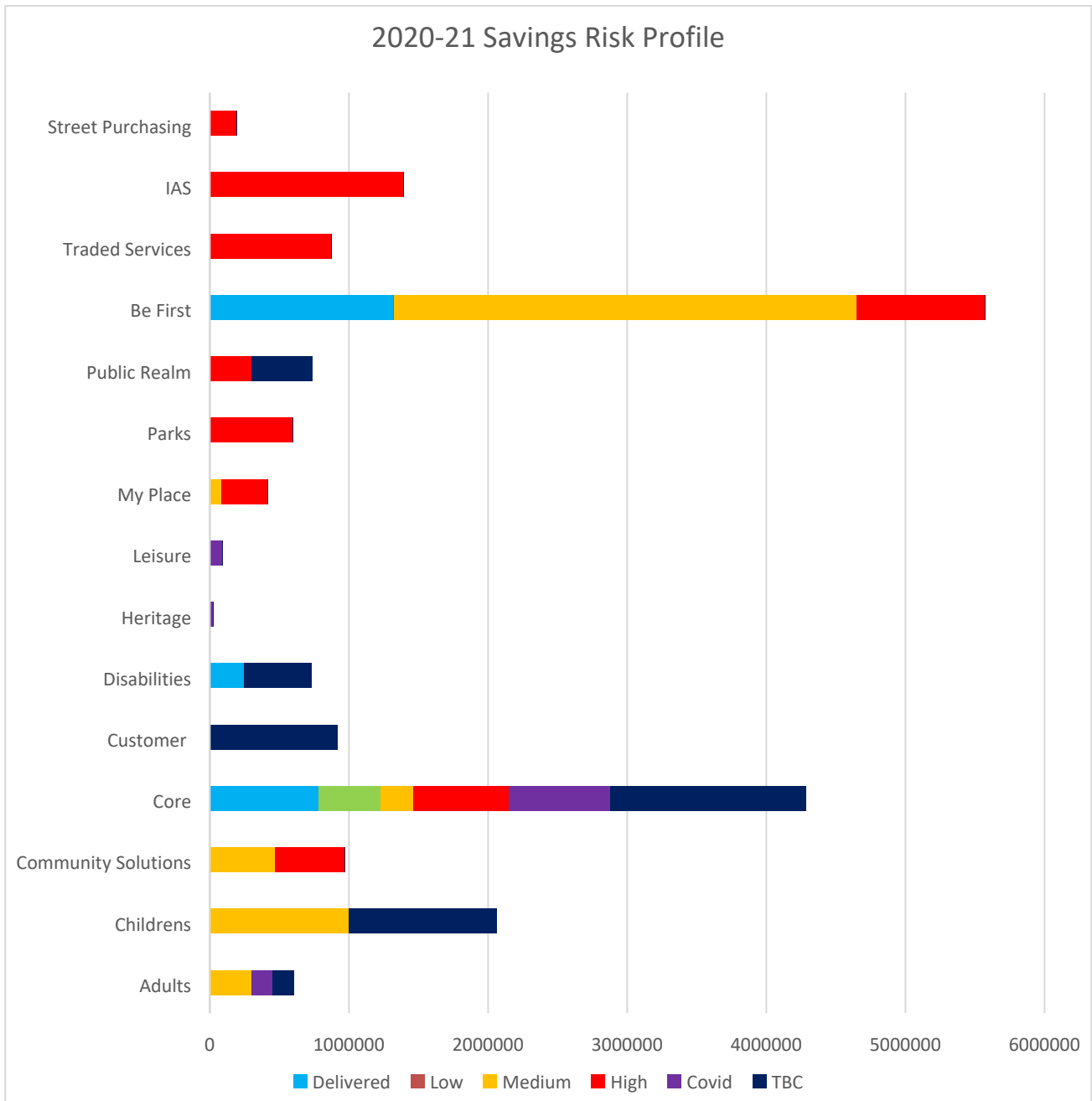
4.1 The HRA is forecast to overspend by £2.193m which is an increase of £1.002m on last month.

REPORT LEVEL	BUDGET	FORECAST	VARIANCE	CHANGE
SUPERVISION & MANAGEMENT	43,137	44,176	1,039	160
REPAIRS & MAINTENANCE	18,313	18,745	432	114
RENTS, RATES ETC	120	124	4	3
INTEREST PAYABLE	10,742	10,742	0	0
DEPRECIATION	15,860	15,860	0	0
BAD DEBT PROVISION	3,309	3,309	0	0
CDC RECHARGE	685	685	0	0
TOTAL EXPENDITURE	92,166	93,641	1,475	277
CHARGES FOR SERVICES & FACILITIES	-20,479	-19,922	557	594
DWELLING RENTS	-85,755	-85,594	161	131
INTEREST & INVESTMENT INCOME	-50	-50	0	0
TOTAL INCOME	-106,284	-105,566	718	725
TRANSFER TO MRR	14,118	14,118	0	0
	0	2,193	2,193	1,002

- 4.2 The finalisation of leasehold final accounts for 2019/20 has resulted in a decrease in income. The Council issued estimated bills to leaseholders totalling £3.445m last year whilst final bills totalled £2.871m, a reduction of £574k.
- 4.3 The S&M deficit has increased £160k as more costs are recharged from My Place based on the agreed allocation methodology.
- 4.4 The R&M deficit has increased a further £114k as costs from BDMS continue to increase, mainly on employee costs.
- 4.5 An updated forecast on income from rents and service charges has shown a deterioration of £131k. This variance is not material on income budgets and is within acceptable variances on a budget of £106m.
- 4.6 A review of debtors has shown that the overall debtor balance has increased from £8.3m to £11.2m meaning after 4 months the bad debt provision would need to be increased by £1.5m. The budget is £3.3m so there are no immediate concerns however if this situation continues throughout the year then it would be likely that the budget would be insufficient to cover the impact.

5. Key Savings Programmes

- 5.1 2020/21 is the fourth and final year of the original Ambition 2020 savings and transformation programme. The total savings for the target is £48.8m of which £36.129m was originally profiled as to be delivered by the end of 2019/20 and £12.696m is due in 2020/21. As at the end of 2019/20 the total delivered was £29.314m leaving £6.788m so far undelivered. This includes contributions from Be First (which would normally come a year in arrears following audit of accounts), and undelivered savings in Care and Support, My Place/Public Realm, Customer Services and the first tranche of income from the Central Park re-landscaping. The chart below shows performance to date against the total target for the MTFS
- 5.2 The total savings yet to be delivered in 2020/21 were already high risk even before the COVID-19 situation arose and the pandemic and the response has considerably worsened the situation. A small number of savings have been assessed as impossible to deliver in the current year but may be possible to reinstate in future years. These are the Leisure Concession Fee which will not be payable in 2020/21, increased Heritage income, a further change to the Adults Charging Policy and the Council Tax Support Scheme (part of the Core programme) where the impact of the epidemic has reversed the previous reduction in this scheme.
- 5.3 In addition there are a large number of savings where the original plans have been delayed (My Place restructure) or are much more difficult/high risk (Debt collection in Core, Homelessness reductions in COMSOL.)
- 5.4 The table below shows the risk breakdown of savings in the current financial year. £5.7m of non-delivered savings has been included as a COVID-19 cost on the MHCLG return (broadly those shown as COVID-19 or tbc below.)
- 5.5 As far as Finance are aware there has been no real change in the status of any savings programmes which is in itself a concern as there are now a number of areas where savings appear to have stalled and may need to be reconfigured or written off.



6 COVID-19 Risks

- 6.1 The pressures associated with COVID-19 have been shown separately based on the August return to MHCLG. The Council has experienced both cost increases and loss of income. Cost pressures are made up of additional demand for services including some new responsibilities such as Test and Trace and support for those shielding and additional costs of providing services including the costs of PPE for front line works and new IT equipment for those working from home.
- 6.2 Income losses have been incurred across the Council with the almost total suspension of a range of normal activities during the initial period of lockdown. Almost all services have experienced some degree of loss but Enforcement has been particularly affected from the reduction in parking, licensing and market income. In addition, the Council's leisure centres were closed and return to normal

activity is expected to be slow resulting in the loss of the concession income from the managing partner company.

6.3 Details of the Income Loss Compensation scheme have now been announced. The claim is detailed and is still being worked on. However, it should be noted that in some respects the details are somewhat more restrictive than previously thought so the compensation amounts may be lower. In particular, the following restrictions apply:

- all rent and commercial income is excluded (and examples make clear that this includes advertising income and all monies received by subsidiaries)
- only closures during periods specifically directed by the government can be claimed for (although reduced income after re-opening may be)
- where income-earning staff have been redirected to provide other services then this is regarded as an additional cost pressure not an income loss

6.3 The level of costs that has been experienced already or that appear to be unavoidable at this stage is £22.774m. However, this assumes a swift return to previous levels of income, costs and demand and the recovery of commercial losses. If this is not possible then further costs and income losses will be experienced – possibly as much as £15.7m making a total service pressure of £37.353. (This is an overall slight reduction since July of £0.75m). This does not include losses to the HRA, the Council’s schools or the Collection Fund (Council tax and business rates.)

6.4 Central Government has announced three tranches of non-ringfenced grants to support Local Government in this situation. The LBBD allocation is £14.574m. In addition, there have been specific grants for Test and Trace, Infection Control, Welfare Support and Food Assistance and some NHS funding is available to support discharges from hospital to social care. These have been netted off this month as they are being allocated directly to services.

6.5 The table on the next page below shows the range of costs/losses experienced. Appendix A to this report shows how this relates to the main forecasts

SERVICE	Definite Cost £000	Further Risk £000	TOTAL £000	Comments
SDI COMMISSIONING	1,811	252	2,063	PPE costs (£1.9m), Public Health and Communications, Domestic Violence contracts
CORE	1,242	0	1,242	loss of income - commercial, film office, registrars,
CENTRAL MINUS F30080	1,367	0	1,367	Contribution to London wide mortality management, additional ICT costs and project support
EDUCATION, YOUTH & CHILDCARE	341	253	595	Loss of income - Trewern, FPNS, Youth centres,

LAW, GOVERNANCE & HR	1,519	2,843	4,362	£1.4m loss of parking and market income. Further risk from longer reduction of parking income and loss of legal trading
POLICY & PARTICIPATION	3,355		3,355	Loss of Leisure Concession fee and income at Heritage sites
CARE & SUPPORT	4,752	4,348	9,100	Fee increases, increased demand, additional staffing, income losses inc Relish. Further risk from further demand increases and SEND transport
COMMUNITY SOLUTIONS	1,172	490	1,663	Staffing, increased hostel voids, accommodation of rough sleepers, loss of library and nursery income, BD Can costs. Further risks from increased homelessness and continued income loss
MY PLACE	491	0	491	Slight income losses (pest control, trade waste), PPE, changes to parks, amenity sites
CONTRACTED SERVICES	1,000		1,000	Loss of court costs income, increased collection risk
Unachieved Savings	5,723	0	5,723	Risks or delays to Core, Children's, COMSOL, My Place and Public Realm savings
Rents, Dividends and Returns		6,411	6,411	Reduced planning fees (Be First), catering/cleaning income (BDTP), risks to IAS and Commercial rents
TOTAL GENERAL FUND COVID PRESSURES	22,770	14,599	37,374	
Income from Central Government				
NHS funding and specific grants	(2,903)		(2,903)	(netted off above)
General Grant Funding	(14,574)		(14,574)	
Income Loss underwritten	(3,953)	(2,112)	(6,065)	
NET IMPACT	4,253	12,487	16,740	To be funded from reserves

7 Impact on Reserves

- 7.1 The potential range of outturn variance therefore is between £5.8m at the most optimistic end to £18.3m at the more pessimistic (although still entirely possible) end. In practice it is likely to fall between those extremes with a likely overall variance of £12m
- 7.2 There are several reserves that would be available to meet this level of pressure. As at the end of 2019/20 there was £6.349m in the budget support reserve and £0.735 in the restructuring reserve. The most optimistic forecast would leave £1.3m in the budget support reserve.
- 7.3 The likely scenario of £12m would fully deplete both these reserves and reduce the General fund reserve from £17.031m to £12.12m which is just above the minimum level set in our reserves policy.
- 7.4 Alternatively if we wish to preserve this or if further call on reserves is required there are a number of reserves held for longer term investment such as the Capital

Investment reserve and the Corporate Infrastructure reserve that could be used in the short term. They would require repayment in future years in order to deliver against the Council's longer-term plans and strategies.

8 Council Companies

- 8.1 The accounts for the 2019/20 are being finalised and will be subject to audit. Following this there will be a formal process to agree any returns or dividends to the Council. It must be remembered that although the dividends will be based on the previous financial year, the company boards will need to consider the current financial and trading position before agreeing release of funds and so the COVID-19 risks could result in a lower return than expected in 2021/22.

9 Adults and Disabilities Transformation Programme

- 9.1 Three Service Improvement Plans have been produced for Adults, Disabilities and Mental Health. The programmes are based on an in-depth review of current provision and likely future demands and set out proposals for how those services can meet the needs of our residents. There are both growth bids for permanent revenue funding included which will be factored into our medium term financial planning and also a request for one off programme management funding to support the implementation. The impact of the programmes is expected to transform service delivery for these key services in such a way as to reduce costs and demand in future with savings/cost reductions also to be factored into the MTFs. As such the set up and implementation costs can be classified as qualifying expenditure for the Flexible Use of Capital Receipts. Approval is requested to set up the programme and to fund the total costs of £727k. The table shows the expected time profile – however this may vary depending on the length of the programme.

Element	2020/21	2021/22
Programme Management Costs <ul style="list-style-type: none"> - Programme Manager and support (working across all three streams) - Systems Developers and report writers to ensure effective use of Liquidlogic - Data analysis - Brokerage capacity - Multi Agency Safeguarding review 	£225k	£255k
Deliverable Costs <ul style="list-style-type: none"> - Social work and financial assessment reviews 	£82k	£165k
Total Costs	£307k	£420k

10. Financial Implications

Implications completed by Katherine Heffernan, Head of Service Finance

10.1 This report details the financial position of the Council.

11. Legal Implications

Implications completed by Dr Paul Feild, Senior Governance Lawyer

11.1 Local authorities are required by law to set a balanced budget for each financial year. During the year, there is an ongoing responsibility to monitor spending and ensure the finances continue to be sound. This does mean as a legal requirement there must be frequent reviews of spending and obligation trends so that timely intervention can be made ensuring the annual budgeting targets are met.

11.2 In this current Covid 19 emergency, the general laws still apply unless there are special legislative measures to take account of the factors which may or will have an effect on the Council and its duties, powers, and obligations. The key provision at time of writing being the Coronavirus Act 2020 which addresses specific issues connected with the challenges that the pandemic presents rather than matters of finance and procurement.

11.3 Nevertheless, the unique situation presents the prospect of the need to purchase additional supplies and services with heavy competition. Value for money and best value duties still apply. There is also the issue of the Councils existing suppliers and service providers also facing issues of pressure on supply chains and staffing matters of availability. As a result, these pressures will inevitably create extra costs which will have to be paid to ensure statutory services and care standards for the vulnerable are maintained. Careful tracking of these cost will facilitate grounds for seeking Covid 19 support funds.

Public Background Papers Used in the Preparation of the Report: None

List of Appendices •

- Appendix A – General Fund Revenue budgets and forecasts including breakdown of COVID impact.

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APPENDIX A

	Full Year	August	Forecast	Forecast	COVID ISSUES			
DEPARTMENT	ADJUSTED BUDGET	ACTUAL	OUTTURN	VARIANCE	CoVid Costs	FINAL VARIANCE	FURTHER COVID RISKS	WORST CASE
SDI COMMISSIONING	9,077,640	1,750,192	9,150,640	73,000	1,811,000	1,884,000	252,738	
CORE	6,551,694	351,906	8,601,694	2,050,000	1,242,000	3,292,000		
CENTRAL MINUS F30080	34,654,721	24,901,427	31,151,086	(3,503,635)	1,367,546	(2,136,089)		
EDUCATION, YOUTH & CHILDCARE	4,056,906	6,485,386	4,446,906	390,000	341,500	731,500	253,400	
LAW, GOVERNANCE & HR	(1,404,166)	(5,327,275)	(1,881,166)	(477,000)	1,519,000	1,042,000	2,843,191	
POLICY & PARTICIPATION	1,168,234	1,416,191	1,914,427	746,193	3,354,860	4,101,053		
CARE & SUPPORT	83,084,634	34,620,920	85,820,634	2,736,000	4,752,000	7,488,000	4,348,018	
INCLUSIVE GROWTH	1,000,743	1,132,280	1,000,743	0		0		
COMMUNITY SOLUTIONS	12,470,774	1,369,057	13,565,191	1,094,417	1,172,135	2,266,552	490,727	
MY PLACE	6,229,542	(19,898,397)	8,821,542	2,592,000	491,463	3,083,463		
CONTRACTED SERVICES	(1,094,242)	(1,129,207)	(1,094,242)	0	1,000,000	1,000,000		
SAVINGS NOT ACHIEVED				(4,137,000)	5,723,000	1,586,000		
COMMERCIAL INCOME/RENTS	0	125,886	0	0		0	6,410,940	
TOTAL GENERAL FUND BUDGET	155,796,480	45,798,367	161,497,455	1,563,975	22,774,504	24,338,479	14,599,014	38,937,493
CORPORATE FUNDING								
COUNCIL TAX	(65,787,000)	0	(65,787,000)	0		0		
BUSINESS RATES	(80,608,000)	0	(80,608,000)	0		0		
NON-RINGFENCED GRANTS	(7,656,480)	(70,219,962)	(7,656,480)	0	(14,574,000)	(14,574,000)		
COVID INCOME LOSS (ESTIMATE)					(3,948,000)	(3,948,000)	(2,112,000)	
C/F SURPLUS	(1,745,000)	0	(1,745,000)	0		0		
TOTAL INCOME	(155,796,480)	(70,219,962)	(155,796,480)	0	(18,522,000)	(18,522,000)	(2,112,000)	(20,634,000)
						0.00		
NET GENERAL FUND POSITION	0	(24,421,595)	5,700,975	1,563,975	4,252,504	5,816,479	12,487,014	18,303,493

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CABINET

20 October 2020

Title: Investment and Acquisition Strategy Update	
Report of the Cabinet Member for Finance, Performance & Core Services	
Open Report with Exempt Appendix 2 (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972)	For Decision
Wards Affected: All	Key Decision: Yes
Report Author: David Dickinson, Investment Fund Manager	Contact Details: E-mail: david.dickinson@lbbd.gov.uk
Accountable Director: Philip Gregory, Finance Director	
Accountable Strategic Leadership Director: Claire Symonds, Acting Chief Executive	
<p>Summary:</p> <p>In September 2019 Cabinet approved an updated Investment and Acquisition Strategy (IAS) to support the Borough's growth opportunities and to ensure that the Council, and future generations, benefit by increasing the Council's ownership of long-term income producing assets. The IAS is reviewed annually, with this being the fourth version.</p> <p>An objective of the investment strategy is to generate net income of £5.12m by 2020/21. This report provides an update on the performance of the IAS in 2019/20, outlining the changes that have impacted the strategy over the past year. The report also provides the outturn for 2019/20, provides a forecast of the returns expected over the coming four years and the current position of the IAS reserve.</p> <p>This report highlights the financial constraints and opportunities within the IAS. It stresses the importance of bringing schemes into operation as soon as possible to ensure both the regeneration of the borough and the availability of funding available for subsequent schemes.</p> <p>This report also identifies a number of pressures that there are on the strategy but also to establish a method of managing any impact on the Council's revenue budget. An additional consideration is on the impact of leverage on the strategy and the need to bring a more long-term and measured approach to development that can allow schemes to be built and operational before more schemes are agreed.</p> <p>The report also includes a proposal to increase the size of the loan previously agreed by Cabinet to Robyna Limited in respect of the redevelopment of the site at London Road / North Street, Barking.</p> <p>The report is at a point in time and there are schemes in the pipeline that may change and improve the IAS return but there are also challenges posed by increasing build costs and also from the economic impact that Covid-19 and Brexit may have on the</p>	

strategy. These schemes include Beam Park and the development of the Film Studio site, which are being presented for consideration to Members at this Cabinet Meeting.

The report highlights that the Council is in a relatively strong position with its investment strategy and this could result in a very strong balance sheet position going forward if the IAS performs well.

Recommendation(s)

Cabinet is recommended to:

- (i) Approve the updated Investment and Acquisition Strategy set out at Appendix 1 to the report;
- (ii) Note that the IAS and Borrowing Outturn 2019/20 showed a £0.6m underspend for 2019/20;
- (iii) Note the progress being made in meeting the IAS income target and the impact on the IAS of the delays to schemes being completed;
- (iv) Note the governance and controls in place to manage the IAS;
- (v) Note the increase in gross borrowing costs (£105m) and net borrowing costs (£319m);
- (vi) Note the potential for commercial loans and commercial income to support the investment strategy, especially over the short-term;
- (vii) Note the impact of leverage on the IAS and the proposals regarding life-cycle costs reporting and funding; and
- (viii) Agree that the loan to Robyna Ltd in respect of the North Street / London Road residential-led development be increased from £35m to £44m to take account of the increased units to be developed at the site, on the terms set out in Appendix 2 to the report.

Reason(s)

The proposals in this report will support the regeneration and economic growth of the borough and will help to support the long-term financial sustainability of the Council.

1. Introduction and Background

- 1.1 The Council's first Investment and Acquisition Strategy (IAS) was agreed by Cabinet in November 2016 as part of the Council's response to the unprecedented challenges it faced from Government cuts to public sector spending. The strategy has been subsequently reviewed a number of times, with the last review in September 2019.
- 1.2 The purpose of the IAS is to support the Borough's growth opportunities and to ensure that the Council, and future generations, benefit by increasing the Council's

ownership of long-term income producing assets. The scale of investment within the Borough is significant with in excess of 50,000 new homes to be built over the next twenty years. This will be accompanied by increased demand for employment space and sustainable energy providing the Council with a key leadership and investment opportunity.

- 1.3 The IAS enables the Council to make investments that have the potential to support economic growth and / or deliver economic regeneration within the borough. In some cases, schemes with lower returns may be considered for strategic reasons. To accelerate the Council's regeneration, a development company, Be First, was created. They have reviewed and reconfigured the development pipeline, have brought new investment opportunities to the Council and have identified new asset classes to support private sector led regeneration.
- 1.4 In line with Government Guidance on Local Authority investment activities, this report provides an update on delivering investment objectives and sets-out the criteria to approve and finance investment opportunities going forward.
- 1.5 In 2019/20 the IAS has come under pressure from scheme delays and an increase in build costs. At the same time, a number of developments have also been accelerated, which has increased the funding requirement of the IAS. The pressures on the IAS has been contained to date from a decrease in borrowing costs and from good returns from treasury investments. The Council holds £326m in cash to fund the IAS, which was sufficient to fund the majority of the long-term financing for the developments agreed as part of the 2019/20 IAS. With the increase in costs and with new schemes being agreed, further borrowing is required for the 2020/21 IAS.
- 1.6 An increase of 1% in the PWLB margin in October 2019 increased the cost of new borrowing and has required the Council to look for alternative sources of financing. While it is possible to obtain external funding as the Council has a strong covenant, it does not come without a cost and additional risk. These risks and costs are outlined in the report, as is the impact of leverage on the IAS.
- 1.7 Covid-19 has had an impact on the strategy, with schemes being delayed as construction work was halted or reduced at some sites. For operational schemes, the impact of reduced rent may only be fully known after the Q3 2020 rental income figures are analysed. The impact on the IAS is mixed as, although there will be a loss of income, it will reduce the immediate requirement to borrow, resulting in lower borrowing costs. The treasury return forecast for 2020/21 is also good and should be able cover the cost of holding the borrowing.
- 1.8 As most of the Council's investments are in largescale, in-borough residential developments, the Council will change its accounting policy on interest payable for funding these schemes, from one which is funded from its revenue budget, to one where the costs are capitalised (added) to the overall development costs and are repaid as part of the overall scheme repayment over 50 years. This option is available for qualifying asset, which are assets that take in excess of two years to get ready for intended use and where expenditure is in excess of £10m. This change will reduce the impact on the revenue budget of borrowing costs for scheme during development but will increase the overall amount that will need to be repaid by each scheme.

2. IAS and Borrowing Outturn 2019/20

- 2.1 For 2019/2, **borrowing costs** were higher than forecast by £0.6m due to an additional £80.0m borrowed from the PWLB as there were opportunities to lock in low borrowing rates towards the end of the financial year. In addition, the sale of the Film studio, forecast for 2019/20, did not occur and therefore additional borrowing during the year was required. Less borrowing was required for the residential schemes due to delays, but more borrowing was required to fund commercial purchases.
- 2.2 **General Fund interest income** was £2.3m more than budgeted due to good treasury returns and interest from loans the Council made to Reside and to its subsidiaries. Treasury have locked in rates at an average of 1.65% for 2020/21 on £280m and this will be used to cover the cost of borrowing but also to fund developments.
- 2.3 **Investment Income** totalled £2.7m compared to a budget of £4.3m, a shortfall of £1.6m. The shortfall is due to Weighbridge and Wivenhoe modular not being operational in 2019/20 and commercial loans for the London Road and Axe street developments being delayed. Going into 2020/21 there have been further delays caused by Covid-19. However, when combined, the treasury and IAS overachieved its target by £57k in 2019/20.
- 2.4 As there is a significant interdependence between the interest budget and the IAS due to a portion of the investment income received via interest charged on loans, the total return for the IAS includes the interest position. Table 1 below shows the IAS and Treasury outturn for 2019/20, showing a small surplus against budget of £57k.

Table 1: IAS and Treasury Outturn 2019/20

IAS and Interest Outturn 2019/20			
IAS Outturn		Interest Outturn	
	000's		£000's
IAS Target	3,733	Interest Expense Budget	(11,769)
Abbey Road 2 MRP	600		
Total IAS Target	4,333	Interest on Long Term Loans	(11,111)
		Interest on Short-term Loans	(1,263)
Residential Surplus Returns		Total Interest Payable	(12,374)
Abbey Road £600k MRP	600	Surplus (deficit)	(605)
Reside Ltd Surplus Rent	242		
Weavers LLP Surplus Rent	317	Interest Income Budget	6,648
Abbey Roding LLP Surplus Rent	358		
Abbey Road 2 Surplus Rental	506	Interest Received	5,058
Reside Management Costs	-316	Commercial Loans	3,851
Total Residential	1,590	Total Interest Income	8,908
Net Commercial Returns	1,029	Net Interest Costs	2,260
IAS Surplus (deficit)	(1,598)	Interest Surplus (deficit)	1,655
Overall Surplus (Deficit)	57		

3. Proposal and Issues

3.1. Funding the IAS (Proportionality)

Although the majority of the Council's investments are for regeneration and are within borough, an assessment of the Council's dependence on profit generating investments and borrowing capacity allocated to funding these, is considered against the lifecycle of the Medium-Term Financial Plan. A four-year net interest forecast has been established by the Council within the Medium-Term Finance Strategy (MTFS), which will support the Council's investments but also at times may act as a limiter to its investment activities. To ensure that the level of borrowing is sustainable, the Council will invest in schemes that provide a positive return after all costs and will also ensure that it invests in a number of different asset classes and assets with different cash flows requirements.

3.2. Additional Funding Requirement

By Minute 33 (18 September 2018), Cabinet agreed to enter into a joint development with Robyna Limited for a residential led scheme at London Road / North Street, Barking. As part of that decision, the Cabinet approved a loan of up to £35m to facilitate the development. The size of the development subsequently increased from 164 units to 196 units and it is proposed to increase the size of the loan to £44m to cover the cost of developing the additional units.

Further details of the funding arrangements for the increased loan are set out in Appendix 2, which is in the exempt section of the agenda as it contains commercially confidential information (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Overall, the commercial loan portfolio in the revised IAS has reduced and this loan is currently the only one included in the strategy for 2020/21.

4 Investment Programme Changes 2019/20 to 2020/21

4.1 Be First is the Council's primary delivery agent for the delivery of the current programme and identification of new investments. The IAS relies on profitable schemes becoming operational as this is the main source of its income. Delays in schemes becoming operational has a negative impact on the IAS.

4.2 Table 2 summarises the current development programme. The increase in borrowing in 2019/20, mainly due to an increase in commercial purchases (Welbeck and Restore).

Table 2: Be First Business Plan Summary 2019/20 against actual

Year	Borrowing Forecast	Borrowing Actual	Difference
	£000s	£000s	£000
2019/20	79,794	119,183	39,389
Year	Units Forecast	Units Actual	Difference
2019/20	179	0	(179)

- 4.3 Currently schemes that were due to be operational in 2019/20 and 2020/21 have been delayed. Each scheme, when operational, provides a return to the Council through an interest contribution and also a net return to the IAS. Each delay impacts the IAS target and delays can impact a number of financial years.
- 4.4 Previously, interest incurred during the development stage was charged against the interest budget and any delay or increase in cost resulted in more borrowing costs being charged on schemes that are not earning income for the Council. As the Council will change its accounting policy on large scale developments to capitalise the interest costs, this has reduced the pressure on the interest budget but delays in schemes being built still impacts the IAs return. Table 3 outlines the extent of delays on schemes that were scheduled to be completed by July 2020. Four IAS schemes are due to be operational in 2020/21 delivering 261 units.

Table 3: Schemes by Operational Date at 2018/19 & 2019/20 IAS & Revised Date

Scheme	Units	2018/19 IAS Date	2019/20 IAS Date	Revised Date	Delay period
Weighbridge Modular	92	Jul-19	Nov-19	Jun-20	11 months
Wivenhoe Modular	20	Apr-19	Dec-19	Dec-20	21 months
Becontree Heath	87	Jul-19	Apr-20	Jul-20	12 months
A House for Artists	12	Oct-19	Sep-20	Aug-21	46 months
Sacred Heart	29	Jul-19	Sep-20	Sep-21	50 months
Becontree Avenue 200	19	Jan-20	Dec-20	Jul-21	18 months
Sebastian Court	41	Jul-20	Apr-21	Jul-21	12 months

- 4.5 In 2019/20 Be First started to report increases in build costs due to fire regulation requirements, but also a change in the type of tenure being built, with a decrease in properties that were going to be built to be sold for a profit. The impact of removing sales is to increase the long-term borrowing requirement from the Council but to also remove profit forecast from the sales, from the cashflow.
- 4.6 Table 4 shows the increase in gross borrowing costs for all schemes, excluding the proposed turnkey schemes. The accumulative borrowing requirement to fund the same schemes as outlined in the 2019/20 Be First Business Plan (BFBP) is £105m.

Table 4: Gross Borrowing Cost increase 2019/20 to 2020/21 BFBP

Year	2019/20 BFBP	2020/21 BFBP	Difference
	£'000s	£'000s	£'000s
2019/20	119,183(actual)	209,125	89,942
2020/21	367,413	422,429	55,016
2021/22	639,717	693,342	53,625
2022/23	809,215	930,307	121,092
2023/24	879,866	1,015,647	135,781
2024/25	952,198	1,052,802	100,604
2025/26	1,003,374	1,108,602	105,228
2026/27	1,054,713	1,160,090	105,378
2027/28	1,060,032	1,165,410	105,378

- 4.7 Table 5 shows the increase in net borrowing costs (after grants and sales), again on a like for like basis. The accumulative net borrowing requirement to fund the same schemes as in the 2019/20 BFBP is £319m, mainly due to the removal of sales.

Table 5: Net Borrowing Cost increase 2019/20 to 2020/21 BFBP

Year	2019/20 BFBP	2020/21 BFBP	Difference
	£'000s	£'000s	£'000s
2019/20	65,917	139,551	73,634
2020/21	241,596	296,480	54,884
2021/22	418,430	518,401	99,971
2022/23	465,760	666,433	200,673
2023/24	371,653	683,024	311,371
2024/25	388,314	700,411	312,097
2025/26	425,653	743,619	317,967
2026/27	460,652	780,040	319,388
2027/28	407,215	726,629	319,414

- 4.8 As at 31 March 2020 the council held long term borrowing still to be invested of £221m (at a rate of 1.97%), £105m in long term borrowing used to fund commercial investment that is scheduled to be repaid over the next three years, and short-term borrowing of £126m and which was sufficient to cover the 2019/20 BFBP and allow flexibility to make opportunistic borrowing decisions as they arose. The 2020/21 BFBP requires an additional £311m of long term borrowing to be sourced by 2023/24.
- 4.9 Delays in residential and commercial schemes completing has resulted in a shortfall in achieving the IAS return target. This improves in 2023/24 as a number of schemes become operational. If schemes, especially ones completing in the next couple of years, improve their net returns then this position could improve, but equally the impact of Covid-19 on rent collection and on delaying some schemes can have a negative impact. Table 7 provides a forecast for IAS income against the IAS target.

Table 7: IAS Income Forecast 2020/21 to 2027/28

Years	Target + £600k for Abbey	Pipeline Schemes	Operat- ional Schemes	Comm- ercial Income	Other Income	Total (shortfall) / Surplus	Accum- ulative
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
2020/21	(5,725)	388	1,797	800	900	(1,840)	(1,840)
2021/22	(5,725)	1,394	1,962	800	600	(969)	(2,809)
2022/23	(5,725)	1,472	2,174	800	150	(1,129)	(3,938)
2023/24	(5,725)	3,461	2,282	800	150	968	(2,970)
2024/25	(5,725)	4,767	1,357	800	150	1,349	(1,622)
2025/26	(5,725)	4,640	1,400	800	150	1,265	(357)
2026/27	(5,725)	4,986	1,460	800	150	1,671	1,314
2027/28	(5,725)	3,511	1,517	800	150	253	1,567
Total	(45,800)	24,618	13,949	6,400	2,400	1,567	

- 4.10 While the strategy has a reserve balance of £8m as a result of outperformance from treasury, surplus income from Abbey and the non-utilisation of a capital reserve, it is likely that some of this reserve may be required should the shortfalls forecast not be covered by other income. The reduction in borrowing costs due to the delays but also from the capitalisation of interest costs, will likely also improve this position.
- 4.11 Overall there has been a deterioration in the IAS return forecast, caused by delays and costs increases. The above analysis is only on schemes included in the BFBP 2019/20 and does not include pipeline schemes or Turnkey schemes. It also does not include income that may be secured from Film Studio or Welbeck all of which have the potential to improve the outturn.

4.12 Pipeline Schemes

To date most of the schemes are from the original 44 schemes, but there is a now significant pipeline of schemes that are being worked on by Be First that potentially need to be funded. Funding these schemes will require a significant direct investment by the council, through increased borrowing or indirectly by providing a guarantee on the rental income. Any funding agreements need to be considered against the current schemes and the future schemes. These schemes are summarised below:

Name	Operational Date	Gross Cost/Dev Cost £'000s	Units
Transport House, New Road	Jan-24	17,492	53
Brocklebank Lodge	Mar-24	19,316	56
Abbey Road	Aug-25	57,735	223
Marks Gate P3	Jul-27	63,087	187
Roding House	Mar-27	99,135	182
Padnall and Reynolds	Dec-26	146,599	389
Gascoigne East P3B 75%	Mar-26	113,322	299
Heath Park	Jan-26	113,918	314
Millard Terrace 75%	Mar-30	197,902	469
Gascoigne East Phase 4 75%	Mar-29	264,965	704
Beam Park	Feb-28	301,191	936
Ibscott 75%	Mar-32	323,624	724
Rest of West 75%	Mar-32	441,936	1,098
	Total	2,160,222	5,634

5. Additional Income and Tenure Mix

- 5.1 The analysis in section 4 shows a deterioration in the short-term IAS return from residential investment and an increase in net borrowing to achieve this return. Additional income streams to the IAS include current Reside schemes, commercial schemes, commercial loans and capital receipts. Some of these have the potential to significantly improve the financial position but can also put additional pressure on the strategy. The main additional income streams are outlined below:
- 5.2 Commercial Schemes provide an immediate return and cover the interest costs. For 2019/20, £1.0m of income was generated. There is potential for some of the schemes already purchased to provide a return to the Council, either directly through an allocation to the IAS or indirectly through a return from Be First or a capital receipt.

- 5.3 Commercial loans: Commercial loans provide a return to the Council and to Be First and help to progress some schemes. The proposed commercial loan portfolio has decreased but any deals will provide the IAS with some additional income.
- 5.4 Capital Receipts: Sales from Shared Ownership (i.e. Kingsbridge) result in a capital receipt. £3m was used to fund transformation, with £500k of profit allocated to the IAS in 2020/21, with a further £500k forecast for 2021/22.
- 5.5 Units and Tenure Mix: Changes in tenure for schemes over the past year have seen a decrease of 450 units from private sales and 141 units from SO, with an increase of 246 in affordable rent. Overall, the percentage of affordable housing provided has increased from 70.6% to 79% The comparison between 2019/20 and 2020/21 is outlined in table 7 below:

Table 7: Tenure split comparison 2019/20 to 2020/21 BFBP

	Private Sale	Private Rent	AR	LLR	LAR	SO	Other AR	Student Acc.	Total	% of Affordable Provided
2019/20	778	298	739	52	797	611	314	68	3,657	70.6%
2020/21	328	389	985	56	746	470	374	68	3,416	79.0%
Change	-450	91	246	4	-51	-141	60	0	-241	8.4%

6. Council's Balance Sheet Position

- 6.1 Below is a summary of a basic balance sheet analysis of what the Council is invested in and what it has borrowed. This analysis does not include grants, reserves, creditors, debtors, pensions or HRA but simplifies the position of the Councils current Investment assets against liabilities.
- 6.2 Over time the loans will increase but there should be a corresponding asset being built or being used. Of the debt, £172m has been spent on other assets that already have sufficient MRP being set aside and cover things from IT, Public Realm etc.
- 6.3 The IAS commercial development (£47m) and IAS residential development (£85m) are assets currently not earning income. While this will grow over the coming years, it is essential that these assets move as quickly as possible to Reside or are sold / developed. The large cash position has locked-in competitive rates to fund developments, with the cost of carry covered by ST debt positions and cash returns.

Liabilities £706m			Investments £817m			
£800m						
£750m						
£700m	ST Debt (£126m)	Average Rate 0.85% Average Duration 26 days	Cash (£350m)	Treasury Investment - overinvested to cover refinancing and cost of carry – Average rate of 1.34%		
£650m						
£600m						
£550m						
£500m	Other Debt (£116m)	Average Rate 2.75% Average Duration 30 yrs	IAS Residential Develop (£85m)	21 Investment Properties, some nearing completion		
£450m						
£400m	PWLB (£464m)	Average Rate 2.16% Average Duration 24 yrs	IAS Commercial Develop (£47m)	Film Studio		
£350m						
£300m			IAS Commercial (£59m)	Thames Rd, Welbeck		
£250m						
£200m			Capital Spend MRP (£172m)	Capital spend where direct MRP is charged		
£150m						
£100m						
£50m						
£0m					Company Loans (£33.8m)	LEUK, Be First etc
					Property Reside (£70m)	Abbey, Weavers etc

7 Leverage

- 7.1 Combining the increased borrowing required with lower returns, as outlined in section 4, the net impact is an overall reduction in the rate of return. It must be highlighted that investment returns can improve or worsen and that, for the IAS, returns can be negative if there are significant voids or rental increases are lower than forecast.
- 7.2 Returns are exaggerated through using increased leverage (using more borrowing to receive a similar return). As such, while increasing leverage may provide a £5.1m return for the IAS the risk associated with meeting the cashflow requirements but also in repaying the increased debt, increases.

- 7.3 Table 7 below shows the impact that an increase in borrowing (shown by rent roll), reflected in an increase in rental and borrowing costs, can have should the strategy experience a period of reduced rental income.

Table 7: Rental

Impact on return of a 10% and 20% reduction in return for £31m rent and £3m profit					
Change	Gross Rent	Lifecycle	MRP	Interest 3%	Profit/Loss
Current	31,000	(8,500)	(4,500)	(15,000)	3,000
10% rental reduction	27,900	(8,500)	(4,500)	(15,000)	(100)
20% rental reduction	24,800	(8,500)	(4,500)	(15,000)	(3,200)
Impact on return of a 10% and 20% reduction in return for £48m rent and £3m profit					
Change	Gross Rent	Lifecycle	MRP	Interest 3%	Profit/Loss
Current	48,000	(14,000)	(7,000)	(24,000)	3,000
10% rental reduction	43,200	(14,000)	(7,000)	(24,000)	(1,800)
20% rental reduction	38,400	(14,000)	(7,000)	(24,000)	(6,600)

- 7.4 The impact of increased leverage can also happen without borrowing. This is through lease and lease back arrangements or other options where the Council provides a return guarantee. This may not result in actual borrowing taking place but the effect is the same as leverage. I.e. the cashflows to the funder are guaranteed by the Council but there can be significant risks to the Council from reduced rent or increased management and lifecycle costs.
- 7.5 The impact of leverage can be increased further by using inflation linked returns, both to the lender, where the pressure is to make ever increasing payment to the lender and then modelled for the rental income, where there is pressure to continue to increase rents by the same rate. It is for this reason that the strategy has a preference for fixed rate on all borrowing instruments to fund investments with a significant amount of social housing.
- 7.6 If the trend outlined in section 3 continues, then it may still be possible for the Council to make its £5.1m return based on a set of model assumptions but the level of debt taken to achieve this will be significantly higher than originally considered. This increased leverage will mean that the strategy has less flexibility and margin to cover significant pressures, such as a reduced rents, voids or bad debts.

8. Consultation

- 8.1 The updated IAS was considered and endorsed by the Investment Panel on 22 September 2020.

9. Financial Implications

Implications completed by: Philip Gregory, Finance Director

Development period and long-term borrowing

- 9.1 Due to the scale and timing of the development programme the initial schemes will be funded by borrowing from the Public Works Loan Board (PWLb). As the scale of

development increases funding using institutional funders or bond issuance will be considered to limit the amount of development period exposure to the Council. This approach would allow the Council to limit funding to a defined development programme and to refinance schemes, subject to market conditions, when fully let and stabilised to release capital growth for reinvestment in other projects or elsewhere in the Council.

- 9.2 Bond rates are at historically low rates and the demand for long-dated, inflation linked returns remains strong from institutional investors

Medium Term Financial Strategy

- 9.3 The Council's balance sheet is currently £1bn in value. To fund the Investment Strategy, the Council will be heavily geared and the debt to asset ratio could be as high as 3:1 during the development period. This ratio will decrease as assets are built and let and are then included on the Council's balance sheet.
- 9.4 In line with the prudential code, the Council will need to demonstrate it can afford to carry the cost of borrowing to fund for both the construction period as well as the initial years before each of the schemes become cash flow positive. All borrowing will be profiled against the individual schemes, ensuring that the cash is available during the construction stage but that the repayment of the debt is included as the schemes generate income from rental and sales over the economic life of the asset. Borrowing will also be made over a period and will be dependent on the requirement but may also be made as and when rates are low.
- 9.5 The Investment Panel will review all schemes and investment proposals individually based on the Terms of Reference previously agreed by Cabinet.
- 9.6 Property acquisitions may be held on the Council's balance sheet or, where more financially advantageous, acquired through a Barking and Dagenham Reside SPV. Acquisitions will be supported by detailed legal and tax advice for each proposal.

10. Legal Implications

Implications completed by: Dr. Paul Feild Senior Governance Lawyer

- 10.1 The Local Government Act 2003 is the key legislation for local authority investment regulation and section 15 of the Act requires that the Secretary of State issues Statutory Guidance on investments the most recent being issued in April 2018. For each financial year, a local authority should prepare an investment Strategy and follow disclosures and reporting requirements specified in the guidance. The Secretary of State recommends that the Strategy should be presented for approval prior to the start of the financial year.
- 10.2 The Council has a wide range of powers concerning borrowing, investment and dealings with property which would empower the Council to pursue its Investment Strategy. Section 1 of the Localism Act 2011, the general power of competence ("GPC") empowers local authorities to do anything that an individual can lawfully do provided that the activity is not expressly prohibited by other legislation. Activities authorised by the GPC can include investment, trading or charging decisions which

may be undertaken through commercial (corporate) vehicles with the primary aim of benefiting the authority, its financial management, its area or its local communities.

- 10.3 Whilst the General Power of Competence will permit the Council to invest in property for a return, such activity is likely to be deemed as '*activity for a commercial purpose*' which cannot be undertaken directly by the authority and must be undertaken through a company structure within the meaning of section 1(1) of the Companies Act 2006 (s.4(2) Localism Act 2011).
- 10.4 Section 12 of the Local Government Act 2003 ("Power to Invest") enables a local authority to invest for any purpose relevant to its functions under any enactment, or for the purposes of the prudent management of its financial affairs. Speculative borrowing to invest purely for profit will not be deemed directly relevant to fulfilling the authority's functions and will not, therefore, be authorised under this power, however, investment in land or property, for example with a view to regeneration, and in line with CIPFA's Prudential Code for Capital Finance would enable the prudential investment of funds borrowed for the purpose of expenditure in the reasonably near future. The CIPFA Code contains detailed recommendations in the context of prudent borrowing practice, which should be considered as individual investment decisions are made. In exercising the power to invest under s.12(b) the Local Government Act 2003 the Council should have regard to the 2018 CLG Guidance on Local Government Investments. The Guidance advocates the preparation of an investment strategy which the Council is expected to follow in decision making unless sensible and cogent reasons exist for departing from it.
- 10.5 Section 1 of the Local Government Act 2003 ("Power to Borrow") provides local authorities with the power to borrow for any purpose relevant to their functions under any enactment or for the prudent management of its financial affairs. The Power to Borrow has similar constraints to the investment power under the 2003 Act. Borrowing primarily to achieve a return is unlikely to be deemed connected to the functions of the Council or prudent financial management. Caution should be exercised in making individual decisions to ensure that new investments financed with borrowing do further the functions of the Council and are consistent with prudent management of the Council's financial affairs.
- 10.6 Section 111 of the Local Government Act 1972 ("Incidental Power") enables a local authority to do anything (whether involving the expenditure, borrowing or lending of money) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
- 10.7 Investment and borrowing for the sole purpose of creating a return would not be deemed pursuant to the functions of the authority as required under the above powers. However, the report has clearly set out the primary objectives of the investment activity relate to shaping the strategic growth and economic development of the area to meet the needs of a growing local demographic and to shape local communities. Therefore, investment and borrowing in respect of property assets would be prudent and authorised pursuant to the authority's functions, when used as regeneration tools, alongside other financial measures, to provide a suitable diversified housing mix for the growing local population, to regenerate local areas and to create employment and education opportunities. It is critical that the primary policy objectives of any investment activity, such as building

new homes, regenerating an area or the creation of employment opportunities, are furthered and public funds are not exposed to unnecessary or unquantified risks.

- 10.8 Notably, many individual investment and acquisition decisions will be made in implementing the various strands of the Investment Strategy. Individual decisions will be taken by the Chief Operating Officer, advised by the Investment Panel, pursuant to delegated powers in respect of 'corporate and strategic finance, treasury management, investments, and the capital programme...' (Part 3, Chapter 1, paragraph 8.1(g) of the Constitution). To the extent that such decisions are key decisions, or urgent action is taken to acquire land (under paragraph 4, chapter 16, Part 2 of the Constitution) such decisions will be reported or notified to Cabinet in future reports. At all times, full consideration will be given to the Council's powers of investment and acquisition, any relevant guidance such as the CIPFA Code and the overall aims of this Investment Strategy.
- 10.9 The Council's Constitution, Part 4, Chapter 4 sets out the Land Acquisition and Disposal Rules. In accordance with paragraph 2.1, Part 2: Articles, Chapter 6 of the Constitution all key decisions and strategic decisions falling within the Land Acquisition and Disposal Rules as to the use, acquisition and disposal of land and property assets are generally within the remit of the Cabinet.
- 10.10 Formulation of strategic decisions is, at this time, overseen by the Property Advisory Group (PAG) and the Cabinet. Given the creation of the Investment Panel, to the extent that acquisition decisions are taken for investment purposes pursuant to the IAS, the Panel will advise and make recommendations as to such decisions either to COO (to the extent of the delegated powers available) or to Cabinet. Such investment driven acquisition decisions, depending on the value of assets to be acquired may also be key decisions which would be publicised on the Council's forward plan of the decision. Decisions on strategic acquisitions pursuant to the Investment Strategy / IPA would be made by Cabinet or COO, advised by the Investment Panel, in accordance with the Council's Constitution and its Land Acquisition and Disposal Rules and the Scheme of Delegation. For the sake of efficiency, Cabinet is expected to approve an investment programme on a rolling basis (as set out in Appendix 1) and to delegate any necessary authority to the COO, advised by the Investment Panel, to implement individual decisions in respect of individual schemes within the investment programme.

11. Other Implications

- 11.1 **Risk Management** - each potential investment and land acquisition opportunity will be subject to a full evaluation and risk analysis process as part of the IAS approvals process and scheme development Gateway review mechanism. This will be managed on behalf of Cabinet by the Investment Panel. The Investment Panel will be supported by external professional advisors
- 11.2 **Contractual Issues** - sites acquired in advance of planning permission being granted would be acquired under a Call Option arrangement or through outright purchase depending on the commercial evaluation and opportunity provided by each site. Each such proposed acquisition will be subject to the review process set out in Appendix 1.

- 11.3 **Staffing Issues** - additional staff may be required to implement and manage the anticipated level of investment and consequent investment portfolio. Any additional staffing costs would be funded from investment returns.
- 11.4 **Customer Impact** - the proposals in this report would help to achieve the Council's growth objectives and would help to achieve financial sustainability of the Council. In addition, the investment and regeneration programme facilitated by the IAS will underpin the creation of new communities within the borough and will increase housing choices and housing affordability. In turn, this will help to address fuel poverty and help improve household health and educational outcomes.
- 11.5 **Safeguarding Children** - purchase of land in advance of planning permission could potentially lead to the development of additional family housing which could improve help improve the life chances of children through a healthier environment and better domestic space in which to study.
- 11.6 **Health Issues** The provision of new housing has demonstrable health and wellbeing effects for occupants.
- 11.7 **Property / Asset Issues** - the proposals in this report will help the Council increase its affordable housing and income generating asset base. The proposals would also help to address physical and social obsolescence asset management challenges within the Council's existing property holdings and in the private sector

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

- Appendix 1: Investment and Acquisition Strategy
- Appendix 2: London Road Additional Funding (exempt document)

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LONDON BOROUGH OF BARKING AND DAGENHAM

INVESTMENT AND ACQUISITION STRATEGY 2020 TO 2025



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Appendix 1: Investment and Financial Modelling Assumptions 2020/21

1. Introduction

- 1.1 The Investment and Acquisition Strategy (IAS) was agreed by Members in November 2016 as part of the Council's response to the unprecedented challenges it faced from Government cuts to public sector spending. The strategy is reviewed annually.
- 1.2 The purpose of the IAS is to support the Borough's growth opportunities and to ensure that the Council, and future generations, benefit by increasing the Council's ownership of long-term income producing assets. It is also the intention for the strategy to be relatively low risk, with borrowing used to fund in-borough regeneration, with income generated to cover borrowing costs, debt repayment, lifecycle and management and maintenance costs.
- 1.3 The scale of investment opportunity within the Borough is significant with over 50,000 new homes to be built within the next twenty years. This will be accompanied by increased demand for employment space and sustainable energy providing the Council with a key leadership and investment opportunity. The IAS enables the Council to make investments that have the potential to support economic growth and/or deliver economic regeneration within the borough. Schemes with lower returns may be considered for strategic reasons.
- 1.4 A four-year net interest forecast has been established by the Council within the Medium-Term Finance Strategy, which will support the IAS but also at times limit the Council's investment activities. The IAS will significantly increase the level of debt the Council holds as well as the amount of interest the Council pays.
- 1.5 A change in accounting policy to capitalise interest on the majority of the schemes during the development stage, as outlined in section 6, will improve both the IAS and the Council's financial positions but will add to the amount that needs to be repaid by each scheme. To ensure that the level of borrowing is sustainable, the Council will invest in schemes that provide a positive return after all costs and will ensure that it invests in a number of different asset classes and assets with different cash flows requirements.
- 1.6 The IAS will change over time as schemes are accelerated, delayed, amended, or removed. In addition, new investment opportunities to support both the IAS and the wider Council objectives and funding requirements will be considered. Each investment will be agreed and monitored by an Investment Panel.
- 1.7 The IAS has an income objective of £5.12m by 2020/21 and £5.89m in 2021/22. Developments will be delivered primarily by the Council's development vehicle, Be First, and Be First will accelerate the regeneration of the borough. It is important, however, that Be First manages the various scheme developments and puts forward investment schemes that are within the IAS budget limitations.
- 1.8 The impact of Covid-19 on the strategy is outlined in section 5. It has affected the forecast income for 2020/21, with a number of schemes delayed and with reduced income from operational schemes. This impact has been mitigated to a degree by the reduced borrowing requirement for 2020/21 and the potential for

the capitalisation of interest costs. The IAS has a reserve to cover years where net investment income is below the forecast but currently this is not expected to be utilised in 2020/21.

- 1.9 As the Council's investment portfolio grows it will be important to keep the investment criteria and guidelines under regular review. A failure to do so could result in acquisitions and developments being made which do not reflect current market conditions and which could increase risks that operational assets underperform relative to the market and each projects risk profile.

2. IAS Governance

- 2.1 The Investment Panel (IP) was constituted by the Chief Operating Officer (COO) using authority delegated by the Constitution of the Council. the IP exists to advise the IP Chair (IPC) on the implementation of the IAS by appraising individual investment decisions and development schemes.

The IP aims to ensure that the opportunities for the IAS undergo appropriate consideration and robust challenge, and that proposed returns are in line with the expectations set out in the IAS. The IP is comprised of representatives from core areas of the Council as members of the panel and where necessary, appropriate 3rd party expertise acting as advisors to the panel who can be called upon as the need arises.

2.2 Role of the IP

The IP has a responsibility for advising the IPC on the approval or otherwise of the implementation of the IAS and the schemes/development opportunities detailed therein. In particular, it is expected that the IP will exercise its expertise to advise the IPC on the appropriateness of the investment opportunity, specifically:

- i. the appropriate sources of funding for each development proposal;
- ii. any significant risks or implications arising from the approval or otherwise of schemes;
- iii. the impact of the approval or otherwise of schemes on Council resources, assets, or ability of the Council to provide key services;
- iv. any subject specific papers or questions, as requested by the IPC; and
- v. ongoing monitoring of investments delivered under the IAS, or as requested by the IPC.

Other opportunities for investment may be presented to the Council which are not listed in the IAS. In those instances, it is the role of the IP to consider and where necessary challenge the detail of such opportunities for investment and make a recommendation on the viability of those schemes to the IPC for their consideration.

The IPC may then choose to present the recommendation of the IP to the appropriate forum for formal approval, or where delegation exists outside of the current IAS, exercise their authority in respect of the proposed scheme.

It is the responsibility of the IP to monitor the expected and actual financial returns from schemes on a regular basis, to ensure that those schemes are in line with the expectations set out in the IAS, the MTFs, or previously agreed returns (if the scheme does not currently feature in either document).

Any significant delays or alterations to schemes which may impact the expected financial return to the Council will be brought to the attention of the IP.

Where a planned or unplanned change has or will need to take place relating to a scheme which has yet to be delivered but has already been approved by the IP, that scheme must be considered for a return to the IP for further approval if:

- i. the total variance is greater than £1m, or 5% of current total scheme cost - whichever is smaller;
- ii. the change will impact the expected financial return to the proposal as agreed at Investment Panel;
- iii. the change could result in the reputational risk to the Council;
- iv. the change represents a significant deviation to the proposal agreed at Investment Panel (10% variance of any metric) or represents a fundamental change to the structural makeup of the building or its intended uses; and
- v. the change will result in a significant slippage in the estimated delivery of the scheme (three months or greater from the date originally agreed).

The details of such a change should be summarised in a change control form and submitted to the IPC. The IPC will decide if the threshold has been met for reconsideration by IP (in consultation with members of the IP, or if necessary, by way of a virtual IP) and if so, the format such reconsideration should be presented in. These forms will be retained by the Council along with minutes of the discussion and the advice provided to the IPC for IP.

3. Council's Control Approach

- 3.1 Prior to any investment decision, investment proposals need to go through a number of Gateways, including 6 project stages and 6 control points; the system covers the full project Lifecycle; from inception to completion and operation.
- 3.2 The system provides a proportionate level of project appraisal and assurance to the scale and risk associated with projects and with Be First's overall portfolio.
- 3.3 It is comprised of two types of control point:
- Gateway – a strategic decision to proceed with an investment;
 - Milestone – a reporting point to validate outcomes.
- 3.4 Scrutiny at each control point will include consideration of the following:
1. **Financial Value** – a project's Investment Value (Return on Investment), Be First revenue potential and new income for the borough (council tax etc.).
 2. **Deliverability** - a project's buildability, risks, ability to achieve planning, dependencies and required resourcing.
 3. **Social & Regeneration Value** – the likely contribution of a project to Be First contractual objectives and KPIs including wider regeneration impact.
- 3.5 A project must gain approval at each point before moving forward to the next stage. There are various approval bodies depending upon the control point.
- 3.6 The system is supported by a set of common tools and templates which are to be used throughout the project lifecycle. These tools include;
- Site Viability Appraisal
 - Project Programme
 - Risk Register.
 - Gateway Assurance Checklist
 - Construction Monitoring; and
 - Planning Monitoring
- 3.7 These tools ensure each project follows and achieves the Council's high-quality standards and presents information in a standardised way which allows effective portfolio monitoring.
- 3.8 As outlined in section 2, the IP will discuss and agree investments. The IP does not have to agree all investments. Some investments are rejected, and some are agreed but do not progress. Most new investments agreed by IP will still need to be agreed by Cabinet.

4. Investment Objectives

4.1 Strategic Objectives

The purpose of the strategy is to enable the delivery of the following key investment aims:

- To unlock regeneration and economic growth opportunities within the borough; and
- To establish a property portfolio to generate long-term revenue and capital growth, targeting an initial revenue return of £5.125m by 20/21.

4.2 Return Objectives

The allocation of investment funds will be guided by the following investment objectives. These objectives frame the evaluation, management and monitoring of all investment and funding opportunities considered by the Council.

- **Security:** ability of assets to hold and increase their capital value in line with inflation;
- **Liquidity:** ability of invested funds to be realised through the sale or refinancing of the asset reflecting the illiquid nature of direct property ownership; and
- **Yield:** ability of assets to generate positive Net Operating Income and positive net returns after debt service within market normative ranges.

4.3 Risk Management Objectives

The real estate portfolio will be managed over the long-term to achieve the following goals:

- a) Maintain an appropriate level of investment diversification across the following key factors:
 - (i). investment strategy for each asset class;
 - (ii). asset class diversification;
 - (iii). investment lifecycle; and
 - (iv). development period and stabilisation period risks.
- b) Work toward and maintain an appropriate level of leverage once assets are developed and stabilised. Consideration shall be given to the impact of third-party debt financing obligations and guarantees for the risk and return characteristics of levered assets.

5. The Council's Borrowing Strategy

- 5.1 All borrowing decisions to support the IAS are taken by the S151 Officer under delegated powers of the Council's constitution and after consultation with the Investment Fund Manager. The borrowing restrictions are reviewed each year and are included in the Treasury Management Strategy Statement (TMSS).
- 5.2 The borrowing limits set as part of the 2020/21 TMSS are £1.25bn for the Operational Boundary Limit and £1.35bn for the Authorised Borrowing Limit, representing the statutory limit determined by the Council pursuant to section 3(1) of the Local Government Act 2003. The borrowing includes IAS borrowing and wider Council capital borrowing.
- 5.3 The key objective of the Council's borrowing strategy is to secure long term fixed rate funding at rates that match or are below the target borrowing rate. The Council's strategy also seeks to reduce the cost of carry to within budget limits. Currently the Council has a holistic approach to borrowing, taking into account cashflows, borrowing costs and investment returns to reduce the cost of carry.
- 5.4 The Council can borrow funds from the Public Works Loans Board (PWLB), from capital markets, from bond issuance and from other local authorities. The Council would look to borrow for several purposes, including:
- (i) *Short term temporary* borrowing for day to day cash flow purposes.
 - (ii) *Medium term borrowing* to cover construction and development costs.
 - (iii) *Long term borrowing* to finance the capital and IAS programme.
- 5.5 Funding the IAS will require a significant amount of borrowing and is in addition to borrowing already taken for current operational schemes. The S151 officer and treasury section will monitor interest rates and, where possible, make borrowing decisions when rates are low, while taking into account the Council's debt repayment profile and cashflow requirements. The Council's borrowing strategy will give consideration to the following when deciding to take-up new loans:
- Use internal cash balances;
 - Using PWLB, the EIB or Local Authorities for fixed term loans;
 - Using Institutional investors (Pension Funds and Insurance Companies);
 - Ensure new borrowings are drawn at suitable rates and periods; and
 - Consider the issue of stocks and bonds if appropriate.
- 5.7 Although the borrowing is long-term, a part of the Council's debt is repaid each year through either an annuity repayment or equal instalment repayment. As a result, the Council's debt repayment profile is relatively smooth. Future borrowing will be mapped against this repayment profile and the forecast cashflows to help refinancing risk but also allow a steady reduction in the Council's debt exposure.

6. Accounting Policy Change to Interest Costs During the Developments

- 6.1 The Council uses a mix of short-term and long term borrowing to fund the capital costs for the various IAS schemes. To fund this borrowing the Council has allocated an interest budget for the IAS borrowing. The interest budget includes both interests received, and interest expensed.
- 6.2 The Council, by opting a change to its accounting policy on interest payable, is able to capitalise interest costs against qualifying assets. A qualifying asset is an asset that takes in excess of two years to get ready for intended use and is where the forecast expenditure is in excess of £10m. Qualifying assets are therefore the majority of the IAS schemes. The Council will look to change the accounting policy to capitalise borrowing costs that are directly attributable to the acquisition, construction, or production of a qualifying asset, with capitalisation of interest against the qualifying asset from 2019/20.
- 6.3 Capitalisation of interest will start from when the asset has been agreed at Gateway 2, which is the point at which the development is initially agreed and will be on all qualifying expenditure. Where land has been purchased as part of land assembly the capitalisation of interest will be from the later date of the either the completion date of the purchase or the date of this accounting policy.
- 6.5 Interest will be capitalised on a quarterly basis and will be based on the weighted average of the borrowing costs that are outstanding during the period. Cessation of capitalisation will occur when substantially all the activities necessary to prepare the qualifying asset for its intended use are complete.
- 6.6 Capitalising borrowing costs moves from charging the interest costs each year to the Income and Expenditure (I&E) to adding the borrowing costs to the cost to build an asset. The costs are then spread over the asset life. Therefore, any capitalised borrowing costs will have a neutral impact on the I&E, the capitalisation of the borrowing costs would increase the asset value on the balance sheet and therefore increase the Council's CFR. It would be expensed to revenue through the Authority's MRP policy.
- 6.7 A change in accounting policy requires that comparatives are provided unless the Code specifies particular transitional arrangements. A change in accounting policy shall be applied retrospectively by adjusting the opening balance of each affected component of net worth for the earliest period presented and the other comparative amounts disclosed for each prior period presented as if the new accounting policy had always been applied, except to the extent that it is impracticable to determine either the period specific effects or the cumulative effect of the change.
- 6.8 The impact of capitalising interest during the development stage will significantly improve the Council's ability to fund largescale developments.

7. Funding the IAS (Proportionality)

- 7.1 As the Council starts to depend on profit generating investment activity to achieve a balanced revenue budget, an assessment of its dependence on profit generating investments and borrowing capacity allocated to funding these, is considered against the lifecycle of the Medium-Term Financial Plan.
- 7.2 A four-year net interest forecast has been established by the Council within the Medium-Term Finance Strategy (MTFS), which will support the Council's investments but also at times may act as a limiter to its investment activities. To ensure that the level of borrowing is sustainable, the Council will invest in schemes that provide a positive return after all costs and will also ensure that it invests in a number of different asset classes and assets with different cash flows requirements.
- 7.3 Table 1 summarise the current net income arising from the IAS and the interest requirement to support the strategy. The net interest requirement does increase from £0.7m in 2019/20 to £2.2m and this reflects the cost during a significant part of the development stage. Overall, the IAS is expected to outperform the net investment cost and to provide significant surpluses in 2023/24 onwards.

Table 1: Investment and Acquisitions Forecast 2020/21 to 2023/24

MTFS Budget	2020/21	2021/22	2022/23	2023/24
	Forecast	Forecast	Forecast	Forecast
	£'000s	£'000s	£'000s	£'000s
GF Interest Payable	15,600	21,071	24,513	24,513
Interest Receivable	(8,374)	(13,395)	(16,387)	(16,387)
Net Interest Required	7,226	7,676	8,126	8,126
Investment Income	(5,125)	(5,891)	(5,891)	(5,891)
Net Cost	2,101	1,785	2,235	2,235

- 7.4 It must be highlighted that there is much greater certainty over the interest payable requirement, with a borrowing strategy in place to fund schemes and therefore the level of the interest payable is very likely to be achieved. There is greater uncertainty over the Interest Receivable and Investment Income targets but there is also the greater potential to outperform the current forecasts.
- 7.5 The IAS provides a framework for the investment restrictions for any given year. Pressure on the investment budget could be from a:
- i. delay in developments becoming operational, which delays investment income and interest receivable;
 - ii. significant increase in borrowing requiring more interest payable than forecast;
 - iii. significant drop in treasury returns either through lower returns or lower investible cash balances; and
 - iv. proportion of assets bringing in income being lower or proportion of assets that require development finance being higher than expected.

7.6 Although the Council will increase its debt, it will also increase its asset base and will receive income from its investments. In the event that there is a significant downturn in the housing market then the Council's strategy will come under pressure, either from a reduction in income from rental or from a reduction in asset values. To reduce these risks the Council has a number of approaches.

- i) Each investment includes a profit margin based on normal market conditions. If rental is reduced, then profit will reduce but the interest and debt repayment obligations will still be met. This will place pressure on the MTFs and to minimise this pressure a reserve has been established to smooth out cashflows.
- ii) If conditions deteriorate to a level where profit is wiped out and there is insufficient income to cover debt and borrowing positions, then adjustments can be made to the level of return that is set aside to meet the debt repayment. This is because some of the Council's borrowing only needs to be paid back at maturity (some loans have maturities of up to 50 years) but currently debt repayment provision is still made to repay the debt (i.e. each year money is set aside to repay the debt). This is not the case for all the Council's debt, but it is a portion and provides a buffer to manage potential issues.
- iii) The Council, in more extreme cases, can reduce its investment activity and focus on the more profitable assets and/ or sell or refinance assets.

7.7 The increase in interest payable in table 1 is to fund the existing and commercial funding requirements included in the Be First Business Plan 2020-25. The amount of borrowing will increase if the Turnkey and Pipeline schemes are agreed. Capitalising interest will reduce the pressure on the Council to fund the additional build costs and this additional cost added to each scheme will be factored into all investment appraisals prior to any agreement.

Table 2: Be First Business Plan Summary 2019/20 to 2024/5

Portfolio Net Development Cost									
	19/20 (£m)	20/21 (£m)	21/22 (£m)	22/23 (£m)	23/24 (£m)	24/25 (£m)	BP Total	2025-30	Total
Agreed Scheme	95.2	162.9	231.6	181.9	80.7	79.8	832.1	107.8	940.0
Pipeline IAS	1.7	2.4	5.0	6.2	86.7	121.8	223.8	942.4	1,166.0
Turnkey	-	51.5	116.5	107.8	56.2	10.3	342.4	3.8	346.2
Commercial	173.8	26.2	16.6	8.9	3.9	1.1	230.5	5.6	236.1
Total	270.7	243.0	369.7	304.8	227.6	213.0	1,629.0	1,059.6	2,688.0
- IAS pipeline assumes grant funding is available and is based on 75% affordable spilt									
- Assumes turn-key schemes cost profile as per third party construction programmes									

7.8 The funding requirements are significant and will require the Council to borrow an additional £311m of long-term debt over the next four year. The amount required to borrow is lower than the Be First borrowing requirement in table 2 as the Council, as at 31 March 2019, already borrowed £220m of this requirement.

7.9 In delivering its plan, Be First will work closely with the Council, Reside and My Place. A key part of this will be the publication of the draft Local Plan for consultation later this year.

7. Ownership of Investment Funding

7.1 Investment assets will be financed and owned by the Council directly, indirectly or through the provision of loan finance and/or guarantees to development and ownership entities. Ownership structures will reflect the regeneration and commercial purposes of investments and will be held in the most tax efficient structure(s) consistent with Local Authority powers as follows:

- Directly held investment assets (e.g. commercial property):
Direct General Fund borrowing through the PWLB, institutional funders or bonds as may be most advantageous from time to time.
- Investment assets held by wholly owned vehicles (e.g. Reside vehicles and BSF joint venture company):
Debt finance provided by the Council to project entities; project finance provided by third party funders and co-investment between the Council and third-party investors. Funds may be provided as senior debt, junior debt or equity dependent on the requirements and commercial arrangements of schemes
- Investment assets owned by Joint Ventures vehicles (e.g. co-investment development vehicles):
Debt finance provided by the Council to project entities; project finance provided by third party funders and co-investment between the Council and third-party investors. [Funds may be provided as senior debt, junior debt or equity dependent on the requirements and commercial arrangements of schemes.]
- Equity and debt financing (e.g. development period loans to private developers and Be First):
Funded by direct General Fund borrowing, and on-lending on commercial terms, through the PWLB, institutional funders or bonds as may be most advantageous from time to time. Financing may be provided as senior debt, junior debt or equity dependent on the requirements and commercial arrangements of schemes.
- Credit enhancement (e.g. provision of Council performance guarantees):
The Council may also provide credit enhancement through the provision of development and operational guarantees where this secures efficient finance for projects funded with third party debt.
- Lease and Lease Back Funding:
Forward funding deals where the Council provides a guaranteed income stream to a funder, usually a pension fund, while subleasing the building to an operator. The Council commits to the development by agreeing to take possession, on practical completion being achieved, tied into a long lease for usually between 35 and 50 years on a non-assignable basis. Rents are fixed and subject to annual increases linked to RPI, often with a cap and collar arrangement.

8. Investment Assets

8.1 Eligible Assets

The acquisition and development of financial and non-financial assets held to generate income and capital growth not held as part of normal treasury management. This includes:

- real estate assets, including residential, commercial and industrial
- loan debt, with the option for equity, provided to wholly owned companies
- ownership and financial interests in joint venture partnerships and loans to third-party entities where this supports the key investment objectives

8.2 Geographical Investment Parameters

The focus of investment activities will primarily be to support the regeneration of Barking and Dagenham. Where investment opportunities arise outside of the borough these will be considered on a case by case basis where they are clearly linked to the direct achievement of Council regeneration objectives.

8.3 Investment Selection and Monitoring

Investment schemes proposed to the Council will be required to satisfactorily meet the following investment criteria as appropriate to the assessment of each scheme. Asset selection should be guided by the Prudent Expert standard in the areas of acquisitions, development, operations, disposals and portfolio management.

8.4 Strategies

The real estate investment portfolio will be diversified across property types appropriate for each eligible asset class. The strategy for each asset class will be consistent with institutional investment in real estate including:

- a) Property type diversification with asset classes
- b) Location and connectivity
- c) Design quality to maximise and retain asset value
- d) Tenancy and leasing occupation levels
- e) Return requirements: income return emphasis

8.5 Investment Life Cycle

Considering that the investment portfolio is in the early stages of being created the medium-term aim is to limit development exposure to 30% of the market value of operational schemes.

9. Asset Classes and Investment Returns

9.1 The IAS investment pipeline consists of a number of different asset classes, including residential, commercial, commercial loans and lease and lease back. A breakdown of each asset class, the various investments that fall under the asset class, the current gross cost and its completion date is provided below.

9.2 Residential Investments

Most of the current residential schemes were part of the original 44 schemes agreed by Members in 2016. These schemes formed the basis around the original Be First business plan. Over time the number of schemes has reduced and a number of them have changed significantly. The current agreed schemes, number of units, net cost after grants and sales and target date for completion is provided in table 3 and are based on the Q1 update of the Be First Business Plan (2020/21):

Table 3: Pipeline of Residential Investment Schemes

Scheme	Units	Long-term Borrowing Requirement £000s	Target Date
Becontree Heath	46	18,289	Aug-20
Weighbridge	92	10,820	Sep-20
Wivenhoe Container	20	3,730	Feb-21
Grays Court Hospital	62	6,558	Feb-21
Sebastian Court	41	19,510	Jul-21
Margaret Bondfield	15	3,741	Jul-21
A House for Artists	12	3,581	Aug-21
Becontree Avenue 200	19	5,782	Sep-21
Sacred Heart	29	9,304	Sep-21
Gascoigne East P2 - C Block	40	13,457	Mar-22
Woodward Rd	55	17,075	Mar-22
Crown House	169	47,049	Apr-22
Gascoigne West P1	161	64,956	Jul-22
12 Thames Road	153	51,324	Aug-22
Gascoigne East P2 - Blocks E1 & E2	141	73,590	Nov-22
Gascoigne West P2	348	121,998	Sep-23
Gascoigne East P2 - F BLOCKS	132	66,310	Oct-23
Padnall Lake	251	64,528	Oct-23
Royal British Legion	46	18,745	Dec-23
Oxlow Lane	46	12,837	Dec-23
Roxwell Road	46	19,547	Dec-23
Gascoigne East Phase 3A	156	71,720	Jul-24
Gascoigne West Phase 3	199	66,280	Dec-26
	2,279	790,731	

9.3 Residential investments include a number of sectors, namely Social and Affordable Rent, Shared Ownership, Market Rent and Market Sale. Each scheme will include a mix of these sectors and it is the role of the IP, in consultation with Be First and Reside, to ensure that the correct mix is agreed and built. Each scheme needs to meet a number of minimum criteria which are included in appendix 1, with key criteria summarised below:

- i. Operational Surplus at year 1 and in the worst performing year (worst year is when all costs, including debt, interest, management and maintenance and life cycle costs are incurred and can vary per scheme).
- ii. A yield on cost of at least 4.0%.
- iii. A positive net present value based on a discount rate of 5.0%.

The minimum return criteria is produced after a financial appraisal and needs to be met at each Gateway for a scheme to be agreed. It is therefore essential that the assumptions included in any appraisal are consistent, prudent, and regularly reviewed. The assumptions used in the financial models are included as appendix 1 of the IAS. These will be reviewed at least annually and will be agreed by Cabinet, the Reside Board and the Be First Board.

9.4 As all the residential schemes are development schemes, there is a significant cost of borrowing incurred by the Council. As outlined in section 6, for the larger schemes, which normally have fairly lengthy development periods, borrowing costs will be capitalised during the development period. When the scheme becomes operational then income received from rents will be used to cover interest costs, debt repayment and lifecycle and management and maintenance costs.

9.5 Commercial Investments

The Council's commercial investments are split into four different elements, including:

- Commercial Activity;
- Commercial Lending;
- Lease and lease back; and
- the Energy Company.

The Commercial Activity and Commercial Lending budgets are combined into one Commercial Investments budget, which totals £322.2m. Combining the budgets will allow Be First greater flexibility to move between different types of commercial investments. The actual budget may increase in-year as new investment opportunities arise. The purpose of the budget is to ensure there is sufficient interest budget available to cover any funding costs.

The majority of the commercial investments are part of regeneration and are likely to be used as part of larger developments. They include income, which is sufficient to cover the hold costs. Any commercial income will go to fund the borrowing costs, with any excess net profit allocated to the Be First return target.

9.5.1 **Commercial Activity and Commercial lending**

Be First will identify investment opportunities and bring these to IP then Cabinet for agreement. Investment opportunities are predominantly around in-borough regeneration, with some predating Be First being set up. Table 4 provides a summary of commercial activities included in the Be First Business Plan and the remaining commercial budget agreed by Cabinet. If any proposals require the commercial budget to be increased will be reported as part of the financial implications of that deal and will be agreed by Cabinet.

Table 4: Commercial Activity

Development Project	Funding Required
	£000s
Commercial Budget	322,200
Travelodge	(7,100)
Welbeck	(37,000)
Unite Building	(1,500)
Thames Road	(27,000)
Restore	(12,500)
Film Studio	(47,500)
Heathway	(7,700)
Muller	(51,000)
To be identified	(70,100)
Total Commercial Activity	(247,200)
London Road (Subject to Cabinet Approval)	(44,000)
To be identified	(31,000)
Total Commercial Loans	(75,000)
Remaining Commercial Budget	-

9.5.2 The commercial investments will need to meet a net yields criterion, which is based on a blend of yields from CBRE and Knight Franks. Net return is net of all costs, including:

- Borrowing costs (interest and debt repayment);
- Stamp Duty, Agent and Legal Fees;
- Planning Costs;
- Management and Maintenance Costs;
- Letting Fees and any other costs associated with each proposal.

All costs should be fully disclosed and prudently included in the any supporting financial appraisal calculation.

The net yield after all costs, assuming interest costs at 3.25% and debt repayment for the various commercial sectors are:

1.5%	Offices (good Secondary)	1.0%	Industrial (Good Secondary)
1.0%	Hotel and Leisure	4.0%	Retail (Good Secondary)

9.5.3 Commercial Lending

In order to progress stalled private developments, it is possible for the Council to provide financing to a developer. Commercial lending gives the Council greater control to ensure the development is completed within the proposed timescale alongside a short-term revenue return on its investment.

Prior to any Commercial Lending proposal expert external advice will be obtained and will cover the following key areas of commercial loan underwriting:

- i. Commercial lending due diligence: key commercial, legal and accounting information requirements;
- ii. Interest rate setting: process to determine commercially appropriate contract interest rate reflecting borrower, project and market risks;
- iii. Loan agreement and Security; and
- iv. Risk Management.

9.5.4 Lease and Lease Back

Previously, Cabinet have agreed to invest in two Lease and Lease back arrangements subject to finalisation of due diligence (CR27 and the Isle of Dogs Travelodge). These deals involve a lease and lease back arrangement with an Institutional Investor as the long leaseholder, the Council as the intermediate lessee and a hotel or aparthotel operator as tenant.

In these deals the Council is contractually required to enter into the Head lease and commence obligations with the Institutional Investor including paying the rent payments.

The lease agreements are usually between 35 years and 50 years, with rent subject to 5-year rent reviews and usually have a cap and collar arrangements to keep the rental increases within a set margin.

These deals will be agreed on an adhoc basis as and when they arise, with each deal having its own unique set of requirements and cashflows. The current deals have not been provided by Be First. Prior to each deal due diligence will be undertaken, covering:

- transaction documents;
- asset management, construction, and development aspects of the transaction; and
- financial advice on the transaction including cash flows.

The Council will seek to mitigate against commercial risk by creating an investment risk reserve, which will be proportionate to the extent of risk and possible loss on returns or head lease arrangements. Each Lease and Lease back arrangement will seek to help grow business rates for business rates pool, help with jobs within the area and support inclusive growth.

10. IAS Indicators

- 10.1 In response to government funding reductions, some authorities have sought to replace lost revenues by taking a more commercial approach defined as “undertaking activities which involve risk with the expectation of generating additional income or capital gain.” As a result, there has been some concern nationally by government over the extent to which councils are taking long term risks and whether the extent of commercial activity is proportionate. In response, the government revised its guidance to local authorities on investments in 2018.
- 10.2 Concerns over local authorities’ extent of borrowing in advance of need to invest into property for commercial gain has prompted a National Audit Office inquiry into local government practice.
- 10.3 The Council understands these concerns and recognises the need to put in place additional controls and indicators that complement the existing prudential indicators contained with the TMSS and reported in the IAS going forward. These provide extra safeguards and inform the extent of stress on the revenue budget. These new metrics will be factored into a revised TMSS and are intended to support an overall judgement on the balance of risks, they include:
- The proportionality test of how much commercial income the Council receives from IAS in relation to other income;
 - The maximum risk exposure arising from lease and lease back deals;
 - The cost of servicing borrowing levels (includes the MRP and interest payable for the debt in relation to general fund activity).
- 10.4 The current trajectory of the Council’s commercial activities, including company returns, investment income, lease and leaseback and borrowing costs; suggests the biggest impact is the overall level of borrowing, which is expected to peak at 9% in 2023/24. This is a decrease from the previous calculation, predominantly due to a reduction in borrowing costs as a result of the change in accounting for development interest costs.
- 10.5 To mitigate against commercial risk, the council has created an investment risk reserve, which will be proportionate to the extent of risk and possible loss on returns or head lease arrangements.

Appendix 1 - Investment and Financial Modelling Assumptions – 2020/21

Category	Current Metric Agreed	Date and source of current metric	Comments
Financing			
Council short-term Interest rate	2% (was 1.5%)	Finance Q2 -2020	Given the size of the programme and the potential to include external funding this has increased to 2% (cost of borrowing) and then capitalised.
Financing Rates and Requirements (external funding)	TBC	Market Dependent	Preferences for fixed rate and needs to be below PWLB. If index linked, then market dependent.
Council long-term interest rate	2.75% for RP schemes 3.0% for current and future residential and mixed-use schemes 3.25% for acquisitions, fully commercial schemes and commercial loans	Finance Q2 -2020	2.75% relates to RP business plan model
Market interest rate	6.0%	Savills Q1 2020	Savills advise 5.5% but kept at 6% as long-term trend. Used to calculate residual land value
NPV Discount Rate	5.0%	Finance Q2 -2020	Agreed measure for all schemes
MRP Repayment Period	50 years	Finance Q2 -2020	
MRP Start Date	Year 3	Finance Q2 -2020	2 years stabilisation at the commencement where MRP not charged
Cashflow Period	50 years	Finance Q2 -2020	
Cashflow Period for TA schemes	40 years	Finance Q2 -2020	

Inflation Measures			
Build cost inflation (development)	3.5%	BCIS and Construction Price Index	Above current forecasts (of 0-1.5% but agreed as long-term trend & conservative position)
Cost inflation (operational – management, repairs, lifecycle and maintenance)	2% long-term trend assumption	CPI Q1 2020 BoE Monetary (May-June)	Unit costs for Reside need to include VAT
Affordable Rental Income inflation	CPI+1% up to and including 31 March 2030 and then CPI thereafter for 80%, 65% and 50% rents (and any social rent). CPI forecasts 20/21 – 0.6% 21/22 – 0.5% 22/23 – 2%	CPI Q1 2020 BoE Monetary (May-June) Agreed by Reside 1 October 2019	To be used for AR, LAR, LLR, TR and any other affordable rent tenures. Sensitivity test if CPI+1% ends in March 2026. LAR Rents CPI+1% (override base assumption for 20/21 & 21/22 in all appraisals) as fixed by Rent Guidance. Long-term CPI factor- 2% used for all affordable rent tenures as a base.
Shared ownership Rental Income Inflation	3%+0.5% (RPI+0.5%)	Q1 2020-21	Assumption to be reviewed by third party. Long-term RPI trend of 3% plus 0.5%
Private rental Income inflation	3% per annum long-term trend		Assumption to be reviewed by third party. 3% long-term trend
House Price Inflation (HPI)	3% per annum long-term trend	LBBB Finance and external advisor Q1 – 2019	Assumption to be reviewed by third party. Need to more scheme specific (type, location etc.)
Shared ownership			
Initial Equity Tranche	30% (from 1 October 2019)	LBBB Finance and external advisor Q2 -2020	Assumption to be reviewed by third party.

Rent on unsold equity	2.75% Shared Ownership	LBBB Finance and external advisor Q2 -2020	Assumption to be reviewed by third party.
Staircasing	Staircasing start year: 1.5% p.a.	LBBB Finance and external advisor Q2 -2020	Assumption to be reviewed by third party. Update to a more gradual staircasing up to 80%
Staircasing ceiling (Unsold equity at end of appraisal term)	20% ceiling	Finance Q2 -2020	Assumption to be reviewed by third party.
Investment Hurdle Rates			
Year 1 Surplus/Deficit	Year 1 positive	Finance Q2 -2020	
Year 6 Surplus/Deficit	To also include the worst year –should be positive.	Finance Q2 -2020	Changed to all year's surplus.
IRR – Private Sale	15% Savills	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Private Rent	7%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Shared Ownership	7%	Finance Q2 -2020	Review if 7% is too high
IRR – Affordable Rent	6%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – London Affordable Rent	5%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Extra Care Private	7%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Extra Care Affordable	6%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Student Private	7%	Finance Q2 -2020	To be reviewed by independent third party.
IRR – Student Affordable	6.1%	Finance Q2 -2020	To be reviewed by independent third party.
Yield on Cost	4%	Finance Q2 -2020	To be reviewed by independent third party.
Profit on Cost Private	15%	Finance Q2 -2020	To be reviewed by independent third party.
Profit on Cost Affordable	5%	Finance Q2 -2020	To be reviewed by independent third party.
Cost to value	85%	Finance Q2 -2020	To be reviewed by independent third party.
Economic			
New Homes Bonus Rate	£1,200 per unit per year blended rate	Finance Q2 -2020	Review underway.
Council Tax Rate	£1,200 per unit per year blended rate	Finance Q2 -2020	No change

Operational			
Management costs	£764 per unit per year	Finance Q2 -2020	No change. Reside costs not included and is charged against net rents.
Maintenance costs	£764 per unit per year	Finance Q2 -2020	No change. Benchmark My Place cost & costs to be split into component parts. Private and SO full repairing leases and service chargeable.
Voids	1.5% of rent	Finance Q2 -2020	No change.
Bad debt	1.5% of rent	Finance Q2 -2020	No change.
Lifecycle costs	£2,500 unit per year from YR8 (holding assumption)	Finance Q2 -2020 2020 Review in October 2020	To be over-ridden when QS LCC reports are agreed between all entities. Assumption to be updated when G&T work concludes.
Service charge as cost to scheme	£20-£25 per unit per week for all affordable tenures except SO.	Finance Q2 -2020	£25k pw for larger estates and £20 pw for smaller schemes (under 50 units) Service charge as scheme cost for market rental and affordable rental stock as cannot be recovered from tenant. Reside does not charge separate service charges to the tenants except for SO and specific target rent products for rehousing. To become more specific over time.
B&D Energy Charges	£260 unit per year	B&D Energy	No change, confirmed with Energy Company 29/7/20

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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CABINET

20 October 2020

Title: Development of Land at Beam Park, Dagenham	
Report of the Cabinet Member for Regeneration and Social Housing	
Open Report with Exempt Appendix 2 (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972)	For Decision
Wards Affected: River	Key Decision: Yes
Report Author: Neil Double, Be First	Contact Details: E-mail: neil.double@befirst.london
Accountable Director: Ed Skeates, Development Director, Be First	
Accountable Strategic Leadership Director: Claire Symonds, Chief Operating Officer, and Graeme Cooke, Director of Inclusive Growth	
<p>Summary</p> <p>In 2019 Be First were approached by developer ‘Countryside Properties’ with the opportunity to purchase three phases of a turn-key development at the site known as ‘Beam Park’. The site (shown in appendix 1) measures approximately 31.5 hectares and is located directly east of Kent Avenue. The site is currently vacant and was previously occupied by the Ford Car Factory which closed in 2003.</p> <p>The proposal is that the Council purchase 936 homes over three phases for a fixed price plus indexation (total cost £309m including finance costs) on a turn-key basis, subject to satisfactory due diligence.</p> <p>Be First, on behalf of the Council would manage the transaction and development process to practical completion of the last phase in 2028. The scheme would then be held and operated by BD Reside as part of their residential portfolio with any financial surplus made being paid back to the Council.</p> <p>The Greater London Authority own the freehold of the site and selected Countryside and L&Q as Development Partners in 2016. Countryside secured outline planning permission in 2019 (planning application no: 19/01724/FUL) for 3000 homes (50% affordable) across eight phases. Countryside are currently on site with Phase 1 which is due to complete next year.</p> <p>There are significant regeneration and financial benefits for the Council in purchasing these phases and bringing forward and securing the delivery of the development ahead of the original programme by up to 5 years. In addition to this the council’s involvement will secure approximately 100 additional London Affordable Rent units in this phase of the development, which will be made available to residents on the housing waiting list. The site is one of the largest regeneration schemes in the borough and is of strategic importance to London’s growth plans. It forms part of the wider Dagenham regeneration</p>	

area alongside other significant regeneration sites backing onto the former Ford DTSO (stamping plant) and being close to two sites adjacent to Dagenham Dock station.

Buying the scheme as a whole from an integrated developer contractor also enables the Council to acquire units at a price below that at which we could construct them, making it a financially viable proposal. In addition, with Council intervention the proposal attracts a significant amount of financial support from the GLA through their Build Homes for Londoners grant programme and allows the Council to deliver over a hundred more London Affordable Rent (LAR) homes than would otherwise be built.

Recommendation(s)

The Cabinet is recommended to:

- (i) Agree the proposal to purchase up to 936 homes, comprising 50% affordable and 50% private housing;
- (ii) Agree to enter into a Development Agreement with Countryside Properties to deliver these units across three development phases for a fixed price plus indexation, on a turn-key basis;
- (iii) Agree to the borrowing of up to £309m within the General Fund to finance the entire development subject to satisfactory due diligence;
- (iv) Note the scheme meets the Investment and Acquisition Strategy financial performance metrics delivering a positive net present value of £69m;
- (v) Agree to the use of an existing or the establishment of a Special Purpose Vehicle(s) as required within the Barking & Dagenham Reside structure to develop, own, let, sale and manage and maintain the homes in accordance with the funding terms in a loan agreement between the Council and Special Purpose Vehicle;
- (vi) Agree to allocate £23.1m GLA London Affordable Rent grant funding to support the financial viability of the scheme;
- (vii) Agree to allocate £7.4m GLA Shared Ownership grant funding to support the financial viability of the scheme;
- (viii) Delegate authority to the Chief Operating Officer, in consultation with the Director of Law and Governance, to agree and execute any legal agreements and contract documents to fully implement the project;
- (ix) Delegate authority to the Finance Director, in consultation with the Cabinet Member for Finance, Performance and Core Services and the Chief Operating Officer, to agree the funding and finance arrangements to fully implement the project; and
- (x) Delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services, the Cabinet Member for Regeneration and Social Housing, the Director of Inclusive Growth and the Finance Director, to agree the purchase of a small and limited number of additional

units at the site from Countryside Plc, above the 936 units already proposed, to specifically deal with any minor changes as the scheme progresses through detailed design to planning, and subject to any additional purchases being on the same commercial terms and in accordance with the Council's Investment and Acquisition Strategy.

Reason(s)

This project primarily helps deliver on the objectives of Inclusive Growth and A New Kind of Council

- Building affordable housing and sustainable communities
- Support the social and economic regeneration of the South Dagenham area
- Accelerate the delivery of new homes that might otherwise not be delivered as quickly
- Contribute to growing the Council's residential portfolio
- Deliver a financial return to the council through a long-term income stream

1. Introduction and Case for Action

- 1.1. The site known as 'Beam Park' is the Former Ford Factory New Road, Dagenham which closed in 2003. It comprises 31.5 hectares (77.8 acres) of vacant, former industrial land to the north of the A13 and south of the A1306, which straddles the boundary between the London Boroughs of Barking & Dagenham and Havering, with the border of the boroughs broadly demarcated by the Beam River, which runs north to south (refer to appendix 1 – Site Plan)
- 1.2. The development opportunity has been offered to the Council by Countryside Properties (Registered No: 09878920) as a circa 936 home turnkey scheme to help accelerate delivery of housing within the borough and for the Council to take a long-term ownership stake in one of the largest regeneration projects in London.
- 1.3. Countryside Properties is one of the country's largest housebuilders completing circa 5,000 homes annually. They have been operating for over 60 years and have built schemes across the country, including Fresh Wharf in Barking. They have recently completed a residential scheme for the Council ('Becontree Heath') comprising 87 affordable homes. Sales and lettings for this development are performing strongly.
- 1.4. Beam Park is a 3,000+ mixed use development scheme in South Dagenham, constructed in eight phases over a forecasted 15 year development period. The scheme was granted outline planning permission in March 2018 by Barking & Dagenham's planning committee. As well as delivering these new homes the development will provide new public spaces including a new park, two new schools, a health centre and a new train station on the c2c line to Central London and Essex.
- 1.5. On offer to the Council are three of these phases totalling circa 936 homes consisting 50% affordable (203 LAR homes, 106 more than the current Countryside mix, and 265 Shared Ownership homes) with the remaining 468 homes (50%) being market rent homes. The unit mix is 33% 1 bed homes, 65% 2 bed homes and 3% 3 bed homes. There are significant regeneration benefits for the Council in

purchasing this scheme and helping bring forward its development ahead of the original timescales. The site is within the wider South Dagenham regeneration area which is undergoing significant investment and regeneration, including adjacent new build schemes by Peabody and Clarion. It is also close to the Chequers Lane development which the Council have just recently agreed to purchase from developer Hollybrook which is expected to complete in 2022.

- 1.6. Countryside do not plan to bring forward development of these phases until 2026, but with Council involvement this could be accelerated by up to 5 years (starting the first phase in 2021) and act as a wider catalyst to get the market moving, helping to speed up regeneration efforts in the surrounding area. This is a particularly important intervention in light of the current market uncertainty created by the pandemic.
- 1.7. Buying the scheme from an integrated developer contractor also enables the Council to acquire units at a price below that at which the Council could build them. In addition, 106 of the units (LAR) would likely not be delivered without Council intervention. The council's involvement would mean attracting a significant amount of financial support from the GLA, who are keen to support 'turn key' developments to secure housing delivery on strategically important sites. Without the council's involvement this grant would not be made available.
- 1.8. The project helps achieve the Council's emerging Inclusive Growth Strategy and Investment & Acquisition Strategy by accelerating the delivery of much needed homes, supporting social and economic regeneration, working in partnership with the private sector and generating a financial return on investment.

2. Proposal and Issues

- 2.1 The proposal is that the Council purchase the development for a fixed price with a total cost £309m inclusive of fees and finance costs from Countryside on a turn-key basis via Development Agreement, subject to satisfactory due diligence. The purchase will not be made in one large payment but instead will be spread over the three phases, over an eight year period, with each phase costing between £70m to £100m. The lease for each phase would then be granted upon satisfaction of various conditions precedents. Be First, on behalf of the Council would manage the transaction and development process to practical completion. The completed scheme would be held and operated by BD Reside as part of their residential portfolio with any financial surplus being paid back to the Council.
- 2.2 Head of Terms have been agreed with Countryside. Payment terms are subject to agreement, but will include a payment upon on entering into contract, upon planning consent and start on site, followed by a monthly drawdown for the duration of the development. The site freehold is held by the GLA who will grant a Head Lease to CPUK. Ownership will transfer to the Council following granting of the 999 underlease.
- 2.3 The Development Agreement will have provision for Be First to have step in rights to complete the development should the developer fail, and a full suite of warranties will be provided from all designers and sub-contractors who have design input into the scheme.

- 2.4 Subject to Cabinet approval, final due diligence will be undertaken by Be First prior to the Council signing the Development Agreement. The cost of undertaking this work has been included in the Total Scheme Costs.
- 2.5 The scheme has planning permission for 50% affordable and 50% private. The council, Be First and Reside have agreed that this broad tenure split is the right one for this development, although it does provide a lower amount of affordable housing than on typical Be First projects (which normally provide at least two-thirds affordable housing). This proposed mix will allow for the project to make a return on investment for the council, while still providing over 450 affordable homes, including 203 at London Affordable Rent. In addition to this the concentration of a significant number of Private Rented Sector units in this development provide a meaningful way for the council and Reside to move into this part of the housing market. These homes will be marketed to local people and will be priced as an alternative to insecure tenancies in the private sector.

The indicative target tenure mix is outlined in the table below. Countryside are responsible for securing detailed planning permission for each phase and therefore the totals and unit mix may be subject to minor change, although the Council will need to approve any changes.

INDICATIVE TARGET ACCOMODATION SCHEDULE								
	1B2P	2B3P	2B4P	3B5P	2B4P	3B5P	Total	%
GIA m2	50	63	70					
	Flat	Flat	Flat	Flat	Duplex	Duplex		
LAR	35	25	125	0	15	3	203	22%
AR/LLR	0	0	0	0	0	0	0	0%
LSO	117	59	73	2	12	2	265	28%
Private/PRS	156	93	169	14	34	2	468	50%
Total	308	177	367	16	61	7	936	100%
%	33%	19%	39%	2%	7%	1%	100%	

PHASE 3								
	1B2P	2B3P	2B4P	3B5P	2B4P	3B5P	Total	%
	Flat	Flat	Flat	Flat	Duplex	Duplex		
LAR	35	25	125	0	15	3	203	50%
AR/LLR	0	0	0	0	0	0	0	0%
LSO	51	28	0	2	0	0	81	20%
Private/PRS	26	27	41	14	16	0	124	30%
Total	112	80	166	16	31	3	408	100%

PHASE 4							
LAR	0	0	0	0	0	0	0
AR/LLR	0	0	0	0	0	0	0
LSO	54	18	49	0	11	2	134
Private/PRS	62	20	52	0	4	0	138
Total	116	38	101	0	15	2	272

PHASE 5							
LAR	0	0	0	0	0	0	0
AR/LLR	0	0	0	0	0	0	0
LSO	12	13	24	0	1	0	50
Private/PRS	68	46	76	0	14	2	206
Total	80	59	100		15	2	256

2.6 Discussions have been held with the Greater London Authority (GLA) to optimise available grant funding to financially support the affordable housing element of the scheme. The GLA has allocated £20.3m of grant to support the 203 London Affordable Rent (LAR) homes and £7.4m to support the 265 Shared Ownership homes should the Council decide to proceed with the proposal.

2.7 The proposed indicative programme for each phase is outlined below set against the current programme without Council involvement, showing a 4 to 5 year delivery acceleration.

Proposed with LBBD	Phase 3	Phase 4	Phase 5
Planning Approval	Mar-21	Jan-23	May-24
Surcharging Commence	Nov-20	Jan-22	Jan-24
Construction Commence	Sep-21	Jan-23	Jan-25
1 st Completions	Mar-24	Jun-25	Apr-27
Phase Completion	Apr-25	Mar-26	Mar-28

Current CPUK	Phase 3	Phase 4	Phase 5
Planning Approval	Nov-26	Jun-28	Jul-29
Surcharging Commence	Jul-26	Feb-28	Mar-29
Construction Commence	Jul-27	Feb-29	Mar-30
1 st Completions	Oct-29	May-31	Jun-32
Phase Completion	Jan-30	Jul-31	Sep-32

Acceleration	Phase 3	Phase 4	Phase 5
Phase Completion Acceleration	Circa 5 years	Circa 5 years	Circa 4 years

2.8 The scheme is divided into three phases. Phase 3 will be the first phase to start on site in 2021 consisting of circa 400 homes, followed by Phase 4 in 2023 and Phase 5 in 2025.

2.9 There is a significant provision of supporting social infrastructure being delivered in the earlier phases (2021-2024) across the masterplan to support the new residential communities and build a truly sustainable neighbourhood. This includes a new Train Station, a new 3FE primary school including nursery provision and ballcourt, 3,000 sqm support uses made up of retail including a food store, a management suite, a medical centre and a pharmacy and a portion of the new 3.5 hectare park. The infrastructure is being delivered and funded by Countryside as part of their planning

obligations. The delivery will be ensured using planning requirements/conditions and legal mechanisms in the Development Agreement. The rephrasing of phases 6-8 to 3-5 has timing consequences for the agreed s106 and Countryside are in discussion with both LPA's and the GLA on this so infrastructure provision and timings may change.

- 2.10 Ground remediation will be carried out by Countryside in accordance with Planning requirements. This includes 'surcharging' of the ground prior to construction. Surcharging consists of breaking out the existing slabs, putting crush fill on the phase and installing band drainage. Countryside propose each phase will be surcharged individually with phase 3 commencing first. Be First will monitor the surcharging process to ensure it meets all relevant planning and statutory requirements.
- 2.11 Supporting social infrastructure is being delivered and funded by Countryside in parallel with the residential as part of their Section 106 legal agreement. This includes; a new train station, health facilities, gym, retail and cafes. A portion of these supporting infrastructure costs are included in the fixed price to Countryside, no additional contributions will be incurred by the Council.
- 2.12 Reside will be responsible for the Block and housing management of Phases 3 to 5. The wider Estate and public realm will be managed by L&Q with Reside having voting rights through the Management Company which will be created to run the development. An Estate Charge will be payable to L&Q which has been included in the scheme financial appraisal, and will help to ensure a good quality place is maintained in the long term.
- 2.13 The Total Development Costs are estimated at £309m including finance costs. This includes the fixed price paid to Countryside, plus Tender Price Inflation, contingency and all other Professional Fees related to delivering the scheme. The long-term borrowing requirement after deducting grant and sales receipts is £255m. Further details of the financial proposals are set out in Appendix 2, which is in the exempt section of the agenda as it contains commercially confidential information (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Financial Summary Table				
	Phase 3	Phase 4	Phase 5	Total
Gross Development Cost (inc. Finance)	£113.1m	£97.1m	£98.9m	£309m
Long-term Borrowing required	£82.9m	£79.6m	£92.3m	£254.8m
Gross Development Value	£112.2m	£95.7m	£105.6m	£313.6m
Net Present Value (5% DR)	£23.6m	£22.2m	£23.4m	£69.2m

- 2.14 The proposal achieves the investment metrics set out in the Investment & Acquisition Strategy 2019, generating a Net Present Value of £69m over 50 years. Once the entire scheme is fully let, the proposal should generate a healthy financial return to the Council in excess of £1m per annum .

- 2.15 There are several ways the Council could fund this proposal including borrowing from PWLB, a Bond or a leasing finance arrangement (further detail is in the finance section). PricewaterhouseCoopers were appointed to assess the pros and cons of different options available to the Council. Their conclusion was that both public and private finance options were available and broadly comparable in net present value terms. As this will be a funding by phase proposal, only phase 3 (the first phase) needs funding commitment now of £113m, with future phases open to being funded by the most suitable arrangement at that time. In addition, Be First are working to include a funding clause into the legal agreement that would give the Council an exit plan in the event that the Council couldn't raise finance at an acceptable rate.
- 2.16 Given the current economic market due to Covid-19 and looking ahead to the impact of Brexit some sensitivity modelling has been undertaken (refer to appendix 2) to test the impact on project viability if rental and sale values decrease below current pricing levels provided by Savills. It shows that rental and sale values would have the greatest impact for the proposal and they would need to decrease by at least 20% before each phase failed to make a sufficient profit.
- 2.17 Savills have advised on property values and absorption rates for the market rent and shared ownership properties. Savills have advised that the market rent properties can be let at a rate of 20-25 per month, we have used the lower end of this range in the financial appraisal to be conservative. We have also allowed for a significant marketing budget to ensure a high-quality and targeted marketing campaign, with appropriate incentives and launch timings can be put in place.
- 2.18 There are also wider economic benefits arising from the proposal which includes Council Tax income arising from the homes of approximately £1.1m per annum to help cover the cost of providing council services to these new residents. Due to the accelerated delivery, up to 5 years worth of additional Council tax totalling £5.4m will be collected. The Council should also receive New Homes Bonus of £4.8m 5 years earlier than planned.

3. Options Appraisal

3.1 The following options have been assessed.

Option	Advantages	Disadvantages
Do Nothing	<ul style="list-style-type: none"> No cost to the Council Homes would still be delivered and regeneration take place No risk 	<ul style="list-style-type: none"> Homes on the site are not delivered as quickly, or at all if housing market contracts Homes not added to Council's residential portfolio Loss of revenue income No delivery control Fewer homes delivered at LAR level
As set out in recommendation	<ul style="list-style-type: none"> Delivery of additional affordable homes Income generation Support the regeneration of South Dagenham More control over delivery timeframes 	<ul style="list-style-type: none"> More risk than doing nothing – however risk can be managed given fixed price deal Cost of finance to council and additional long term borrowing required

4. Consultation

- 4.1 The development has outline planning consent and has therefore been subject to community consultation through the planning process. The scheme will be subject to further community consultation as the detailed planning application is prepared by Countryside.
- 4.2 Investment Panel was consulted in July 2020 and cleared the report on 22nd September 2020.

5. Commissioning Implications

Implications completed by: Darren Mackin, Head of Commissioning and Programmes, Inclusive Growth

- 5.1 The proposal set out here has the potential to deliver on a number of aims of the council's Inclusive Growth strategy. This is through securing the delivery of a significant number of new homes in the borough, which will not only help people on the housing waiting list, but also provide residents with a genuine alternative within the private sector. The council's involvement would mean that an additional 100 of the homes delivered will be at London Affordable Rent, as our involvement attracts additional grant funding. It would also secure and accelerate the delivery of these new homes in a time of wider market uncertainty. The opportunity to enter the Private Rented Sector on this scale is also a good opportunity for the Council to diversify its property portfolio in a way which is consistent with its aims.
- 5.2 In addition to this the proposed investment will support our wider ambitions to regenerate this part of the borough. It will give the council a significant stake as a landlord in the area, which will increase our ability to influence the way the wider development is delivered. In addition to this it is reasonable to expect that the council investment will act as a catalyst to attract other developers to the area, and to secure the delivery of new infrastructure required to make this a place people will want to live for the long term, and create a community in this former industrial area.

6. Commercial Implications

Implications completed by: Hilary Morris, Commercial Lead

- 6.1 The potential acquisition and commencement of development at Beam Park was listed as an aspirational development site within the Be First Business Plan however the potential additional revenue generated for delivering this scheme was not captured within the key financial assumptions. If approved, this scheme offers potential for Be First to achieve additional income than forecast in the Business Plan.
- 6.2 Be First have agreed Heads of Terms which commit to purchase 936 at a maximum cost of £311k per unit (including indexation and costs but minus finance costs). This represents a cost of £286k per unit at today's price if you exclude indexation. Committing to all three phases in the way outlined in this report ensures price certainty and delivery certainty for the latter of the three phases and therefore offers the best opportunity to secure the long term regeneration without risk of uplifts in

per unit costs that could otherwise be applied as the site increases in value as the infrastructure is built.

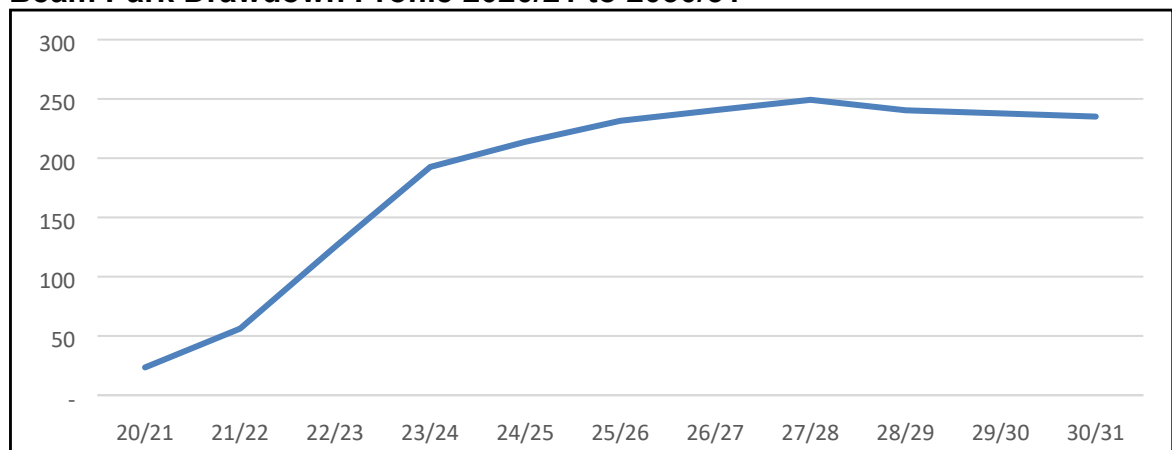
- 6.3 Be First have outlined that detailed due diligence, including negotiation of clauses that would protect the Council's investment during the development phases will need to be undertaken if the proposal is approved.

7. Financial Implications

Implications completed by: David Dickinson, Investment Fund Manager

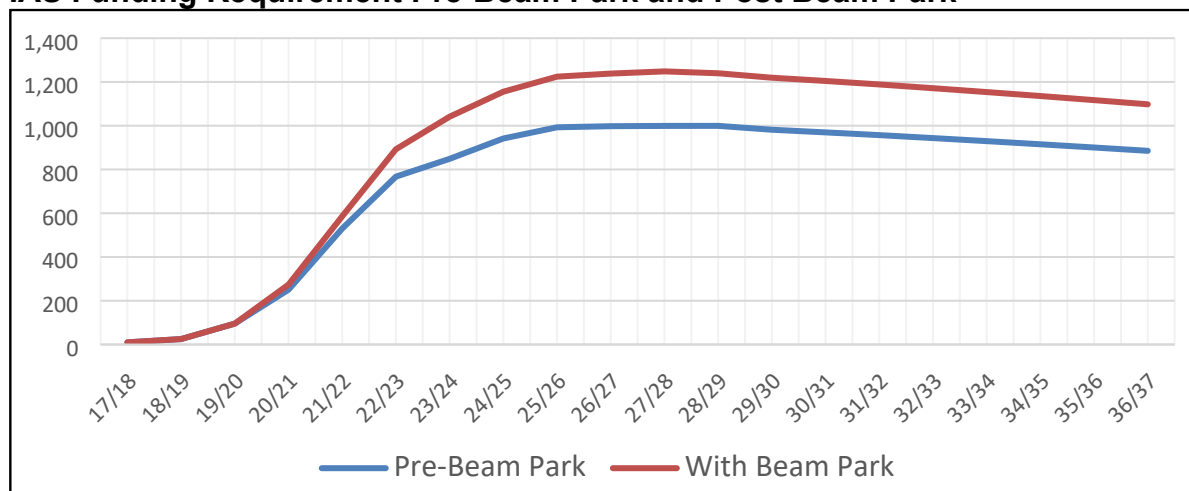
- 7.1 The report outlines a turnkey scheme for the Council to invest in - a smaller turnkey scheme, Chequers Lane, was agreed by Cabinet in May 2020. A turnkey scheme is where a developer, in this case Countryside Properties, provides a scheme ready for use at an agreed price and by a fixed date, which reduces the construction risks for the Council. The Council will provide the development funding and will agree the specifications with the developer. A contingency has been included in the costs to cover any additional specification requirements that the Council may request.
- 7.2 The advantages investing in turnkey schemes are outlined in the report, but a key consideration is the obligation on the Council to fund the scheme, regardless of market conditions and the Council's finances. This funding requirement will mean that the turnkey will take priority over other schemes should there be issues around cashflow, borrowing restrictions or a significant property market correction. The agreement to fund Beam Park is therefore a significant obligation on the Council.
- 7.3 The gross development cost of Beam Park is £309.3m, which includes interest costs and contingency, with a combined development period of 8 years. This investment, will provide the council with 468 PRS properties, 203 LAR properties and will have funded the provision of 265 Shared Ownership (SO) homes – a total of 936 units.
- 7.4 GLA grant is available for the SO and LAR units and with the first tranche sale of the SO units, the total long-term borrowing requirement is approximately £255m. The drawdown profile for the development is provided in the chart below (in millions).

Beam Park Drawdown Profile 2020/21 to 2030/31



7.5 Beam Park is not part of the current Investment and Acquisition Strategy (IAS) and the funding will need to be added to the total borrowing requirement for the IAS. The current total funding requirement for the IAS is £980m by 2027/28, with Beam Park added, this will increase to £1,235m by 2027/28. A chart showing the IAS funding requirement is provided below (in millions)

IAS Funding Requirement Pre-Beam Park and Post Beam Park



7.6 Although the borrowing requirements for Beam Park are significant, currently there are several developments that are being built or are already operational as part of the IAS. It is likely that mid-way through the Beam Park development, the majority of current IAS schemes will be operational, with their borrowing costs being funded by the rental income streams from these schemes.

7.7 The base business case proposition is to fund the borrowing requirements through PWLB borrowing. On this basis the business case generates a positive net present value and could proceed with PWLB as the sole funding source. Further detail is included in the Funding & Funding Mix section of the report from paragraph 7.26.

Tenure Mix

7.8 The tenure mix for Beam Park varies between each phase, with phase 3 being the least viable of the three phases, as this contains all of the LAR units. The tenure breakdown is provided below for each phase:

Type	Phase 3	Phase 4	Phase 5	Total
LSO	81	134	50	265
LAR	203	0	0	203
PRS	124	138	206	468
Total Units	408	272	256	936

7.9 The completed schemes would be held and operated by BD Reside as part of their residential portfolio with any financial surplus being paid back to the Council. The GLA hold the site freehold and they will grant a Head Lease to CPUK, with ownership transferring to the Council following granting of the 999 underlease.

7.10 This proposal contains LAR properties that are part financed by GLA Homes for Londoners grant. A condition of this grant is that the homes are held by a Regulated Body which can be the Council, in their HRA or another Registered Provider (RP).

The Council wish this to be their fully owned subsidiary B&D Homes Ltd which is part of overall BD Reside structure and in the process of becoming a RP.

- 7.11 As a RP of Social Housing, B&D Homes Ltd must comply with Regulatory Standards, including the Finance and Governance Standard. This means they must have a viable business plan which the Regulator requires to be regularly updated and subject to multivariable stress testing. In practice, given there are no historic surpluses accumulated in B&D Homes Ltd, currently this means that each package of LAR homes transferred to B&D Homes Ltd must be viable on a stand alone basis.
- 7.12 While this site meets the Council’s appraisal criteria the much needed LAR homes on this site are cross subsidised by surpluses from other tenures and on their own result in deficits as set out in Appendix 2. Subject to complying with any State Aid rules at the time of transfer, options available to ensure the site does not result in an unviable business plan for B&D Homes Ltd, include:
- a) A reduced cost of borrowing for B&D Homes Ltd.
 - b) Subject to complying with Best Consideration, the premium paid by B&D Homes Ltd to the Council for the long lease being based on existing use social housing rather than at cost less grant.

Phased Funding

- 7.13 The development is split into 3 phases of between £80m and £113m of long-term borrowing. The timeline for the start and completion of each phase is outlined below, which shows that phase 3 will be nearing completion when funding is required for phase 5 and that phase 4 will start midway through the phase 3 construction.

Development Period split into Phases

Year	Quarter	Phase 3	Phase 4	Phase 5
2021	Q1	[Shaded]	[Shaded]	[Shaded]
	Q2			
	Q3			
	Q4			
2022	Q1			
	Q2			
	Q3			
	Q4			
2023	Q1			
	Q2			
	Q3			
	Q4			
2024	Q1			
	Q2			
	Q3			
	Q4			
2025	Q1			
	Q2			
	Q3			

Year	Quarter	Phase 3	Phase 4	Phase 5
	Q4			
2026	Q1			
	Q2			
	Q3			
	Q4			
	Q1			
2027	Q2			
	Q3			
	Q4			
	Q1			
2028	Q1			

Risks

- 7.14 Two key financial risks are that the rental income is significantly less than the amount being forecast in the financial model and risks around funding. Funding risks can be split into interest rate risk and borrowing risk. Currently the metrics outlined in appendix 2 show that the Beam Park is fundable and that there is sufficient margin to mitigate some, but not all of the risks outlined below:

Rental Income and Rental Income Risk

- 7.15 Savills have provided rental values for the various types of units that Beam Park will offer and rent inflation has been added to these to reach the forecast rents that will be available when the schemes are operational. A similar approach has been taken for the values of the shared ownership sales and rents. These are outlined in appendix 2 of this report.
- 7.16 If, at the operational stage, these rental costs are lower than forecast, the income stream will be lower than the model has forecast and this will impact any profit margin. If the rental values are higher than the model then the income streams will be better.
- 7.17 There is the potential for the rental income to be higher than the amounts modelled, as a result of the positive impacts of regeneration in the area but there are also risks that they could be lower due to macro and also local economic pressures. While this risk can be monitored and good management at the handover period can mitigate some of these risks, this is a risk that will need to be closely monitored.
- 7.18 The business case assumes year-on-year increases on rental income linked to inflation. It should be noted that there will be limited scope to amend these increases without jeopardising the business case and putting the IAS under pressure.
- 7.19 Any losses incurred by Beam Park would need to initially be funded by a reduced net return to the Council from the overall IAS, but if the whole IAS is under pressure then any losses will need to be met by the Council.

Interest Costs and Interest Rate Risk

- 7.20 Interests costs for all 3 phases will total £17.3m, with interest charged on accumulative spend. The interest rate is the weighted average of the borrowing costs that is outstanding during the period, which roughly equates to 2%.
- 7.21 The Council will adopt an accounting policy to capitalise borrowing costs as Beam Park will be a qualifying asset. A qualifying asset has a substantial period of time to get ready for its intended use or sale and has a total development cost of over £10m.
- 7.22 Capitalising the interest costs will mean that the total borrowing costs incurred during the development of each phase will be added to the development costs of the scheme and will be included in any subsequent lease agreement with Reside, with the cashflows generated from the rental returns used to pay back the cost of borrowing, which will include the capitalised interest. As a result, the interest costs will not be charged to the Council's revenue account.
- 7.23 Overall Beam Park, given the size of funding required, its various phases of development and its resulting elongated development period of 7 to 8 years, is difficult to fund by borrowing upfront, and there will be higher than usual interest rate risk for this scheme. The risk is that borrowing costs increase significantly to a point where the scheme is no longer viable, but the Council has agreed to fund the scheme and will need to meet this borrowing requirement.
- 7.24 These risks will be mitigated by locking in competitive rates as and when they become available, varying the duration of certain types of borrowing to provide a smoother repayment profile, using an element of short-term borrowing to part fund the shared ownership build costs and also to bridge the period between phase 3 becoming operational and phases 4 and 5's build costs. The Council also has a significant cash balance which provides it with flexibility to only borrow then rates are competitive. Careful treasury management will be required to ensure that money is available when it is required, but also that the Council does not have to cover a significant cost of carrying.
- 7.25 If interest costs were to significantly increase for an extended period of time then it is likely that the borrowing costs to Reside would need to increase by a similar amount. This would put pressure on the schemes net returns to the Council, however it would likely mean that the borrowing costs, including debt repayment, would be covered.

Funding and Funding Risk

- 7.26 There are a number of funding options available to the Council, including:
- Public Works Loan Board (PWLB),
 - bonds,
 - private placements,
 - Pension Fund (sale and leaseback), or
 - income strips.

- 7.27 The Council's treasury strategy has a preference to use fixed rate funding based on the Council's total long term cashflow requirements but also to use a variety of duration periods. Locking in a fixed rate provides certainty over borrowing costs and provides protection for periods where rental increases may not increase by as much as the index used by variable borrowing.
- 7.28 As a result, the funding of Beam Park will form part of the Council's overall IAS funding strategy, taking into account cashflow requirements, sales and purchases and current cash position, which is currently approximately £250m. The borrowing will be locked in when competitive funding options are available.
- 7.29 Currently the most competitive fixed rate borrowing option would be for the Council to issue a bond. The bond option is competitive against the PWLB, mainly due to the high margin being charged on PWLB borrowing of 1.8% above Gilts, which is higher than the margin local authority bonds have been issued at. Bonds are, however, more complex and incur additional upfront costs and require an increased amount of governance. It is likely that any bond issuance would take into account the total funding requirement for the Council, rather than be specifically to fund Beam Park.
- 7.30 PWLB borrowing is currently being reviewed following a consultation that ended on 31 July 2020. PWLB is an extremely useful funding source for the Council as it enables the Council to fund the provision of affordable housing. There is the potential for a more competitive PWLB rate to be made available to fund in-borough, residential and regeneration schemes but this has not yet been confirmed.
- 7.31 Other funding options that could be considered include private placements and income strips. These are generally more expensive over the duration of the borrowing period and often have an index link, which can result in interest costs increasing by more than the rental income being received from the asset. As a result, using this type of funding for social housing has a number of additional risks when compared to using it to fund more commercial investments.
- 7.32 The Council already has exposure to income strip type funding through its investment in a hotel and aparthotel and through the way Reside 1 was funded. Any additional exposure to this type of borrowing would need to be at a competitive price and for a more suitable tenure mix, most likely where the units are predominantly private rental.
- 7.33 Appendix 2 of this report contains a number of key viability metrics and the financial assumptions that have been used in the financial models. These have been agreed by finance and Be First.

8. Legal Implications

Implications completed by: Dr Paul Feild, Senior Governance Solicitor

- 8.1 This report seeks the Cabinet authority for the Council to make an investment in a development known as Beam Park. It is a large integrated site previously owned by the Ford Motor Company. The site has been cleared of the previous factory. Beam Park straddles the London Boroughs of Barking and Dagenham and Havering the Beam River providing the natural demarcation boundary between the boroughs.

The freehold of the site is now owned by the GLA. The Council's development Company were approached by the current developer 'Countryside Properties' with an offer to purchase three phases of a turn-key development at the site. Turn-key means that the properties will be finished to whatever specification is agreed.

- 8.2 The proposal is that the Council enters a development agreement which will lead to the outcome of it purchasing 936 newly constructed homes located in the Barking and Dagenham part of the site over three phases for a fixed price plus indexation on a turn-key basis, subject to satisfactory due diligence.
- 8.3 The planning history is that both Barking and Dagenham and Havering are both Local Planning Authorities for the site. In 2018 planning permission was granted by the Council for the site within the Borough, however Havering refused and so the matter was referred to the Mayor for London who on a revised section 106 Agreement agreed outline planning permission. In July 2019 a revised planning application regarding conditions was made. The application was duly granted subject to a deed of variation of the said S.106 at the Planning Committee on 16 October 2019.
- 8.4 The Council has power to enter the development agreement and acquire the phased interest by virtue of the general power of competence under section 1 of the Localism Act 2011, which provides the Council with the power to do anything that individuals generally may do. Section 1(5) of the Localism Act provides that the general power of competence under section 1 is not limited by the existence of any other power of the authority which (to any extent) overlaps with the general power of competence. The use of the power in section 1 of the Localism Act 2011 is, akin to the use of any other powers, subject to Wednesbury reasonableness constraints and must be used for a proper purpose.
- 8.5 Whilst the general power of competence in section 1 of the Localism Act 2011 provides sufficient power for the Council to participate in the transaction and enter into the relevant project documents further support is available under Section 111 of the Local Government Act 1972 which enables the Council to do anything which is calculated to facilitate, or is conducive to or incidental to, the discharge of any of its functions, whether or not involving expenditure, borrowing or lending money, or the acquisition or disposal of any rights or property.
- 8.6 In exercising the power of general competence and in making any investment decisions, the Council must also have regard to the following:
- a. Compliance with the Statutory Guidance on Local Government Investments.
 - b. Fulfilling its fiduciary duty to taxpayers.
 - c. Obtaining best consideration for any disposal.
 - d. Compliance with Section 24 of the Local Government Act 1988 in relation to giving financial assistance to any person (which either benefits from a general consent or requires express consent by the Secretary of State);
 - e. Compliance with any other relevant considerations such as state aid and procurement;

Funding and Borrowing

- 8.7 It is anticipated that the development will be held within the Reside structure.

- 8.8 At this stage the actual costs have yet to be finalised and necessary due diligence steps to be carried out.
- 8.9 Section 15 of the Local Government Act 2003 requires that the Council have regard to statutory guidance in relation to exercising its borrowing and investment powers. The relevant Statutory Guidance on Local Government Investments (3rd Edition, issued on 1 April 2018).
- 8.10 The Guidance is relevant to the extent that a loan may be necessary in order to facilitate delivery of the development. In accordance with the Guidance (paragraphs 33 and 34), A local authority may choose to make loans to local enterprises, local charities, wholly owned companies and joint ventures as part of a wider strategy for local economic growth even though those loans may not all be seen as prudent if adopting a narrow definition of prioritising security and liquidity provided that the overall Investment Strategy demonstrates that:
- (i) The total financial exposure to such loans is proportionate;
 - (ii) An expected 'credit loss model' has been adopted to measure the credit risk of the overall loan portfolio;
 - (iii) Appropriate credit controls are in place to recover overdue re-payments; and the Council has formally agreed the total level of loans by type and the total loan book is within self-assessed limits.
- 8.11 Development/Land Risks and Considerations - Apart from the requirement to purchase the land at no more than the market value there will be the imperative to ensure that all land, development and environmental risks are identified and managed through feasibility studies to ensure the preferred development option is deliverable before significant pre-development expenditure, and mitigation strategies put in place. Potential risk arising include, but are not limited to, any third-party rights or restrictions or incumbrances which may frustrate or prevent the Council's regeneration objectives and development of the land. In terms of environmental risks, caution must be exercised in that a post-industrial site may raise risks of land contamination and if so, any remedial action and the costs of such remediation would need to be factored into the feasibility and viability considerations. Specifically, there should be early due diligence before contractually committing to the transaction to ensuring that the site is suitable for the construction of dwellings and is without risk of historical contamination, or in the alternative that any contamination is capable of being remedied and costs are both factored into the acquisition price and do not compromise the viability of any residential development.
- 8.12 State Aid - As local government is an emanation of the state, the Council must comply with European Law regarding State Aid. This means that local authorities cannot subsidise commercial undertakings or confer upon them an unfair economic advantage. This report does not identify any specific aspect of the proposed acquisition, which is other than a commercial transaction, thus this arrangement satisfies the requirement it is on market terms. Furthermore, certain grants to remediate contaminated land are excluded from the State Aid Regime.
- 8.13 Human Rights – As the acquisition as described does not seek the use of compulsory purchase powers or displacement of any residents there does not

appear to be critical risks associated with a Human Rights Act challenge. However, matters should be kept under review in case such considerations should arise.

9. Other Implications

9.1 Risk Management -

Risk/Issue	Description/Mitigation	RAG
Risk (1)	<p>Risk: Securing planning permission for each phase and renegotiating the S106 which links delivery of social infrastructure with the phasing of the homes.</p> <p>Mitigation:</p> <ul style="list-style-type: none"> • Planning permission is the responsibility of Countryside and is at their cost/risk. • Countryside are engaging with the GLA and LPA as part of achieving detailed permission for each phase. • S106 is currently being re-negotiated with the GLA and LPA. Awaiting outcome. Any revised agreement would need the Council's approval as Local Planning Authority. 	
Risk (2)	<p>Risk: Substandard quality of development</p> <p>Mitigation:</p> <ul style="list-style-type: none"> • Track record - Countryside have already delivered a scheme for the Council at 'Becontree Heath' where standard was acceptable • Agreed specification prior to contract award with Reside and My Place and any derogations agreed. • Robust works monitoring by Be First and the appointed EA with regular, weekly on-site quality inspections. Monitoring procedures would match those on our New Build programme. 	
Risk (3)	<p>Risk: Developer Failure</p> <p>Mitigation:</p> <ul style="list-style-type: none"> • Likelihood is considered low given track record of the developer, but security and step in rights and performance bond will be in place to ensure Be First are able to complete the development. • Developers profit not paid until the scheme completes to ensure sufficient capital in case step-in is required. 	
Risk (4)	<p>Risk: Market rent and shared ownership products do not perform as well as expected / in line with financial appraisal</p> <p>Mitigation:</p> <ul style="list-style-type: none"> • Commercial advice on rent levels, specification and letting periods has been provided by property agents 'Savills' who will continue to advise on the project going forward • We have adopted the lower end of property absorption rates so on the conservative end. • Reside developing strategy for the market rent product to ensure value is maximised and that rent levels can be achieved. 	
Risk (5)	<p>Risk: Base Price on phases linked to All in TPI forecasts which only go to 2024.</p> <p>Mitigation:</p> <ul style="list-style-type: none"> • £20m included in the financial appraisal for TPI • All in TPI will need to be monitored by Be First and our QS. • £7m Contingency included in the financial appraisal 	
Issue (1)	<p>Ongoing impact of Covid 19</p> <p>Response</p> <ul style="list-style-type: none"> • Countryside development teams are working as normal with leading the pre-planning and pre-contract work stages which take the project through to end of the current year. 	

- | | | |
|--|--|--|
| | <ul style="list-style-type: none">• Anticipated that Construction teams will begin to operate at capacity before the anticipated start on site date of Q1 2021. To be monitored closely by Be First.• Impact on housing market is and will continue to be monitored by Savills with any changes in current values to be flagged immediately | |
|--|--|--|

- 9.2 **Contractual Issues** –The Heads of Terms will form the basis of the Development Agreement with Countryside. Each phase will be subject to an underlease and build contract. Please refer to legal section for more information.
- 9.3 **Staffing Issues** – The proposal will be delivered by Be First on behalf of the Council.
- 9.4 **Safeguarding Adults and Children** – The proposal will provide new homes and childrens play space as part of the development.
- 9.5 **Health Issues** – The proposal is for affordable housing to be made available to borough residents in need of affordable housing. The development has acceptable levels of private and communal amenity space and childrens play area.
- 9.6 **Crime and Disorder Issues** – The development makes use of a currently vacant, brownfield site. The development proposals will therefore have a positive impact on the local community. The scheme has been subject through the planning process to Secure by Design review to reduce any crime or disorder arising from the new development.
- 9.7 **Property / Asset Issues** –The transaction will see the Council taking ownership of a 999 year lease (virtual freehold) of land within the borough. The freeholder will remain the Greater London Authority. The assets constructed will be held within the BD Reside structure and managed by My Place.

Public Background Papers Used in the Preparation of the Report: None

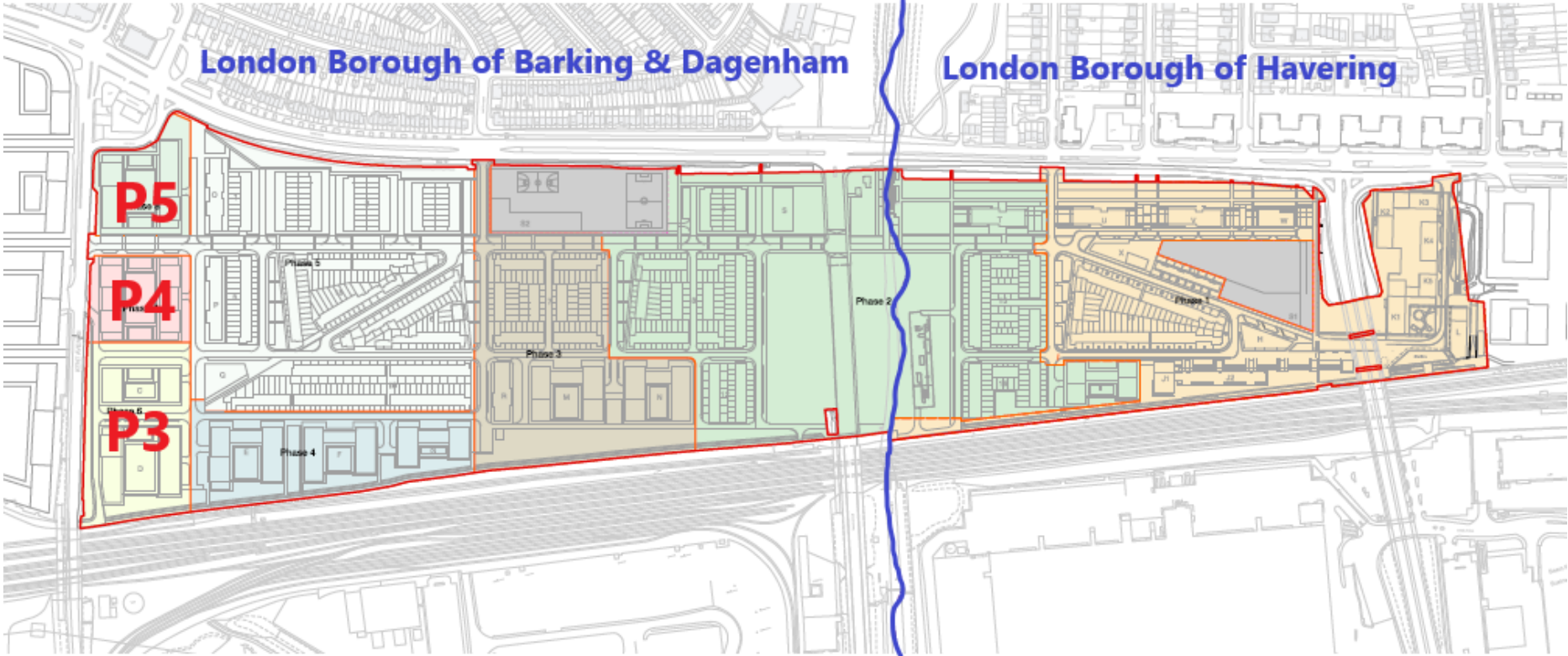
List of appendices:

Appendix 1 – Site Plan

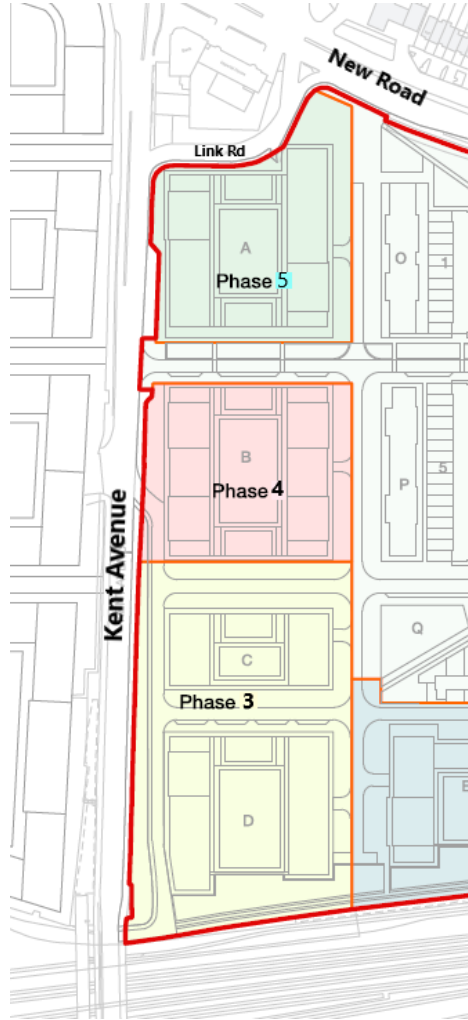
Appendix 2 – Financial Information (exempt)

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Beam Park – phase plan – 30th Sept 2020



Beam Park – Phase 3, 4 & 5



Beam Park – Location plan



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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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CABINET

20 October 2020

Title: Dagenham Film Studios Delivery Route	
Report of the Cabinet Members for Finance, Performance and Core Services and for Regeneration and Social Housing	
Open Report with Exempt Appendix 1 (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972 as amended)	For Decision
Wards Affected: Eastbrook and Thames	Key Decision: Yes
Report Author: David Harley and Stephen Hursthouse, Be First	Contact Details: E-mail: david.harley@befirst.london
Accountable Director: Ed Skeates, Development Director, Be First	
Accountable Strategic Leadership Director: Graeme Cooke, Director of Inclusive Growth	
<p>Summary</p> <p>Film/TV studios and associated media related activity at the former Sanofi site at Dagenham East have been progressing for a number of years with significant land holdings being acquired to facilitate the delivery of London's largest studios for 25 years.</p> <p>In October 2019, Cabinet agreed to fund the costs of submitting a full planning application and taking the design of the studios to RIBA stage 4. This has progressed to schedule and LBBD's Planning Committee gave unanimous approval in July followed by a positive Stage 2 decision from the Mayor of London in August. The October 2019 Cabinet report noted that a further Cabinet report will seek approval for the means by which the studios would be delivered recognising there were various options but that additional information was needed to inform decision making. After securing planning approval Be First sought bids from the interested parties to understand private sector offers whilst further updating the business plan if the Council was to build the studios itself. Seven bids were received. Using this information, this report sets out an analysis of the delivery route options so Cabinet can make a decision on the optimal means of delivering film studios in Dagenham.</p> <p>Given strong private sector interest by parties with extensive experience of building and running studios, the report recommends the Council facilitate the delivery of the studios through a long leasehold sale of the land and recommends delegating approval to the Chief Operating Officer, in consultation with relevant Cabinet Members and officers, to conclude and enter into land sale agreements based on the parameters and values set out in Appendix 1 (the information in Appendix 1 is in the exempt section of the agenda as it contains commercially confidential information (relevant legislation: paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information).</p>	

Over the last few months, work has also taken place on how to maximise the local impact of the studios in terms of employment, training and engagement. It is recognised the studios could have a transformational impact on the local economy but it is critical this is planned properly. The Film industry generates a very wide range of jobs but there is a recognition many are freelance and it is important to ensure local residents have the necessary skills hence a programme of outreach is needed. The report sets out the results of work by Screenskills engaging with local providers to establish what is required to unlock the full potential of the studios.

Recommendation(s)

The Cabinet is recommended to:

- (i) Agree that a long leasehold sale of land represents the best route to deliver Film studios in Dagenham;
- (ii) Agree to a 250 year leasehold sale of the land shown edged red in the plan at Appendix 2 to the report and delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services, the Cabinet Member for Regeneration and Social Housing and the Director of Law and Governance, to conclude sale agreements and a lease and any related documents for disposal to the preferred bidder in line with the terms set out in section C1 of Appendix 1 to the report;
- (iii) Agree to a 250 year leasehold sale of the land shown edged red in the plan at Appendix 3 to the report and delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services, the Cabinet Member for Regeneration and Social Housing and the Director of Law and Governance, to conclude sale agreements and a lease and any related documents for disposal to the preferred bidder in line with the terms set out in section C2 of Appendix 1 to the report; and
- (iv) Agree to acquire part of the LEUK site as shown edged red in the plan at Appendix 4 to the report from LEUK (which is in turn owned by Barking & Dagenham Trading Partnership) and delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services, the Cabinet Member for Regeneration and Social Housing and the Director of Law and Governance, to conclude the transfer and any related documents on the terms set out in paragraph 1.1 of Appendix 1 to the report.
- (v) Agree to a 10+10 year lease and pre-emption agreement of the land known as Welbeck Wharf, as shown edged red in the plan at Appendix 5 to the report, and delegate authority to the Chief Operating Officer, in consultation with the Cabinet Member for Finance, Performance and Core Services, the Cabinet Member for Regeneration and Social Housing and the Director of Law and Governance, to conclude the lease and any related documents to the preferred bidder in line with terms set out in Section D of Appendix 1 to the report.

Reasons

- Regeneration and development of the borough through a very high profile project
- Transformation of local economy and image of the borough

- Extensive range of employment, community and social benefits delivering Borough Manifesto objectives.
- Generate a capital receipt and future significant business rates income.

1. Introduction and Background

- 1.1 Largely due to the work of the Council's Film Unit, film and television location shoots in the borough have grown substantially over the last 5 years. This established extremely good links with the industry and highlighted the challenges the sector is facing in terms of shortage of studio space in London. As a result, the Council and Greater London Authority (GLA) jointly funded a feasibility study appointing consultancy SQW working with BBP to carry out the work engaging with a very wide range of stakeholders and industry leaders as well as local stakeholders. The study also attempted to quantify the benefits achievable both locally and regionally and how these can be maximised. The studios would have a major impact on changing perceptions of Dagenham, encouraging civic pride as well as raising aspirations of people in the Borough including through ensuring local training providers align services to meet the needs of the industry. The report concluded "Dagenham East represents a rare chance to build a world-class film studio within the boundaries of Greater London".
- 1.2 As a result of this work initially the Council and now Be First progressed land assembly which resulted in the decision for the Council to purchase c.9 acres of land in November 2016 (completed) and a further c.11 acres in January 2018 (which completed in January 2019). Subsequently, the Council made the decision to purchase the entire LEUK site (completion January 2019) through a company purchase by Barking Dagenham Trading Partnership (BDTP). Part of the LEUK site includes c.3 acres of undeveloped land (appendix 4) which is agreed would form part of the film development.. The parcel of land was identified as being required for the film studio within the LEUK purchase and as such there is already contractual provision for this sale to take place at an agreed price (shown in Appendix 1, paragraph 1.1). These acquisitions complete the necessary land assembly to deliver the film studios and associated facilities required.
- 1.3 The demand for film studios remains strong and the impact of Covid-19 is not seen as a long term problem, indeed demand for content has risen. It was recognised the film industry had concerns over planning issues given high profile planning battles and that further de-risking by securing planning approval would generate significantly more confidence and greater opportunities. As such in October 2019 Cabinet approved the funding for Be First to design and submit a planning application for the studios to remove that critical point of uncertainty. Planning has now been secured and private sector interest has increased with a number of strong bids put forward.
- 1.4 The Film Studios form one element of the wider former Sanofi site and a Dagenham East vision document is being produced setting out how Dagenham East is the focus for repositioning the local economy away from traditional manufacturing towards growth sectors where we can become known regionally, if not nationally, as a centre where the fusion of film/media, science, data, research and learning supports economic growth, delivers thousands of new jobs and training pathways

for local people as well as providing associated facilities which support the centre's growth and benefit residents.

2. Proposal and Issues

- 2.1 To submit the planning application, Be First established an experienced team who know the industry well. The scheme which has now secured planning permission meets the needs of the industry and delivers a viable development. Alongside the planning application work, Be First have further updated the business plan. As the design detail has developed a more robust construction cost has been secured from one of Be First's framework contractors. Section 2 of Appendix A sets out the headline summary of the Business Plan should the Council wish to fund and deliver the studios itself.
- 2.2 Following securing planning permission, Be First sought bids from private sector organisations with experience of building and running studios. Seven bids were received. The bids have been assessed and Appendix 1 sets out the terms of the highest bidder.
- 2.3 Section 3 of this report sets out an analysis of the different options open to the Council to deliver film studios at Dagenham.

Employment/skills and other local benefits

- 2.4 One of the key objectives for the development is maximising local job opportunities and inspiring people to take up employment in a growth sector which over time will change the nature of the Dagenham economy. As such this is probably the biggest single Be First project with the potential for transformational impact on the Borough. Local residents can be encouraged to seek the skills required to secure creative industry employment seeing that there are local employment opportunities available. The screen industries are superb for a wide range of employment opportunities from construction works (building stage sets, electrical, carpentry), textile industries, hair and beauty through to film specific roles. It will be important to maximise the full range of opportunities and build links with the wide range of organisations involved in creative industries skills development. Officers at Be First and the Council are engaging with existing and potential training providers in the borough and asked Screenskills¹ to carry out a specific piece of work in this area to ensure the opportunities from the proposal are fully maximised. If Cabinet choose to sell the land to a private sector company to develop the site then the Council intends to work closely with the partner to develop the offer.
- 2.5 The Council can secure socio-economic outcomes through the S106 agreement under delivery route options B and C set out in Section 3. However Option C (long leasehold sale) also offers socio-economic proposals from the bidders which would go over and above S106 obligations. A high level assessment of these is set out in Appendix 1 (part 2).
- 2.6 Barking and Dagenham College are currently finalising the construction of their Institute of Technology (IoT). This will be a superb addition to the borough including their own film studio. Jason Turton, the Director of Advanced Technologies at the

¹ <https://www.screenskills.com>

IoT had experience at a Manchester college linking students to the job opportunities at Salford studios.

- 2.7 In August 2020 a £5.0m grant was awarded by the government to support the infrastructure costs around the Dagenham film studios. The grant was allocated as part of the Getting Building Fund designed to create jobs and support the country's economic recovery. This will further support the development of the film studio. This funding will be used by Be First to deliver road/drainage infrastructure and utility connections to the site which will speed up the delivery of the studios.
- 2.8 By Minute 67 (11 December 2018), the Council purchased the Welbeck Wharf site, 8 River Road, Barking. Separately the preferred bidder has requested the ability to rent the site (shown in appendix 5) which consists of two large warehouses for additional studios. Their offer is set out in Section D of appendix 1. Be First confirm that the Council has satisfied its duty to secure best consideration pursuant to section Section 123 of the Local Government Act 1972.

3. Options Appraisal

- 3.1 This section assesses the different options the Council has for delivering film studios on the site - together with the alternative option of just selling the land without any requirements to deliver studios. The table below sets out a high level summary of advantages and disadvantages of the options with further detail below. The recommended option is the long leasehold land sale.

Option	Advantages	Disadvantages
A) Sell land no restrictions ie. Not for film studios	Capital receipt	Full socio-economic and inward investment/profile raising nature of film studios not delivered. Likely more traffic from industrial and less jobs.
B) Self Delivery	Highest level of control	Highest risk Need for further borrowing Returns
C) Recommended: Long leasehold land sale with film studio user clause	Capital receipt – confirmed price. Objective of securing very experienced buyer with a commitment to delivery through the creation of commercial incentives	No direct long term income.

A) Sell land without restrictions

The Council could simply sell the assembled land with no restrictions on use. This would clearly not deliver the film studios and the associated socio-economic and inward investment benefits. There is a restrictive covenant imposed by Sanofi on the site meaning no residential use (traditionally the highest land value). The existing planning use for the site is industrial. An independent Section 123 Local Government Act 1972 valuation has been carried out by Strutt and Parker with the

headline figure included in Section A of Appendix 1. It is highly likely that any industrial development on site would generate significantly more HGV vehicle movements and less employment than the film studios development.

B) Self Delivery

The Council has the option of building the studios itself and running them - with sub options of appointing staff direct or procuring an organisation to run the studios. A detailed business plan has been produced showing how this would work and the income and expenditure figures. The headline figures are shown in Appendix 1 section B. Whilst this option would give the Council the highest level of control and the full returns, it would require significant additional borrowing and the highest level of risk. Whilst demand remains strong, this option is now not recommended due to the quality and experience of the private sector bids and the belief that the objectives of quick delivery and the socio-economic outcomes can be achieved through the long leasehold land sale option, with strong links maintained with the developer and operator.

C) Long Leasehold Sale

Appendix 1 section C sets out the price offered by the highest scoring bidder. This bidder has a very strong track record of building, owning and managing studios with strong financial backing and the capacity and desire to establish studios in London. The sale would take place within weeks meaning there is a commercial incentive on the purchaser to deliver studios quickly to make a return on their significant expenditure.

Selling a long lease rather than freehold gives the Council some element of retaining control. It is proposed to have a land use restriction in that it shall be used for film studios for 10 years. Any change of use will require the consent of the Council. There is a restrictive covenant on the site preventing residential development which can only be removed by former landowner Sanofi.

These are subject to further discussion with the preferred bidder to determine the best governance mechanism. Although we have not secured this through the section 106 obligations, and it is not part of the proposed land sale, we are talking to the preferred bidders about an ongoing role for the council in the governance of the film studios in the long term.

4. Consultation

- 4.1 Proposals for film studios at Dagenham East have formed part of a number of public consultation activities in recent years. The specific pre-planning public consultation event saw over 60 visitors attendees with almost unanimous public support for the proposal. There were no objections to the planning application.
- 4.2 The Dagenham East Regeneration Steering Group has been kept informed of progress.

5. Commissioning Implications

Implications completed by: Darren Mackin, Head of Commissioning and Programmes, Inclusive Growth

- 5.1 The delivery of a film studio in Dagenham is an opportunity to change the nature of the economy, not only in Dagenham but also for the rest of the borough. While the studios themselves will bring some direct employment and training opportunities; having them in the borough will help to raise the aspirations of our residents in terms of finding careers in this growth sector.
- 5.2 In addition to this the arrival of the studio will increase demand within the local area for services which will both support the operation of the studios and improve local amenity and employment opportunities for residents. The film studio will form a key part of our wider vision for Dagenham East, and sit alongside one of Europe's largest data centres and the UCL PEARL institution as part of this cluster of future facing industries.
- 5.3 Discussions have already begun with the bidder to agree how they will contribute to the delivery of a range of social and economic initiatives which will ensure that our residents are able to benefit from the opportunities created. This includes how the bidder will work as a partner with the local training and further education sector.

6. Commercial Implications

Implications completed by: Hilary Morris, Commercial Director

- 6.1 This paper proposes a long leasehold sale of the designated Film Studio site to a preferred bidder with a 10 year film studio designation in return for a capital receipt.
- 6.2 The development of a film studio on the Dagenham East site has been a flagship element of Be First's Business Plan since its inception and the report outlines that the proposed long leasehold sale offers the best possible opportunity to ensure the development and long term sustainability of the film studio with the least risk to the Council.
- 6.3 The proposal includes the acquisition of a parcel of land (appendix 4) included within the demise of London East UK – a separate company owned by the Barking and Dagenham Trading Company which is a subsidiary of the Council. The parcel of land was identified as being required for the film studio within the LEUK purchase and as such there is already contractual provision for this sale to take place at an agreed price. The sale will require the Council to buy the land from BDTP which will need to be funded as well as any Stamp Duty, Land Tax payable on that transfer. A variation will therefore be needed to be made to the BDTP loan agreement to reflect the sale of this part of the site.

7. Financial Implications

Implications completed by: David Dickinson, Investment Fund Manager

- 7.1 This report follows on from a Cabinet report in October 2019, where Cabinet agreed to fund the planning and design costs to RIBA stage 4 of the film studio site. In July

2020 planning was agreed. The October 2019 report required a further report (this report) to be taken to Cabinet containing options and a recommended approach for delivering the film studio.

- 7.2 The report recommends the Council facilitate the delivery of the studios through a long leasehold sale of the land to a suitable film studio operator. Other options included self-delivery or the freehold sale for industrial use. Appendix 1 outlines the options and provides details from the highest bidder, of the agreements that would be required should Members agree to the long leasehold sale.
- 7.3 The Council has spent a number of years progressing the film studio site, with money spent on land assembly, hold costs (interest), on obtaining planning permission and on design. Given the level of interest from the film industry, with a number of strong bids for the site, the option of a long leasehold sale is supported.
- 7.4 A long leasehold sale will provide the Council with a capital receipt (cash) that will be used to repay money already spent during land assembly.
- 7.5 In August 2020 a £5.0m grant was awarded by the government to support the infrastructure costs around the Dagenham film studios. The grant was allocated as part of the Getting Building Fund designed to create jobs and support the country's economic recovery. This will further support the development of the film studio.

8. Legal Implications

Implications completed by: Dr Paul Feild, Senior Governance Lawyer

- 8.1 As set out in the body of this report the site is set on the former Sanofi factory at Dagenham East. Following the closure the owners were not able to dispose the site as a single entity and a number of parties took interest. The Council determined that the site offered unique regeneration opportunities and determined to set about land assembly as described in paragraph 1.9 above.
- 8.2 The Council has the power to promote the delivery of the Film Studios utilising the the general power of competence in section 1 of the Localism Act 2011 which provides sufficient power for the Council to participate in the transaction and enter into the various proposed agreements, further support is available under Section 111 of the Local Government Act 1972 which enables the Council to do anything which is calculated to facilitate, or is conducive to or incidental to, the discharge of any of its functions, whether or not involving expenditure, borrowing or lending money, or the acquisition or disposal of any rights or property.
- 8.3 The legal process that has been identified in progressing the objective is by the Council making use of granting an interest by a long leasehold, which is proposed to be for 250 years. The use of a leasehold enables the Council as a landlord to govern more precisely over a period of time the use of the land by which the tenant of the land and other occupiers will be bound. This is because a lease enables a landlord to set both positive and negative requirements that is to say things that must be done, things which require the landlords consent and things that are not permitted.

8.4 As observed in para 6.3 of Commercial Implications there will be some land parcel re-arrangements that need to be effected together with a variation to the BDTP loan agreement, this is already accounted for.

8.5 **Best Consideration:** Strutt and Parker has been appointed to value the Dagenham East sites which are recommended to be disposed of by way of the grant of a long lease. Strutt and Parker will confirm that the Council has satisfied its duty to secure best consideration pursuant to section Section 123 of the Local Government Act 1972.

9. Other Implications

9.1 **Risk Management** - This is one of the Borough's highest profile projects and therefore has substantial reputational risk. Securing planning permission has substantially reduced delivery risk and means if Cabinet agreed to the land sale option it could move ahead swiftly. Due diligence work has been undertaken on the preferred bidder and their ability and capacity to build and run the studios. Significant work is underway to ensure that socio-economic benefits are realised.

The proposed option compared to self delivery has substantially reduced risks for the Council.

9.2 **Contractual Issues** – Long leasehold sales of land will require a range of documents to be completed.

9.3 **Staffing Issues** – To date work has been carried out by Be First as part of their remit. Be First would conclude the transaction whilst Film LBB and the Inclusive Growth team will be more heavily involved long term particularly on maximising socio-economic outcomes.

9.4 **Safeguarding Adults and Children** – The operation of the studios would require the operators to have policies and procedures in place to address any potential risks.

9.5 **Health Issues** – There are no specific health issues however the scheme will deliver a range of socio-economic benefits for the area and raise aspirations which are acknowledged as important determinants of health.

9.6 **Crime and Disorder Issues** – These issues were considered as part of the planning application for the site and one of the planning conditions is that the scheme will follow the SABRE security rating scheme including liaison with the Met Police.

9.7 **Property / Asset Issues** – The recommendation proposes a long leasehold sale of land acquired by the Council in recent years. The Council will retain the freehold interest. The Council has the ability to sell land

Public Background Papers Used in the Preparation of the Report: None

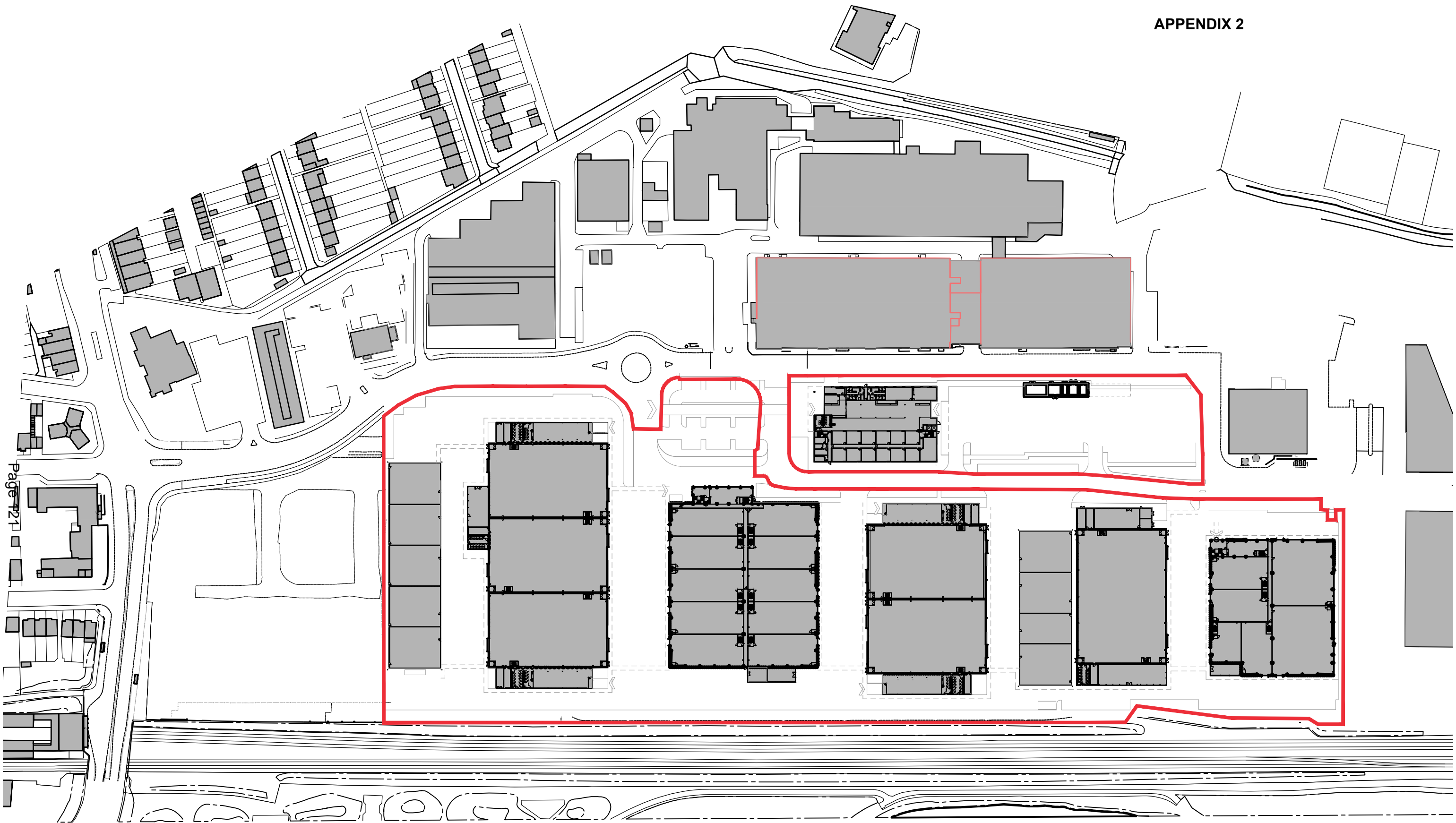
List of appendices:

- **Appendix 1:** Financial details (exempt document)
- **Appendix 2:** Film Studio land
- **Appendix 3:** Front site land
- **Appendix 4:** LEUK site to be acquired
- **Appendix 5:** Welbeck Wharf site

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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The contractor is responsible for checking dimensions, tolerances and references. Any discrepancy to be verified with the Architect before proceeding with the works. Where an item is covered by drawings to different scales the larger scale drawing is to be worked to.

CDM REGULATIONS 2015. All current drawings and specifications for the project must be read in conjunction with the Designer's Hazard and Environment Assessment Record

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Rev	Date	Description

Dwn	Ckd	Drawn	JH
		Checked	AW
		Date	09/09/2020
		Scale @ A3	1:1750

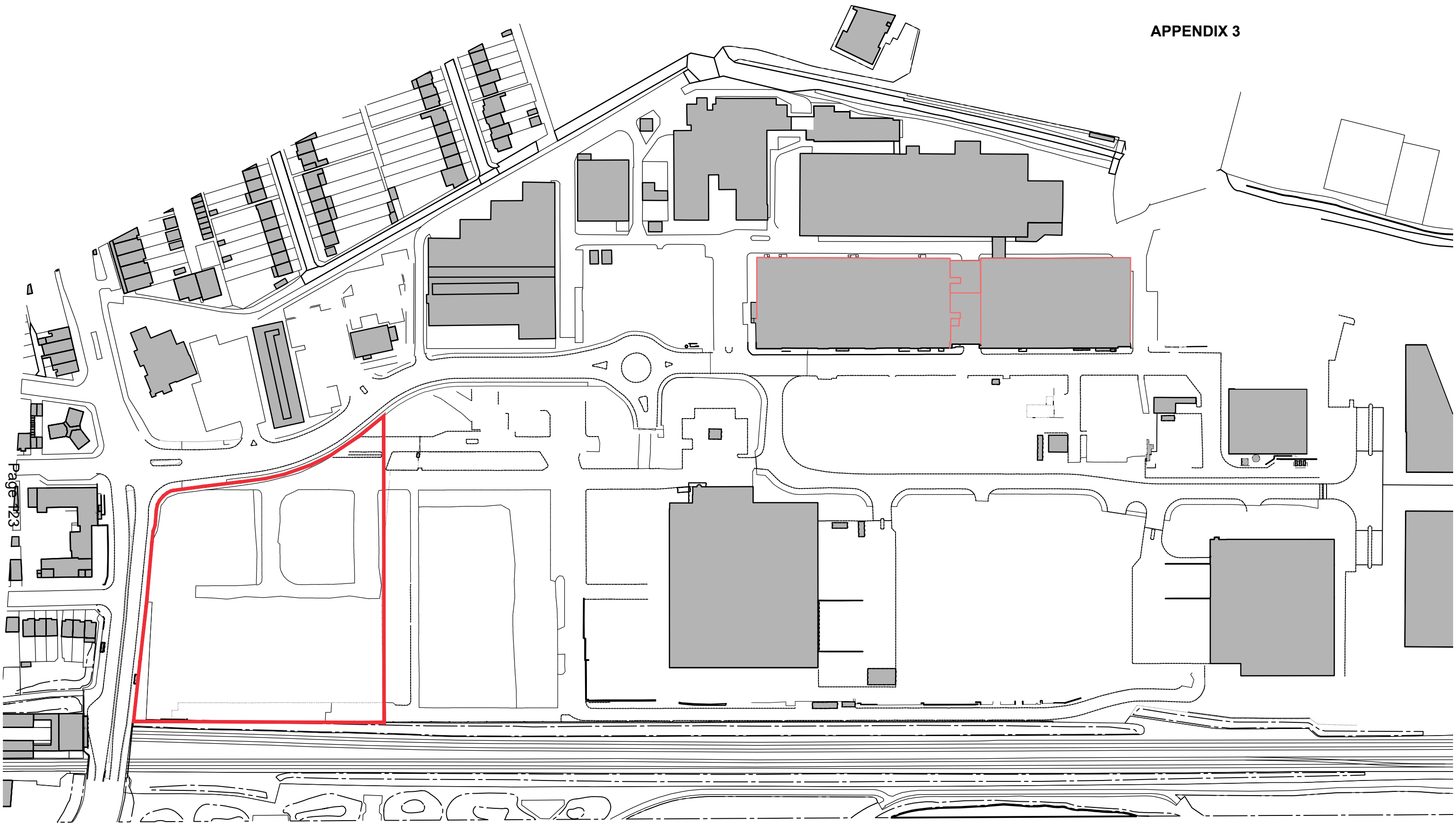
DAGENHAM STUDIOS
APPENDIX 2

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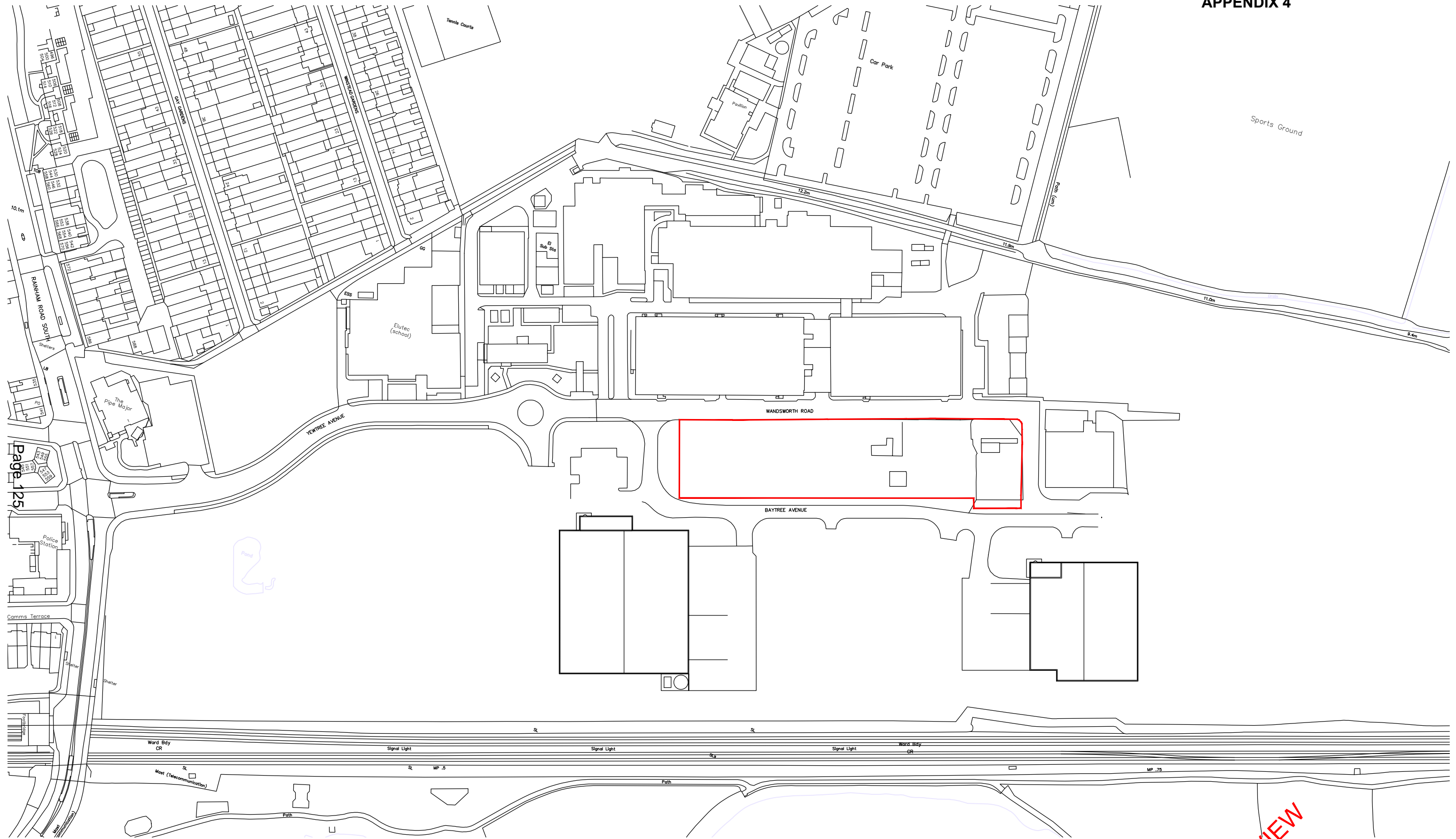
DAGENHAM STUDIOS
APPENDIX 3

2020 09 09 APPENDIX 3
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Rev	Date	Description
-	28.09.20	First Issue

Dwn	Ckd	Drawn	JA
JA	JH	Checked	JH
		Date	SEPT 2020
		Scale @ A3	1:2000

DAGENHAM STUDIOS
Diagram 1a
LEUK Land

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REV /
FOR LAND REGISTRY

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Welbeck Wharf

Area: 3.701 ha (9.15 acres)



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CABINET

20 October 2020

Title: Barking Town Centre Regeneration Strategy 2020-2030	
Report of the Cabinet Member for Regeneration and Social Housing	
Open Report	For Decision
Wards Affected: Abbey and Gascoigne	Key Decision: Yes
Report Author: David Harley, Head of Regeneration, Be First	Contact Details: E-mail: david.harley@befirst.london
Accountable Director: Ed Skeates, Development Director, Be First	
Accountable Strategic Leadership Director Graeme Cooke, Director of Inclusive Growth	
<p>Summary</p> <p>Barking Town Centre is one of the Borough's key growth areas and the main town centre for the Borough. Town centres/High Streets were facing unprecedented challenges even before Covid-19 and the virus has impacted the very reason for town centres' existence - where people gather for a wide range of activities. A vibrant, successful Barking town centre is essential for the wider borough regeneration plans and it is clear that adaptability and resilience are key to achieving this.</p> <p>Be First was tasked with producing a new Barking Town Centre (BTC) Regeneration Strategy (Appendix 1) which sets out a clear vision for the town centre and a delivery plan highlighting the tools and interventions different partners would take to deliver the vision.</p> <p>The Strategy includes a delivery plan and a strong governance arrangement to ensure its delivery. The work on the strategy follows on from both a series of masterplans for specific parts of the town centre and a short independent panel investigation into the future of BTC which set out various recommendations. The strategy co-ordinates different workstreams alongside the development of the Local plan into a comprehensive approach. The Strategy identifies three strategic priority interventions to deliver transformational change although recognising they are not the easiest or quickest schemes to deliver. The three priority strategic interventions are:</p> <ol style="list-style-type: none"> 1) A unique and transformational Food hub linked to the City of London Wholesale markets returning Barking to its historic prominence for food and trading; 2) Improving the poor first impression the station gives of Barking into a welcoming gateway to the town centre; and 3) Intervening to take forward the first phase of the Vicarage Field redevelopment as a key catalyst for high quality change. <p>Alongside the three priority projects, the Strategy summarises a programme of crosscutting interventions and links to the Gascoigne Place-making Strategy. The</p>	

crosscutting programme will complement the three priority projects and deliver a holistic regeneration for BTC.

Recommendation(s)

Cabinet is recommended to:

- (i) Approve the Barking Town Centre Regeneration Strategy 2020-2030 as set out at Appendix 1 to the report;
- (ii) Delegate authority to the Director of Inclusive Growth, in consultation with the Cabinet Member for Regeneration and Social Housing, to agree any relevant updates and minor amendments to the 10-year Strategy; and
- (iii) Agree the new governance / partnership working structure to support the delivery of the Strategy, as detailed in paragraph 3.1 of the report.

Reasons

- To support the regeneration of the Borough's main town centre delivering a range of Borough manifesto objectives.
- To support the delivery of those objectives linked to the regeneration of the Town Centre in the Council's emerging Inclusive Growth strategy, and particularly those objectives linked to the overall aspirational and resilient neighbourhoods theme.

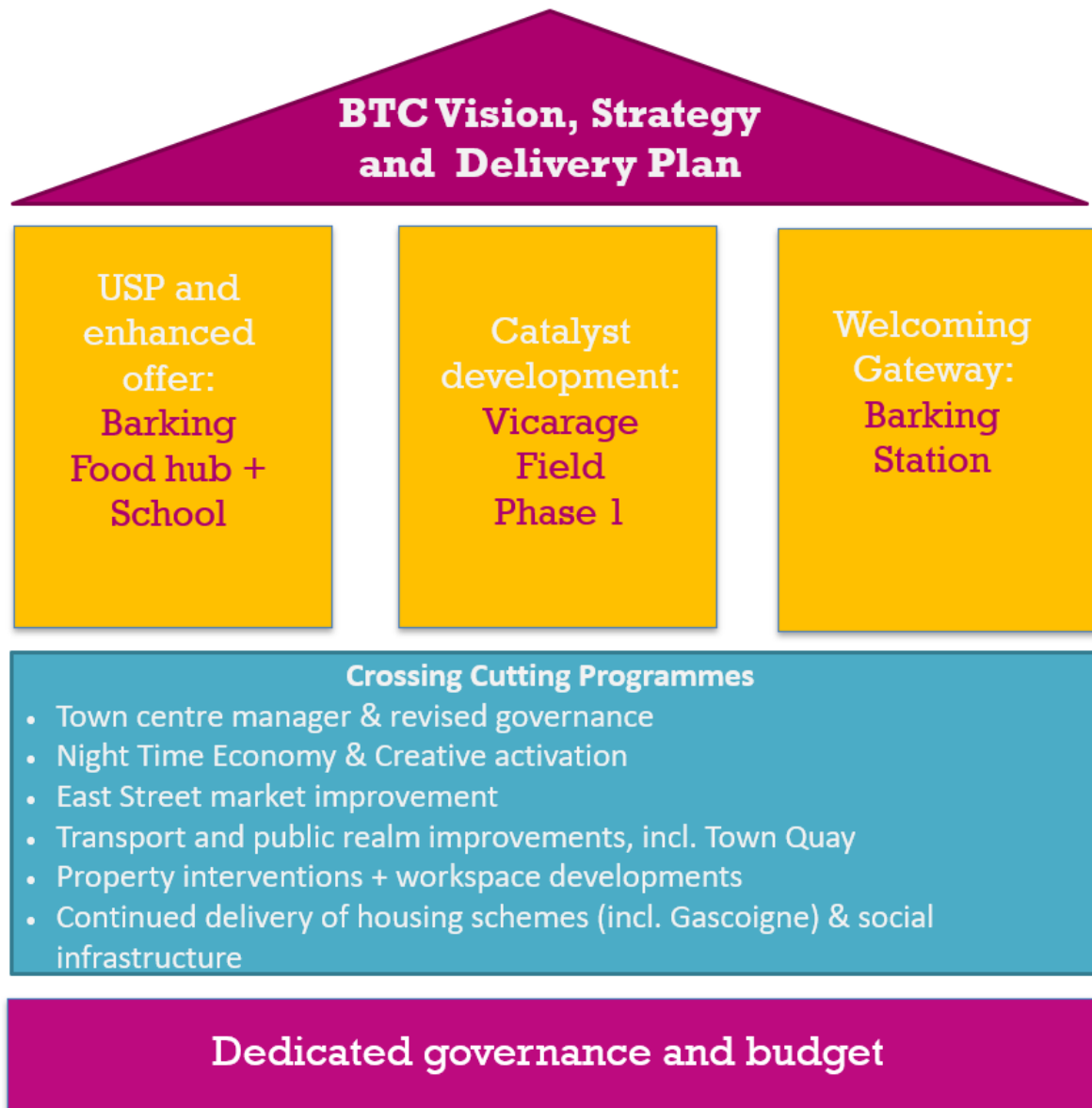
1. Introduction

- 1.1. The future of town centres/High Streets is a key national talking point with many agreeing that Covid-19 has intensified the challenges that town centres were already facing. Barking town centre is central to the Borough's whole inclusive growth and regeneration agenda. Whilst many town centres are struggling nationally, Barking Town centre has significant strengths and opportunities which can be harnessed. Particularly as we emerge from covid-19, the time is right to establish a strong, clear vision for the next 10 years and to produce a strategy and associated governance structure to deliver it.
- 1.2. Last year a panel of independent experts on town centres gave their thoughts on the future of Barking Town centre. They were impressed by the range of activity underway and the strong opportunities available. They produced recommendations which have fed into the development of a new BTC strategy.
- 1.3. The Barking Town Centre Regeneration Strategy and Delivery Plan (the Strategy), forms part of the Council's Inclusive Growth Strategy, providing a framework to enable everyone invested in Barking & Dagenham to work with us to establish a productive mixed community that will thrive today and for years to come.
- 1.4. Following London Councils' 'Restore' 'Retain' 'Reinvent' focus for Town centres and Covid 19, a strategy and action plan (including media campaign) is in place for the first two elements whilst the BTC Regeneration Strategy as set out in this report addresses the third and aims to inspire confidence in Barking's future at a time when morale may be low.

- 1.5. The Strategy draws on substantial research and analysis, such as the Barking Civic Centre Masterplan, and was developed through intensive engagement with various internal departments. Feedback from local residents through the Borough&me consultation, held in early 2020, also informed the strategy. It aligns with the forthcoming Inclusive Growth Strategy. While people are generally positive towards the Barking Town Centre especially the market, they have expressed desire to see more cultural offering, youth provision and a variety of retail offer, in addition to the safety and cleanliness concerns.
- 1.6. Whilst the future of town centres and High Streets is uncertain there is a strong consensus that future successful high streets will be more compact, with a stronger and broader range of uses, including living, working, shopping, leisure, eating and drinking, culture, learning and local services in an environment and sense of place that makes people want to spend time there. Adaptability and resilience are seen as key to the future of town centres.
- 1.7. Barking Town Centre is seeing significant new home building by the private sector (notably Ecoworld, Countryside, Weston Homes and Aberdeen Standard) but also major Be First schemes including Crown House and the transformation of the Gascoigne. Continuing to deliver new homes is a key part of the strategy and with an additional c 5,000 new homes to be delivered it is essential the town centre itself reflects this investment as the means of ensuring inclusive growth. The strategy sets out the tools and interventions to achieve this.
- 1.8. We would like to see Barking Town Centre reinvigorated as a thriving 21st Century Town Centre, with an intensified range of activities and uses to support existing and new communities. It will draw on its rich history and heritage especially in food and making and reveal and restore existing positive characteristics. Through building on these strong elements of culture we will make Barking more distinct and encourage engagement and pride by the community. The proposed vision for Barking Town Centre is:
- “A Town Centre where inclusive growth unlocks a new lease of life - a healthy, safe and sustainable place to live, work, learn, socialise, eat, shop and relax with great places to visit. A real destination, day and night with a strong sense of place and identity harnessing its physical assets and rich heritage. Markets, merchants, makers and more. Roding Riverside will restore the river’s importance to Barking, being the creative and cultural heart of Barking Town Centre, with new homes and jobs for local people.”*
- 1.9. The Strategy is underpinned by 6 objectives which set out a framework of interventions and to encourage experimentation and collaborations, with the long-term goal to create a more self-sustaining and resilient place. The six objectives are Creative & Active, Food destination, Place making, Sustainability, Economy and Opportunity sites.
- 1.10. There are a number of elements of work underway critical to the strategy. This includes Arup’s work on Transport Strategy set out below, the Town Quay vision and the Gascoigne Placemaking strategy. Although outside the town centre area, there will be alignment with Barking Riverside’s Place-making strategy over issues such as food.

2. Priority Interventions

2.1 It is clear that whilst a detailed comprehensive strategy setting out a wide range of interventions is necessary, there are three specific priority interventions which are central to delivering the transformational impact.



2.2 Barking Food Hub/destination

2.2.1 Food plays an important role in many people's economic and social lives and is a critical part of the London economy. Indeed, in the Mayor of London's 'London Food Strategy' published in December 2018, it recognises that "the food sector is a great route to work and skills development. There are more and more ways for entrepreneurs to enter the sector – from street food through to community growing." However, there are some acute and specific challenges faced by the industry, such as the shortage of skilled staff and lack of suitable work and serviced kitchen space leading to high start-up cost. The Food sector in the Borough will be transformed with the proposed relocation of the famous City of London wholesale markets (Billingsgate, Smithfield and New Spitalfields) to Dagenham Dock.

- 2.2.2 In Barking and Dagenham, food offers many opportunities from the improvement to residents' health, establishing pathways for residents to gain skills and employment, to playing a key role in bringing the diverse communities in LBBDD together. In Barking Town Centre (BTC), there is a clear need to improve food and drink offer (including the night-time economy) as part of the growth as well as commercial space to support local SMEs. Through the Every One Every Day programme, a significant numbers of food and retail focussed SMEs have, emerged with potential for further growth and in need for suitable retail and workspace. In addition, there are emerging local sustainable food activities and movements, such as the Good Food Collective led by Company Drinks (a local food social enterprise).
- 2.2.3 The proposed Food Hub presents a great regeneration opportunity for the borough to develop a best-in-class food offer to local residents and visitors complementing the new wholesale market, providing access to affordable healthy food, and provide new jobs to people from all backgrounds, as the food sector is one of the most inclusive and accessible sector. The Food Hub would consist of individual trading units for food businesses (F&B offer but also offering deli style counters for market traders wanting a retail presence). There would be a shared dining area plus kitchen and office space for hire for food-based SMEs, which will be critical in supporting the growth and incubation of local food businesses. The business incubation programme delivered by Every One Every Day programme in the last 3 years, there were strong focus in food and retail driven by local residents' interests, and these local start-ups and businesses wishing to grow will be looking for such working and retail space.
- 2.2.4 In addition to the proposed Barking Food Hub, Barking Market plays an integral part for BTC to become a food destination. We will see the evolution of the market through the cultivation of healthy, independent, international food identity. This is a clear successor to the borough's rich history in fishing and making, but transcends to meet the modern and shared economy, as well as attuned to the needs and aspirations of the borough's young people.
- 2.2.5 East Street will be redeveloped as a centre for independent retailers with a focus on food and creative outlets, to complement the delivery of the Barking Food Hub. Public realm and infrastructure improvement are required with a special focus for a new food quarter at Short Blue Place/in front of former Magistrates Court, as well as place marketing tied to the development of the Barking Food Hub and promoting local sustainable food sector.

2.3 Vicarage Field

- 2.3.1 Vicarage Field is the highest profile development opportunity in the Town Centre. It has secured outline approval for a scheme which is well known locally and regionally. A successful scheme would contribute substantially towards delivering the vision. Similarly, any failure for the scheme to progress would have a negative impact on the town centre. The phasing of the scheme is critical along with ensuring there are strong active meanwhile uses on undeveloped phases once the centre has been demolished. Whilst the Council is the freehold owner of the centre the key organisation that can enable delivery is the leaseholder owner Lagmar (Barking) Ltd – an entity of Benson Elliot (BE). The first stage of progressing the scheme is moving forward with the Compulsory Purchase Order – it has Cabinet

approval but has not started as the Indemnity agreement covering the funding will only be signed once the development agreement is in place.

- 2.3.2 Be First has been working with BE on establishing a structure where phases are drawn down making it more deliverable (including enabling other organisations to bring forward phases). It also includes long stop dates to give some level of control however ultimately the timetable for moving forward would be determined by market conditions. Heads of Terms of the Development Agreement have been agreed and detailed drafting has commenced.
- 2.3.3 Phase 1 is only a relatively small part of the scheme (26 homes out of 850) however it is the high-profile plot facing the station which should catalyse change and encourage further investment. Phase 1 requires the use of CPO powers to acquire the necessary interests. Phase 1 can be delivered leaving the shopping centre in place. However, Phase 2 would require the complete demolition of the centre. The emerging Strategy recognises that this will leave large plots of vacant land in the town centre for a number of years – this could be very negative but if considered well it can provide opportunities for interesting meanwhile uses. This forms a key part of the BTC strategy.

2.4 **Barking Station**

- 2.4.1 Barking station is the key gateway into Barking Town Centre and it is widely acknowledged to give a poor first impression. Numerous surveys have shown many people feel the environment is threatening, particularly in the evening. This is despite a number of factors which usually contribute to a feeling of safety - busy, well lit, large pavements - being in place. The poor first impression is made up of three different elements. This includes the station itself which, although a Listed Building, its architectural merit has been diminished by poor quality internal additions, bad signage and limited maintenance. Secondly, the public realm outside the station with dominance of buses and bus queues and thirdly, the parade of shops opposite the station – both a number of the uses and the appearance.
- 2.4.2 The solution will require a number of steps. The first priority is getting C2C to implement the internal station works which they have secured planning approval for. This will address a number of practical issues (more ticket barriers, more circulation space etc) but also improve the look and feel of the station. Covid-19 has obviously seriously impacted on rail companies' viability (and of course TfL's) and there will be a need to reassess the position in due course. Improvements to Barking station are not just critical to Barking Town Centre but to other developments in the Borough (such as Barking Riverside and Beam Park) as well as developments further east along the C2C lines due to Barking station's nature as an interchange. Potentially funding to cover the improvements needed for capacity may support broader physical improvements.
- 2.4.3 Later this year it is proposed to restart the Station Masterplan work looking at the wider station area and the opportunities available. Be First is specifically working on schemes exploring the potential of bringing forward the Trocoll House and Roding House schemes either side of the station.
- 2.4.4 A particular challenge is that Station Parade in front of the station is a bridge over the railway lines and in the short term cannot accommodate additional weight

including trees. The bridge will need significant investment within the term of the strategy.

3. Crosscutting Programme

3.1 Governance/Partnership Working

- 3.1.1 For the vision to be successfully delivered it needs the active support of town centre stakeholders and a clear governance structure in place to ensure the required actions are implemented. This requires strong leadership at strategic level but also given the clear importance of issues like safety and cleanliness to a successful town centre, there needs to be a strong day-to-day operational focus. A number of town centres address this through Business Improvement Districts (BIDs) where stakeholders come together to provide strategic oversight and the views of businesses and appoint specific staff such as a town centre manager. It is recognised a formal BID in Barking is unlikely at the moment due to lack of private sector interest and the limited funding it would secure. However the proposed Governance structure aims to replicate the best elements of a BID.
- 3.1.2 It is proposed to engage and involve stakeholders with a strong interest in town centre. This includes private housebuilders/PRS providers who often have a strong interest in vibrant successful town centres for their residents. A quarterly Town Centre Stakeholder meeting is proposed to keep stakeholders engaged and encouraged to deliver their actions and contribute resources. The aim being to at least secure the annual funding for a new Town Centre manager role from these stakeholders.
- 3.1.3 A new Town Centre manager will assist with the co-ordination of Council activities (waste/cleansing, enforcement, the market, Highways, trading standards etc) and be the interface with businesses. As such, the role will address the day to day issues and feed in the views of businesses to the strategic approach recognising that, over time, the nature of businesses and the key issues will change. The scope to utilise the first six months of this role as a Covid-19 recovery role utilising Government grant is being explored. In the past it has always proved extremely challenging to engage town centre businesses in a regular meeting due to their shortage of time. The Town Centre manager would enable greater face to face contact with businesses understanding the key issues, concerns and opportunities and feeding this back to the strategic groups.
- 3.1.4 The Town Centre manager would sit within Be First and report to the Head of Regeneration who would take the senior-level role engaging with stakeholders and driving delivery of the strategy.
- 3.1.5 The Strategy sets out proposals to support local placemaking champions and it will be important to ensure this group feels supported but not necessarily requiring them to be involved in the governance structure unless they wanted to be.
- 3.1.6 Alongside the quarterly Stakeholder meeting, there would be a small focussed monthly Barking Town Centre Strategy group which provides the strategic direction and monitors progress. This would involve key people at Be First and the Council and the Portfolio holder. This Group would provide updates to Members briefing, Corporate Strategy Group, Be First Board etc as requested.

3.1.7 In addressing day to day issues there is already a fortnightly meeting of key Council officers and the Police. The new Town Centre manager would attend this meeting ensuring greater co-ordination and that the group's work aligns with taking forward the strategy.

<p>Barking Town Centre Strategy group (new)</p>	<ul style="list-style-type: none"> • Monthly • Strategic steering group • Senior reps from Be First, LBBD and Cabinet Member for Regeneration and Social Housing
<p>Barking Town Centre Stakeholder meeting (new)</p>	<ul style="list-style-type: none"> • Quarterly • Promoting collaboration and contributions, information sharing • Support funding for an ongoing TC manager role
<p>Barking Town Centre team meeting (existing)</p>	<ul style="list-style-type: none"> • Monthly • Discuss operational issues and feedback from businesses • Attended by officers from operational teams, Police and TC manager

3.2 Funding Streams

3.2.1 The Strategy is rightly ambitious however a key challenge to implementation is funding. A key part of the governance structure and Town Centre team's work will be seeking to ensure a watching brief over funding opportunities and having draft bids ready which can be developed as required to meet the funding criteria. There are various existing funding streams however it is recognised in the current climate and high-profile nature of High Streets that there may be additional funding streams coming forward from national and regional government.

3.2.2 In nationwide competitive funding streams, Barking Town Centre's relatively low vacancy rate and strong footfall mean it is challenging to deliver projects which can improve those key metrics. Similarly, the Government's emphasis on the Midlands and North of England make London bids more difficult. As such the focus of any bid should be ambitious and unique showing how we can 'reinvent' the High Street. The opportunities around food and our unique position are therefore likely to be the key focus of any such bid.

3.3 Transport Improvements (including parking)

3.3.1 ARUP have been appointed to produce a BTC Transport Strategy (to inform Be First and the Council's work/strategies rather than being a public document itself). Whilst looking at the whole town centre, nine focus areas are identified for specific work to propose solutions to the existing challenges. The work also includes a Town Centre Parking strategy.

3.4 Property Interventions

- 3.4.1 The Council has some land ownership in the town centre however the main retail and commercial areas of Barking town centre are in diverse and fragmented ownership. It is recognised that fragmented ownership and ownership by landlords with limited interest in town centre prevents town centres thriving and that the most successful town centres/High Streets are where there is a dominant landlord or landlords with clear vision. Indeed, across UK, Towns slow to adapt, especially with a lack of a strong local economy, often see detrimental impact and decline. The Covid-19 crisis may present new opportunities and strengthen the case for investment. We may see more property owners wanting to sell assets, presenting acquisition opportunities, there are predicted shift towards local town centres due to the lock down and the long-term impact from changes in working pattern.
- 3.4.2 There are two elements to property interventions proposed for the strategy – new acquisitions and use of existing Council assets.
- 3.4.3 Regarding the former, the strategic interventions will follow principles governing the Council’s investment in commercial property. Clearly any purchases will go through Investment Panel and Cabinet in the usual way.
- 3.4.4 Regarding the latter, an asset management strategy is required enabling active curation and value enhancing initiatives. These will require participation across key Council departments, especially in developing adaptive relationship between the Council’s My Place team, Inclusive Growth team and Be First. This model will allow the Council to share the benefits generated by successful place-making - the generation of social-economic value and the likely land value uplift, in addition to the influence over place-making decisions. The Council can also look at how best it utilises its own property assets and in some cases not necessarily go for the highest immediate rent generating use but something that has broader long term benefits for the town centre in terms of improving the overall offer. This is exactly what dominant landlords do to improve areas and their long term prosperity. This also aligns to social value lease work being progressed, in line with the adopted social value policy in May. As such the Town Centre Strategy Group (with My Place represented) will have a custody role and be informed of any Council property in the Town Centre becoming vacant and make the decision on its best use in terms of delivering the strategy.

4. Financial Implications

Implications completed by David Dickinson, Investment Fund Manager.

- 4.1 Appendix 1 contains a draft Regeneration Strategy for Barking Town Centre. It sets out a vision and delivery plan to achieve it. The strategy recognises not every project is funded and that additional funding would need to be secured to deliver the full vision. Any new projects would need to secure relevant approvals where the Financial implications will be set out. The strategy itself has been produced by Be First within existing staff resources.

5. Legal Implications

Implications completed by Dr Paul Feild Senior Governance Solicitor

- 5.1 The Barking Town Centre Regeneration Strategy is led by the Council's regeneration Company Be First and sets out a plan to regenerate the Town Centre by taking on three specific interventions relating to food, transport links and the Vicarage Field covered shopping precinct. The Council has the powers to set and implement the vision as a local authority and a local planning authority, including the general competence power under section 1 of the Localism Act 2011.
- 5.2 The Report at paragraph 3.1 explains the governance process. It takes the approach of a Business Improvement District but attenuated to take account of local factors to ensure both accountability but also stakeholders and community interests. As explained in the report a vibrant town centre requires commitment by partnership working and not least with the Police and transport hub operators. This is reinforced by timed quarterly, monthly and fortnightly liaison meetings to ensure the delivery of the strategy is on track and concerns are nipped in the bud.
- 5.3 In the development and application of the strategy due regard will be made to ensure that human rights are respected and full commitment to the public sector equality duty as required by the Equality Act 2010.

6. Other Implications

- 6.1 **Risk Management** - The key risk is that the Strategy is not successfully implemented and that the vision is not achieved. The risk will be mitigated by the governance structure proposed which will monitor progress. Additional funding is required to deliver the full vision

Individual projects within the strategy will have their own risk register.

- 6.2 **Contractual Issues** - This report is not requiring any contractual relationships. Individual interventions will require these but will be subject to their own approval processes.
- 6.3 **Staffing Issues** - The Strategy has been produced and will largely be delivered by Be First on behalf of the Council.
- 6.4 **Corporate Policy and Equality Impact** - The Strategy aligns to LBBD Corporate Policy, the Borough Manifesto and the forthcoming Inclusive Growth Strategy.

The Strategy recognises the diversity of Barking Town Centre and the objective of 'No-one left behind.' An Equality Impact Assessment has been conducted on the strategy as a whole with positive impacts upon the protected characteristic groups outlined in the Equality Act 2010. It will be monitored via the new Strategy group. Individual projects where relevant will be subject to their own EIA.

- 6.5 **Safeguarding Adults and Children** - The Strategy aims to reduce inequalities.
- 6.6 **Health Issues** - The vision includes reference to creating a healthy place with a strong focus on healthy food, supporting walking and cycling and quality green

spaces. There are a number of specific projects which will support improving health outcomes.

- 6.7 **Crime and Disorder Issues** - The strategy recognises the importance of addressing crime and ASB in creating a town centre where people want to spend time.
- 6.8 **Property / Asset Issues** - The strategy recognises the role that property ownership plays in delivering the vision. It sets a framework for intervention however any specific property/asset purchases would be subject to individual Investment Panel and Cabinet approval.

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

- **Appendix 1:** Barking Town Centre Regeneration Strategy 2020-2030

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Barking Town Centre Regeneration Strategy 2020-2030



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The future of town centres is a topic of national debate with Covid-19 hastening the long term change underway. Barking town centre is central to the Borough's regeneration ambitions and has significant strengths and opportunities which can be harnessed. With a record number of cranes in Barking, the town centre is changing fast and now is the ideal time to set out a clear vision with a strategy and delivery plan to unlock the full potential and achieve a model of inclusive growth.

Footfall in Barking is predominantly from a local catchment area and Covid-19 has further increased the emphasis on local activity. There is a lot of attention being paid to the concept of the '15 minute city' where everything needed for a great quality of life - work, learning, culture, retail, food and drink, parks etc - is within 15 minutes walk. The strategy aims to deliver this and ensure Barking town centre becomes the destination for new residents of Barking Riverside and other developments as well as continuing to attract existing residents.

Barking has a fascinating but little known history and a strong sense of place - the strategy aims to enhance this. The River Roding was central to Barking's formation and history but had been neglected for decades - the River will once again be restored to prominence. Abbey Green, Barking Park and Greatfields park are superb green spaces and these will be enhanced and connected with new smaller parks, green links and riverside walkways as part of a wider focus on sustainability and improved quality of life.

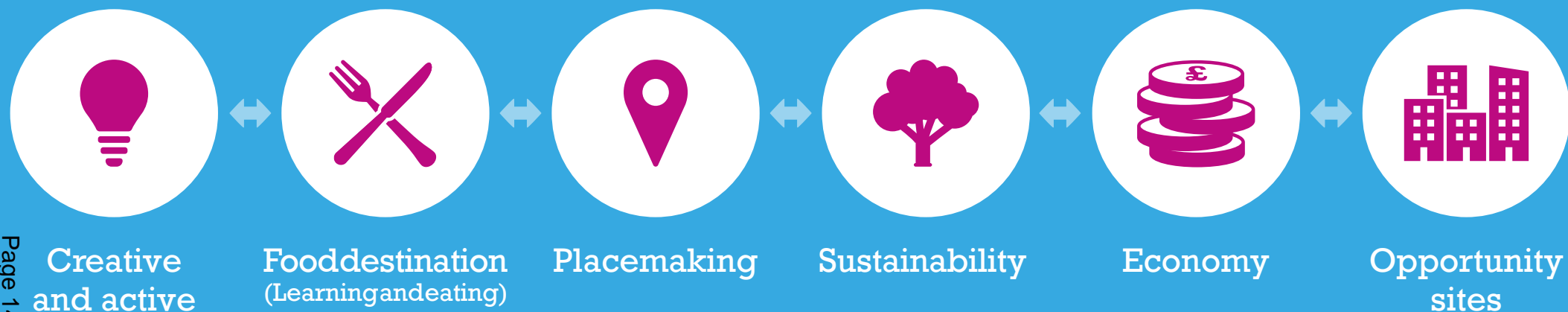
Art and culture are central to the strategy with innovative schemes such as A House for Artists and the Three Sixty space building on the strong foundations of the Ice House Quarter and long standing Barking organisations such as Studio 3 Arts and the Broadway theatre.

The Gascoigne Estate forms a substantial part of the south of the town centre and is undergoing transformation. This strategy aligns to the Gascoigne Place-making Strategy with its ambitious proposals.

The London Borough of Barking and Dagenham has a strong inclusive growth agenda and through Be First is willing to actively intervene to deliver regeneration. Significant work is already underway and the strategy sets out ambitious plans - inevitably some interventions will require additional funding to be secured and may take longer to deliver but no apologies are given for aiming high.

Barking has a range of well established and newly formed community focused groups, organisations, CICs and Trusts and the strategy aims to enable and facilitate activities by these bodies in line with the shared objectives. One of the challenges of producing a strategy for an area as rich in activity and potential as Barking is ensuring everything is included. We recognise not every great initiative underway or planned may be included however the delivery plan will be a living document, on-line and regularly updated.

The strategy sets out six inter-related objectives which categorise an ambitious package of activities and interventions. The objectives are:



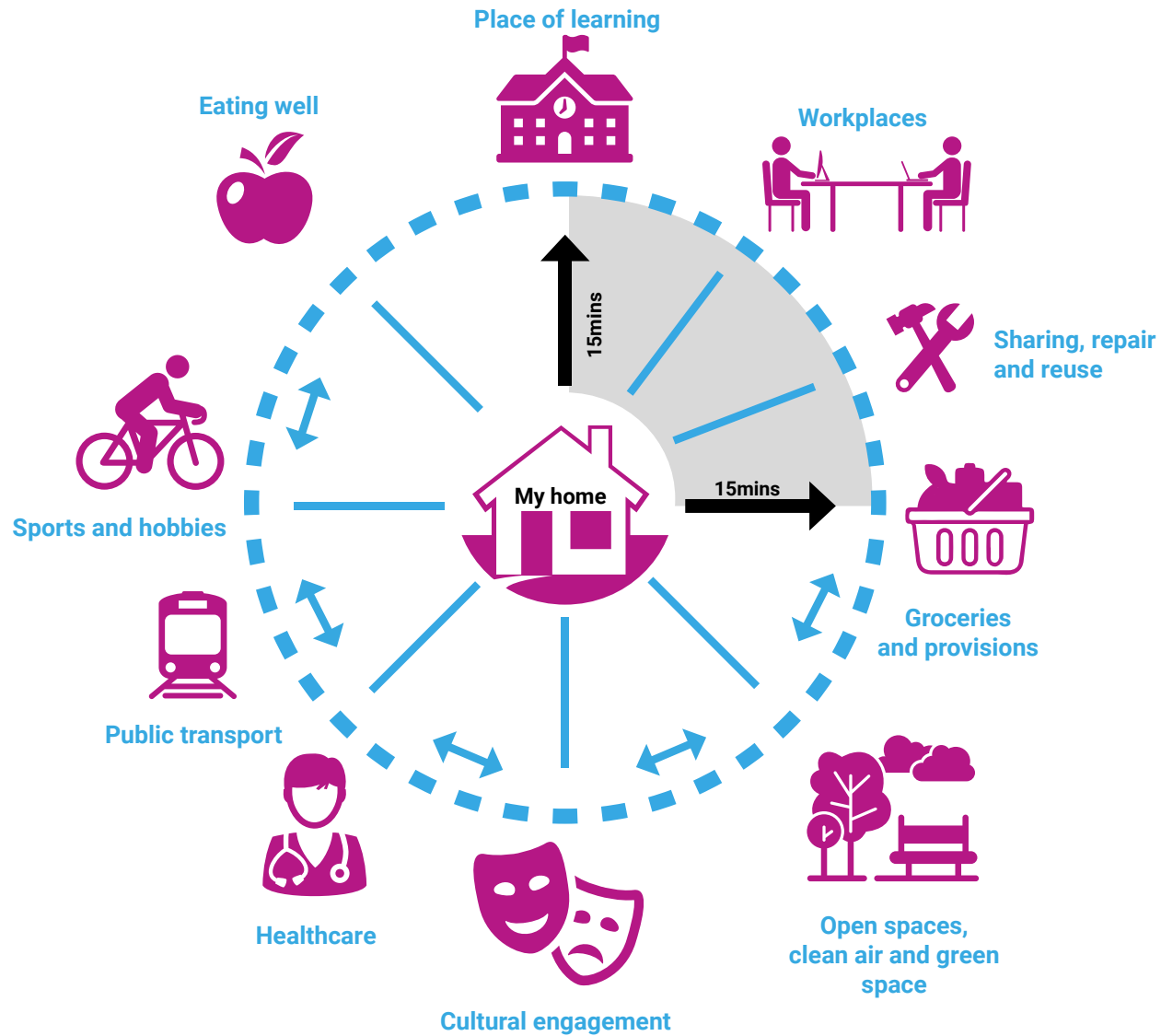
Whilst the strategy identifies a huge range of interventions, and the importance of small community led grassroots level activities should not be underestimated, three key strategic interventions which will have the most significant transformational change are prioritised.

1. A unique and transformational food hub/college linked to the City of London wholesale markets returning Barking to its historic prominence for food and trading
2. Improving the poor first impression the station gives of Barking into a key welcoming gateway
3. Intervening to take forward the first phase of the Vicarage Field redevelopment as a key catalyst for high quality change

Finally, the importance of engaging and involving town centre stakeholders, businesses and residents is recognised alongside addressing day to day issues such as cleanliness, anti-social behaviour and safety. Many town centres have Business Improvement Districts (BIDs) to support this activity - the strategy sets out proposals to replicate elements of a BID to ensure these issues are addressed.

Barking town centre has superb potential and we hope you want to work with us to ensure the potential is delivered and that Barking becomes a model of how to achieve inclusive growth.

The 15 minute city



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The Council recognises that town centres play a crucial role in the regeneration of the borough. High streets contribute positively to community cohesion, they ensure access to local services as well as public spaces and facilities, and importantly, they promote business growth and local employment.

The council has therefore developed this Barking Town Centre Regeneration Strategy 2020-2030 (the strategy) in response to the changing socio-economic trends and local resident and business communities' aspirations in order to help define what should be the future of Barking town centre to create a successful and resilient place and economy that benefits local people.

The strategy sets out the Council's vision for Barking town centre (BTC), underpinned by key objectives and a delivery plan. The strategy forms part of the Council's Inclusive Growth Strategy, and draws on various relevant studies, most notably the Barking Town Centre Panel report (ARUP, 2020) and Barking Civic Centre Masterplan (Peter Bishop, 2019).

The key measures of success, aligning with Borough Manifesto, are:

- better performance of business and growth in investment and jobs
- improvement in health and well-being
- improvement of safety and perception of safety
- improvement in business satisfaction rates
- increased residents' use of town centres and improved satisfaction rates
- improvement in green infrastructure and recycling and waste management







Town centres and high streets provide significant socio-economic value and serve vital functions to local communities. However, town centres currently face many challenges that have threatened their existence and health, which then have knock on impact on local communities. Covid-19 has further intensified the challenges that town centres were already facing.

The changing context facing UK town centres and high streets include:

- changing consumer behaviour and rise of internet retailing (1% in 2000, 20% in 2018 and 30% in 2020)
- loss of chain stores – with those remaining mostly not looking for new locations
- more recent closure of large restaurant chains
- business rate threats to small businesses
- AI and automation affecting employment opportunities
- growth of ‘experiential’ retailing
- changing nature of work
- air pollution and climate emergency
- impact of office to residential Permitted Development rights
- austerity and Brexit impacting economy and businesses, particularly small and medium sized enterprises (SMEs)

Barking has seen considerable changes since the 60s, yet even bigger change is coming. Its community is an exciting, dynamic, multicultural one that is set to continue to change and become more prosperous over the next two decades (see appendix 1 for a snapshot of the regeneration timeline of Barking town centre so far).

The impact of COVID-19 has significantly damaged and put pressure on our local town centres. Aligning with London Councils’ ‘Restore, Retain, Reinvent’ focus for town centres and Covid-19, the Council has already undertaken a programme of works for the first two elements whilst this strategy will seek to address the third and aims to inspire confidence in Barking’s long-term future.

Whilst the future of town centres and high streets is uncertain there is a strong consensus that future successful high streets will be more compact, with a stronger and broader range of uses, including living, working, shopping, leisure, eating and drinking, culture, learning and local services in an environment and sense of place that makes people want to spend time there. Adaptability and resilience are seen as the keys to the future of town centres.

This strategy is based on substantial research and analysis. Below is a summary of the evidence base documents that together provide a robust basis for the strategy and project interventions.

This strategy also complements the Council's Corporate Plan and emerging Local Plan.

- Working towards a future Barking town centre - Renaisi, 2014
- Regenerating Barking Town Centre - Peter Brett Associates, 2016
- The Future of our Local Economy - GL Herne, 2017
- Future skills in Barking and Dagenham - SQW, 2018
- Roding Made (Creative Enterprise Zone bid) - DK-CM, 2019
- Barking and Dagenham Retail and Town Centre Study – Lichfields, 2019
- Barking Civic Centre Masterplan - Bishop Williams & DaeWha Kang Design, 2019
- Future of Barking Town Centre - Independent Panel report - ARUP, 2020
- High Streets & Town Centres Adaptive Strategies – GLA, 2020

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From January to February 2020, the Council consulted local residents on the Inclusive Growth Strategy through thematic (Homes, Jobs, Participation, Places) aspects and the seven areas of the borough, where one of them is Barking town centre and the Roding. More than 1,300 residents visited the online consultation platform and 254 residents were engaged face-to-face through 16 events. While people are generally positive towards the Barking town centre especially the market, they have expressed desire to see more cultural offering, youth provision and a variety of retail offer, in addition to the safety and cleanliness concerns. All the feedback has informed this strategy, to ensure it is grounded in local intelligence and that proposed changes respond to the needs of local people.

This strategy assesses the capacity and opportunities for change and proposes a programme of projects for future delivery. It includes both the hard and soft components: physical place-making (hard) alongside long-term cultural and community programming and activation (soft). Projects and interventions will need to be developed to a more detailed level, as well as assessed for their feasibility. Where we do not have the powers to directly effect change, we will use the powers we do have to influence that change. There will be ongoing discussions and engagement with residents, businesses and other statutory bodies and stakeholders as new projects and initiatives progress to delivery.



The strategy provides a framework to enable everyone invested in Barking & Dagenham to work with us to establish a productive mixed community that will thrive today and for years to come. The delivery plan provides an indication on how the Council look to deliver the vision. We will use the strategy and the accompanying documents to seek funding and resources, and to attract investment to the area. The strategy will be a consideration in planning matters but is non-statutory and therefore does not constitute policy or statutory guidance.

Vision and principles



Wholesale markets

The City of London's famous wholesale markets - Billingsgate (fish), Smithfield (meat) and New Spitalfields (fruit and vegetables) are proposing to co-locate at Dagenham Dock.

We are working with the City on unlocking the full potential of the food sector in the borough including an emphasis on Barking town centre.

The picture shows the Dagenham Dock scheme.

Vision for Barking town centre:

“A town centre where inclusive growth unlocks a new lease of life - a healthy, safe and sustainable place to live, work, learn, socialise, shop, eat and relax with great places to visit. A real destination, day and night with a strong sense of place and identity harnessing its physical assets and rich heritage. Markets, merchants, makers and more. Roding Riverside will restore the river’s importance to Barking, being the creative and cultural heart of Barking town centre, with new homes and jobs for local people.”

Barking town centre will be reinvigorated as a thriving 21st Century town centre, with an intensified range of activities and uses to support existing and new communities. It will reveal and restore existing characteristics and promote what is working well – including the market, the growing creative and making industries, heritage assets and green and open spaces.

Barking has a rich and dramatic history dating back centuries, with its long history of commerce and retail, as a bustling market town and a productive fishing industry serving the London population from 14th century. Barking has also gained an extraordinary mix of cultures with a good focus and balance on family and community life. We aim to build on those strong elements of culture that make Barking distinct, and as the means to actively encourage engagement and pride in the community.

Barking has a rich heritage in food; from its historical fishing industry, to the thriving street market and food and wholesale businesses to the south of the town centre today. Coupled with the potential brought by the planned relocation of the City of London wholesale markets to the borough, Barking town centre will see its evolution as London’s food hub, with its exciting food offer, pioneering industries and renowned quality skills offer, serving East London and the wider London economy.

By 2030, Barking town centre will be known as a place for its healthy, high quality food offer. Residents and visitors will come to Barking town centre to enjoy fresh healthy food as well as learning, experimenting and finding inspirations. It will also be a great place for businesses to thrive and start their businesses.



Crown House

Placemaking principles and concepts

The strategy is grounded in three main principles in order to sustain an authentic evolving place identity for BTC. They will guide a consistent approach across all projects and decisions.

Activation

Diversifying the range of activities beyond retail, celebrating and consolidating the civic and cultural role of Barking town centre

Promote **flexibility and adaptability** to curate a vibrant town centre e.g. through meanwhile uses and pilot projects

Improving **visitor experience** and sense of **safety** that's inclusive for everyone, investing in technologies and integrate play and creativity

Telling Barking's story

Celebrate its diverse culture and to engender **pride and interest** in a place in order to raise the confidence and aspirations of its people

Clear **sense of place** as a connected town centre as well as arrival at Barking Station

Highlighting and showcasing Barking's interesting **heritage**

Continue supporting **culture and creative** sectors, where food plays a key part

Champion borough-wide ambitions for **sustainability** in the town centre

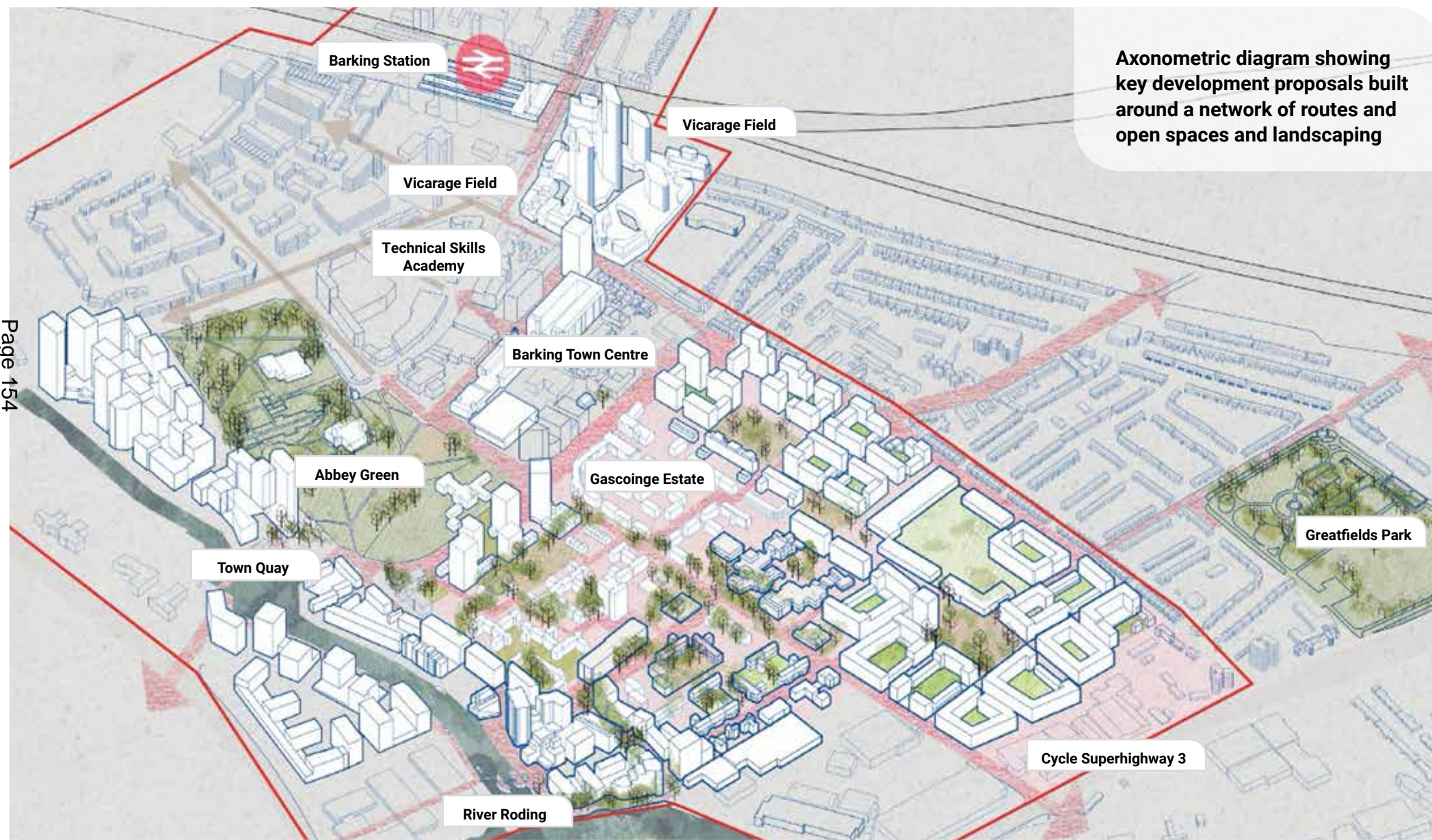
Building partnership

Continue with **strong leadership**, as well as promoting bottom up changes

Promoting **strong partnership** – public, private, businesses and community organisations working together, combining their resources, knowledge and expertise

Effective **community engagement** at every stage, co-production models used where possible

Create the right **policy environment** e.g. planning and licensing



Axonometric diagram showing key development proposals built around a network of routes and open spaces and landscaping

The principles are supported by the three concepts, which look to define the character of BTC and to communicate a vision which shapes them.

The concepts provide a development framework which will underpin how the area operates and the way it is perceived in the future. It defines public space design and layout, layouts of street networks, accessibility and connectivity of open spaces in order to enhance a sense of place and community. All of which should be supported by an innovative and pioneering approach to planning and exemplary architecture and urban design solutions.

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They reflect the four principles for design in the Civic Centre masterplan:

- vibrant
- inclusive
- healthy
- inspiring



Connectivity gateways

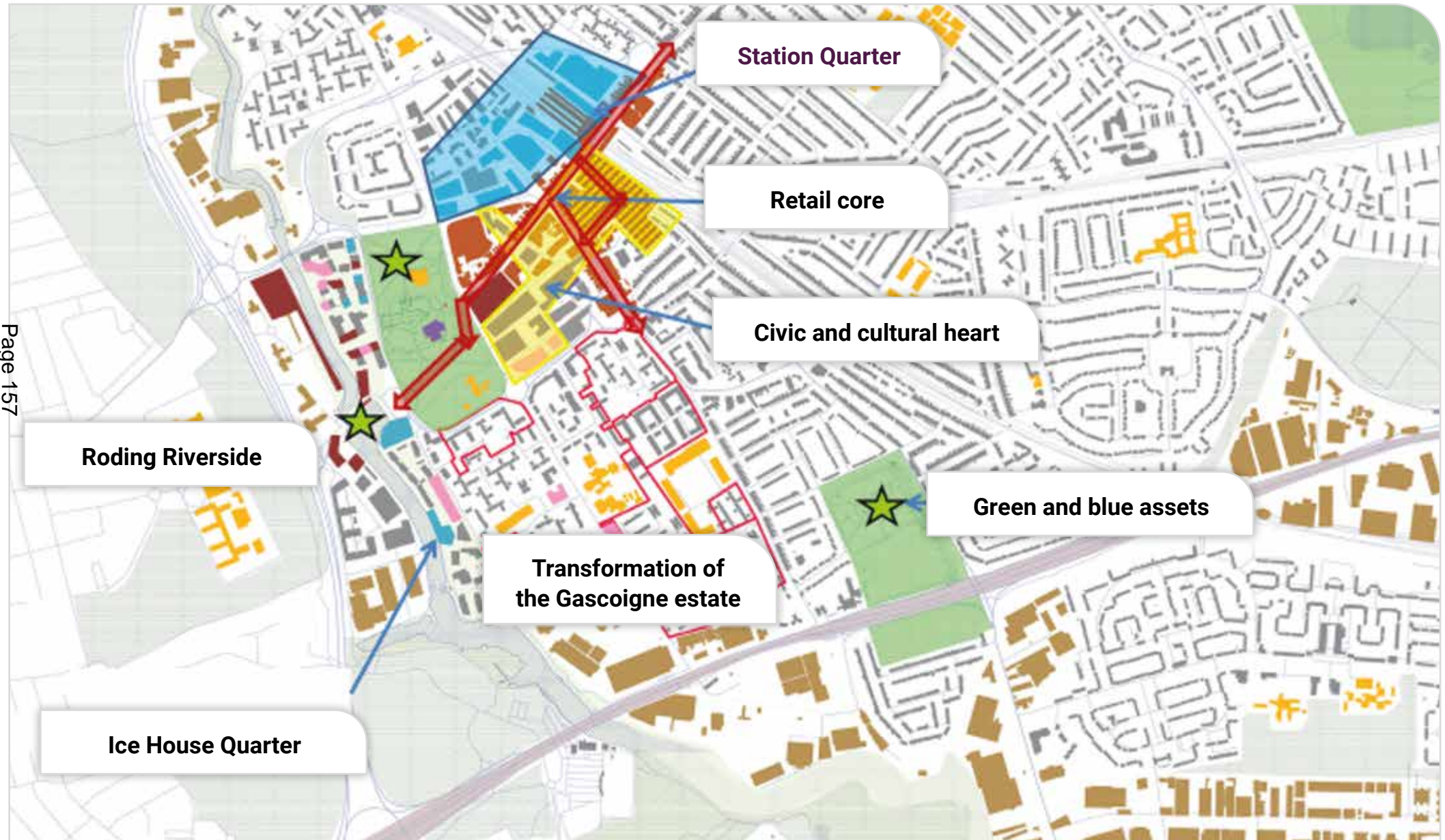
Creating intimate areas with a high degree of enclosure and continuous building frontage.

- Streets should be permeable, so people have a choice of routes between places, including direct routes for pedestrians and cyclists
- All streets must be pedestrian-friendly, providing choices for walking, cycling and dwell time

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A vibrant and multi-functional town centre







Our strategy's vision is underpinned by six objectives which aim to unlock the full potential of Barking town centre.

Objectives | Creative and active

Creative and active

“To make Barking town centre a lively, attractive place for people to enjoy and interact with strong sense of place, identity and history.”

A sense of community is at the heart of good placemaking. The objective aims to help communities share new experiences and to encourage existing and future communities in the area to come together in collective community spirit. It will spur opportunities for participation in inclusive local cultural activities in ways that build skills, employability, opportunities and social capital.

This objective takes a long-term view working with residents, brokering local partnerships with the cultural sector, building a bottom up approach to cultural activation and empowerment. There will be long term community engagement led by skilled artists empowering community members to have a voice and a role in their changing environment and fosters community relations. Developing community cohesion through activities and events can also help to create a stronger sense of place and identity for a local area, nurturing a sense of belonging, enhancing integration with existing communities and reducing social isolation.

BTC will become the place where the borough's diverse ethnic populations can articulate their

identity. There will be balance of early design intervention across the strategy's term: high quality artistic vision that creates benchmarks, which in turn creates the future spaces and time for bottom-up cultural activity led by local artists, residents, workers and visitors.

Based on the experience of other areas in London and globally, a unique identity is critical for any successful place, especially one placing creativity at the heart of their strategy – the importance of a cultural placemaking approach. One key aim in this objective is to change the perceptions of BTC and to cultivate a unique identity, celebrating its culture, heritage and assets. It is also important that creative practitioners are engaged and visible, that their activities help to transform public spaces and engender local buy-in toward this development of identity.

Leading to this is therefore the importance of nurturing its local creative economy. LBB's status as an unusually young borough, among other demographic shifts makes it unusually well-placed to capitalise on the rise of the creative economy, and indeed for that creative economy to activate and elevate the existing town centre's businesses and physical spaces.

The borough's young people have a dynamism and aspiration that will bring a new lease of life to the town centre. This objective aims to grow the local creative network to allow local artists and young people to access and generate creative enterprises

and space to express themselves.

The Council will also explore pop-up 'pod shops', which change regularly offering a range of display and experience for people to visit. Not only will these offer entrepreneurs a chance to start their own business, it will also encourage people to keep returning to the town centre, to see what new local things are available. With the highly entrepreneurial nature – often micro start-up operating in tight space shared space – this will intensify and add serendipity to the retail experience.

This aligns with the coherent identity and civic life objectives in the Gascoigne placemaking strategy.



Barking Bathhouse meanwhile use 2012

Objectives | Creative and active

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Placeshapers Barking

A recently established group of local residents and stakeholders established by Street Space interested in ideas to improve places and spaces in the town centre.

Image: St. Awdry's Walk artwork by Julia Forsman for Street Space.



Ice House Quarter

On the banks of the Roding and reflecting Barking's fishing heritage, the Ice House Quarter is now a key focus for creative industry space with the Quarter encompassing The Granary, The Malthouse, Ice House Court and recently completed Rivermill Lofts scheme offering affordable workspace for artists and craftspeople.



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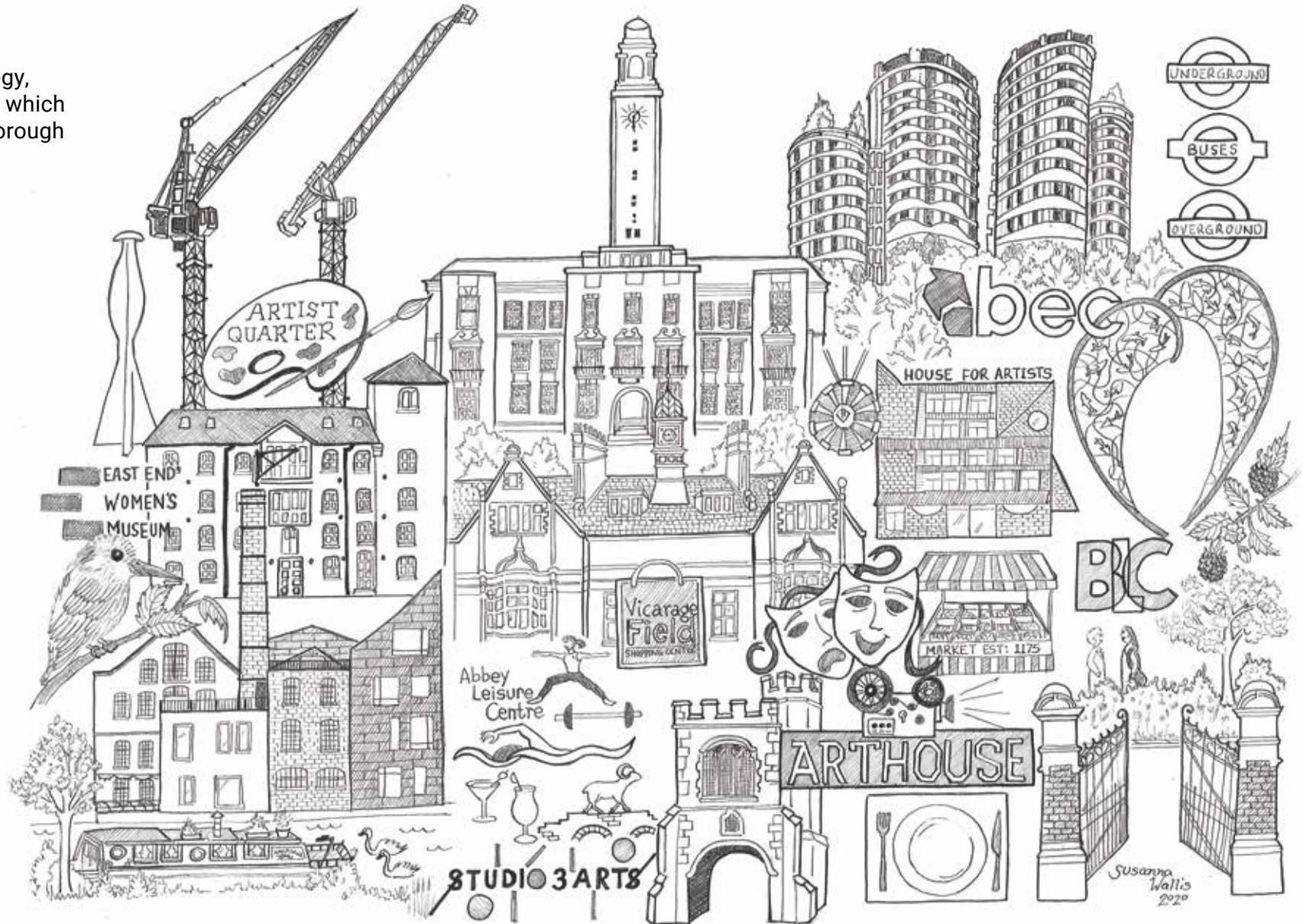
We've used events in the Town Square to bring local residents and visitors together.

Image: Franck Allais

Objectives | Creative and active

Artwork by local artist
Susanna Wallis

Commissioned for this strategy, this is an example of artwork which helps generate pride in the borough and showcases local talent.



Objectives | Food destination

Food destination

“Food as a key focus with a new food college and facilities with associated shopping, dining, workspace and entertainment.”

The City of London’s ambition to consolidate and relocate their wholesale markets to Dagenham Dock, presents a great regeneration opportunity for the borough to develop a best-in-class food offer to local residents and visitors in the town centre to complement the new wholesale market.

With this, BTC will become the place for food entrepreneurs to set up businesses – developing and testing their products or experimenting with new ideas in collaboration with other businesses. In turn, this will inspire residents to think more creatively about food, and provide new jobs to people from all backgrounds, as the food sector is one of the most inclusive and accessible sectors. Indeed, Barking and Dagenham encapsulates the inclusive and diverse spirit of London. With two-thirds of the population from ethnic minority backgrounds, the borough already boasts a rich and multi-layered foundation of diverse culture, creative innovation and entrepreneurship.

This is a clear successor to the borough’s rich history in fishing and manufacturing, and one that is framed by creative practices that are already present in the lives and practices of the borough’s residents, such as the participants in Every One

Every Day programme. Food and making, as a form of creative enterprise, inherits the borough’s tradition of skilled manufacturing but transcends to meet the modern and shared economy, as well as attuned to the needs and aspirations of the borough’s young people.

The Council will work closely with CoL and its education providers, such as Barking and Dagenham College, in developing the activities and services that will be needed to connect local residents and food sector with the new wholesale market, and the people and skills they require.

The aspiring new Food Hub in BTC will act as further catalyst in providing world class facilities and hence the strengthening of a creative food cluster and its supporting business community (which supports the wider creative and food economy through wholesale, showcasing and promotional activities).

With poor diet as the biggest avoidable cause of ill health now in the UK, this objective also aims to tackle the challenges of obesity and access to affordable healthy food. Improving the local food environment, including addressing affordability and increasing food growing facilities and skills, is important in enabling more people to access healthier options hence tackling health inequalities and food poverty. Diversifying the food retail offer can also help high streets survive, support business and local economic growth.

Barking Market

The street market in Barking is a strong asset and we want to ensure it becomes a model for delivering inclusive growth. The market will play an integral part for BTC to become a food destination. We will see the evolution of the market through the cultivation of healthy, independent, international food identity.

The Boathouse



Objectives | Placemaking

Placemaking

“BTC will be known by its high quality, distinct physical environment, with new developments being framed by heritage assets and excellent public realm.”

BTC has many wonderful buildings, green and blue assets and vibrant public spaces. By 2030, these will be well cared for and buzzing with people. The public realm will be accessible to all ages and abilities, highly permeable and walkable, and will feel safe and welcoming throughout the day and into the night. Combined with a built environment that provides multiple opportunities for play and leisure with a healthy and diverse programme of community activities, this will aim to facilitate healthier behaviours. It will also contribute to residents, workers and visitors’ positive mental and physical wellbeing, encouraging residents to make informed choices for a healthy active lifestyle and behaviours, which improve their own health and the environment.

A key part of this objective is about the arrival experience in Barking, wayfinding and pride of place. Barking has a rich history and local heroes both past and present. The station, Vicarage Field, the market, Abbey Green and the River Roding will form a spine of activity running through the town centre. Connectivity will be improved aided by the promotion of pedestrian and cyclist mobility throughout BTC and into the wider area. Barking station as the key gateway to the borough will be reconfigured and revitalised with a clear sense of arrival and legibility and become a place that local people are proud of and can identify with.

A range of highway projects will be explored in order to improve the quality of the environment and function of the town centre, as well as movement between and within BTC. Abbey Green will be enhanced, to include more spaces for people to relax and socialise, especially for the young. There will be well-lit paths between the town and the river through Abbey Green, and towards Town Quay as an exemplar public square. The areas beside the River Roding will be active, with safe paths for cyclists and pedestrians, and the green spaces throughout the town will be full of biodiversity. The heart of BTC

where the popular market is held will be well-managed, and free of rubbish and clutter. It will be attractive, and where appropriate enlarged to improve the space for pedestrians and cyclists.

The rich history and heritage of BTC provides authentic material and inspiration with which to create a unique identity and strong sense of place for the BTC, as well as animating the public realm, informing design and branding, and engaging communities through imaginative use of the public realm and the amenities across BTC. By working closely with local people, we will create places so that it has its own unique character, culture and identity. This can be achieved by understanding, protecting and incorporating important or unusual landscape features, historic buildings and references to local history, geography and landmarks into the design of the place. Creating spaces that can act as centres or hubs also provides opportunities for community activity and they should be designed to support a range of functions. It is as equally important to physical improvement as building stewardship and management plans.

This aligns to the public space, health & wellbeing, connected & walkable objectives in Gascoigne placemaking strategy.



Objectives | Placemaking

Barking heritage

A large part of the town centre is covered by the Abbey and Barking Town Centre Conservation area whilst Abbey Green forms part of an Ancient Scheduled monument.

Alongside this strategy a new Conservation Area appraisal has been produced and the National Lottery Heritage Fund project aims to restore historic buildings, improve the public realm in front of the Curfew Tower and raise awareness of the town's history through artwork and engagement of schools and volunteers. We see highlighting the area's history as a key element of the placemaking strategy.

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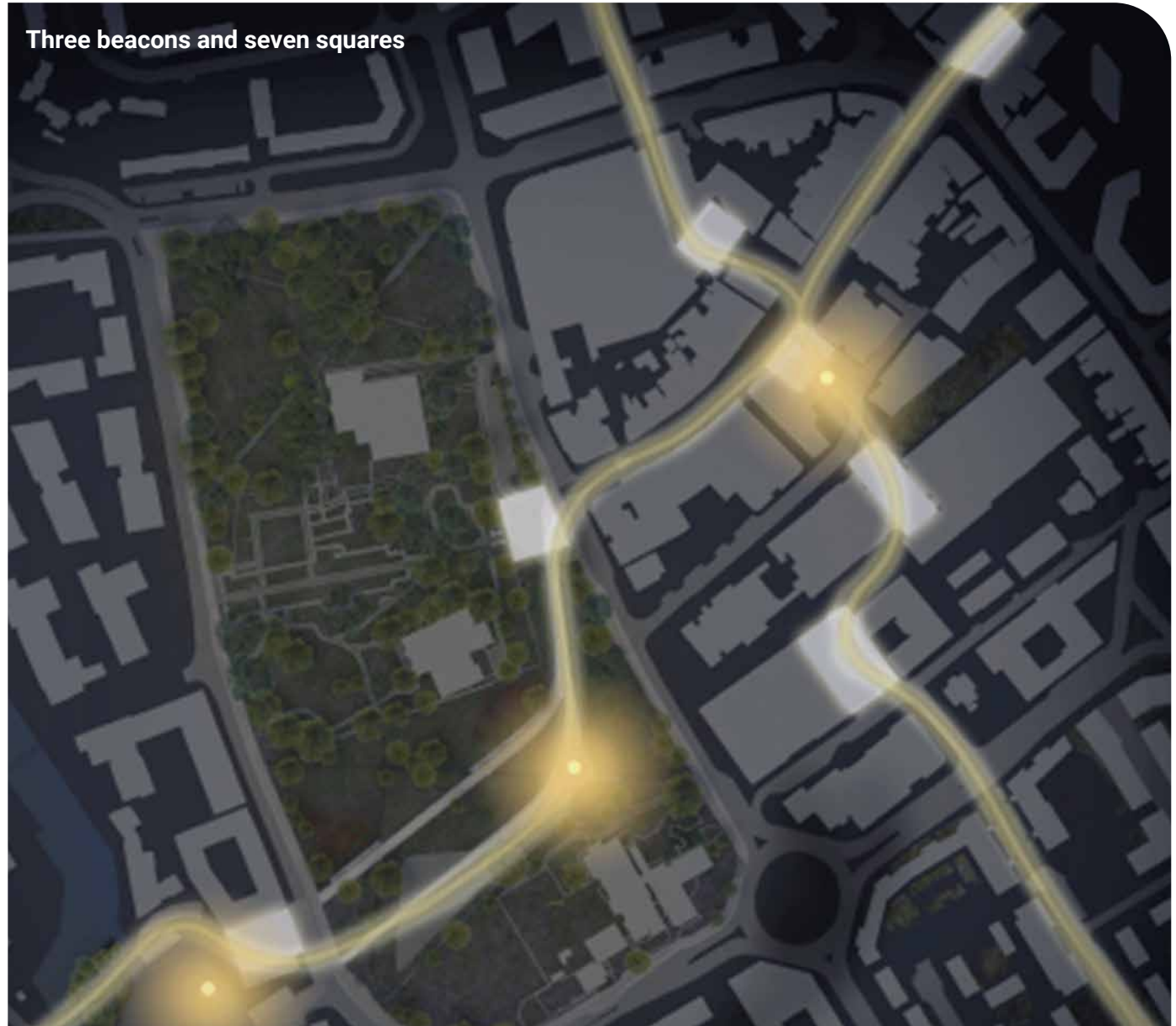
Hidden history?

Barking Town Centre has a fascinating but little known history. For example, it was the place William the Conqueror was based whilst the Tower of London was being built. It used to have the country's biggest fishing fleet. And, it is the burial place of reformer Elizabeth Fry.

Public realm

Our public realm strategy introduces the concept of Three beacons and seven squares identifying pedestrians routes and destinations with good quality public spaces and a clear route to the river.

Three beacons and seven squares



Objectives | Sustainability

Sustainability

“Delivering a socially, environmentally and economically resilient town centre, with a strong focus in achieving ambitious climate change targets.”

Barking and Dagenham Council is amongst the London Boroughs to declare a climate emergency, outlining ambitious plans to become carbon neutral by 2030. Those operating in and managing the town centre must act now to ensure that carbon targets can be met.

By 2030, Barking town centre will be well connected by public transport, pedestrian and cycle networks accessible to all. Local businesses and the market

will be proudly moving towards zero-waste, with strict rules around reducing packaging and recycling. It will offer locally sourced produce, with strong link with the Dagenham Dock wholesale market.

The town centre will have flexible spaces which can be changed and adapted for different uses throughout the day and night to reduce the need to develop new single-purpose buildings.

Green infrastructure will be included wherever possible in the design of public space, including paths and roads, as access to good quality green infrastructure improves people’s mental and physical health and wellbeing.

This aligns with the Climate Emergency objective in the Gascoigne placemaking strategy.

District Energy Network

The Council and its energy company B&D Energy are developing a scheme looking to provide heat to nearly 8,000 homes and around 60,000m² of commercial floor area in Barking town centre. This will create a new low carbon energy network in Barking comparable with those already developed in major cities across the UK such as Birmingham, Southampton, Sheffield and Nottingham. The scheme will be the primary goal of B&D Energy over coming years with the opportunity leading to decarbonisation of Barking and the town centre.

This will be achieved by:

- installing approximately 2km of buried district heating pipework around the town centre
- building a new energy centre in the North West of the Town Centre, linking to the existing low carbon energy centre on the Gascoigne estate

Together this energy generation plant and heat network will allow B&D Energy to deliver supplies of low carbon, fairly priced heat to all connected homes and businesses across Barking town centre.

River Roding Trust

The Trust was set up to preserve, protect and restore the River Roding for public and wildlife benefits with each boat occupier being required to deliver 12 hours a month volunteering to qualify for mooring.



Objectives | Economy

Economy

“It will be seen as place to start and grow a business, providing quality and varied jobs.”

In recent years there has been a structural change in the borough’s economy. This presents an opportunity to create an economic base that will support the borough’s transition from a mainly industrial economy to an economy that operates as much for its local population. Currently, with BTC as the main commercial centre of the borough, the diversity of the commercial activities and offer is limited. The BEC programme has done a lot for local businesses already but there is still more demand that needs to be met, especially with new people moving into the area.

By 2030, BTC will provide the space and conditions needed for growth. In particular, BTC will offer a range of flexible office spaces, catering to different needs and stages of businesses. Local entrepreneurs and businesses will be encouraged to stay and grow in Barking, creating more jobs, vibrancy and opportunities for local people. There will be a specific focus on the night-time economy (NTE) through experimenting and developing the offer with local stakeholders and reviewing licencing policies. As the main location in the borough offering NTE, consideration will also be given to the future workers at the wholesale market and film studios

who may require a fuller night-time offer.

BTC will become home to an exciting, organic and rapidly developing creative sector, including food production and education, digital technology, software and computing. This will support Barking and Dagenham’s ongoing transformation from a place of manufacturing to modern, more resilient economic sectors as well as the opportunity to rejuvenate existing well-established industries. BTC will host and nurture a creative ecosystem and continue to respond to emerging trends and technological advances through experimentation and innovation. Interventions include provision of a wide range of workspace accommodation, venues and facilities to allow sharing of ideas and collaboration, business support on sector-specific expertise, access to skills and training and business network.

Barking and Dagenham has relatively high proportion of micro-businesses compared to London and growth boroughs. The borough also has relatively high start-up rates but weaker survival rates and low productivity. This indicates there are good opportunities to establish new business but these business struggle to grow. Focused support will be given to address barriers to business growth, such as tailored start-up support, access to finance and more general business advice.

Support will also be given to local residents to develop their skills and get the jobs that come with the growing economy coming to the borough.

Care City

Care City CIC is a healthy ageing innovation centre focussed on improving health and the determinants of health. In 2022 its permanent home will be part of the Axe Street development currently under construction.

Barking Enterprise Centres CIC

With 3 locations in the town centre offering affordable workspaces, BEC CIC also offers business support to local businesses and entrepreneurs and forms a key partner in the deliver of the strategy’s Economy objectives.

Barking and Dagenham has a generally low skill level which presents a challenge in transitioning towards higher value added sectors and industries.

For the strategy to work and to achieve its potential for growth in employment, it will require a co-ordinated effort by a range of different stakeholder groups to provide further education and in-work training, jobs that are appropriate to local skills and careers advice (from an early age) linking people to the new jobs available. Specific skills development programmes will be developed closely reflecting and answering the needs of the borough’s businesses and key economic sectors in a mutually beneficial way.

Objectives | Economy

In line with the Inclusive Growth vision, BTC will become the exemplar model of a circular economy where potential of the local community will be unleashed and in return contribute and benefit from the growth and wealth in the borough. Through the building of a more resilient and connected local economy, such as a better-connected supply chain and retaining spend in the local economy, this will also create a stronger sense of local business community.

A new Town Centre Manager will be appointed to establish relationship with local business communities to build a better network and stewardship for BTC. There will also be stronger focus on quality working environment and jobs, providing fair and higher wages.

The active intervention in the workspace provision and innovation in Social Value Lease will seek to protect and enable local talents and prevent displacement of the local community.

BD Collective

BTC benefits from this organisation which brings the Borough's social sector together in partnership with other organisations joining forces to address local challenges, develop initiatives, share good practice and showcase success.



The Ice House Quarter is now a key focus for creative industries

Objectives | Opportunity sites

Opportunity sites

“To deliver a rich mix of high-quality town centre developments, providing a diverse town centre offer and commercial space, new housing, community facilities and the associated visitor experience.”

Town centres are changing, as are working patterns and the way we live and socialise. This objective covers a series of opportunity sites for future enhancement and redevelopment to secure additional regeneration benefits in line with the strategy’s objectives. Each will have its own planned use with the aim to provide a rich mix of town centre activities, increased footfall and dwelling time. By 2030 Barking will have a rich, mixed and independent high-street offer complemented by a new retail and commercial hub at Vicarage Field. BTC will also provide a range of facilities, such as schools, shops, health centres, dentists, leisure centres and youth facilities, as well as promoting the uptake of social prescribing activities that are provided in a range of civic buildings.

The diverse local community will come to BTC to shop, dine, socialise, learn as well as enjoy the cultural, social and entertainment events that will be taking place throughout the day and night, such as events in Abbey Green, artist studio events in the Ice House Quarter, and screenings at the new Art House cinema. This generates activity so centres also become social hubs and meeting places.



Axe Street CGI

As a destination for local resident and visitors, existing retail core in Station Parade, Vicarage Field and East Street will be strengthened, retaining key uses and enhancing the mix of uses and diversity of the town centre. Town centre living and working will also be promoted to support social vitality.

In the emerging Local Plan, there are three transformational areas identified in Barking town centre. They are Town Quay/Abbey Green, Civic centre and Barking Station area. The opportunity sites identified in the strategy also aligns with the emerging Local Plan.

Be First has a range of tools and interventions it can utilise to facilitate development. The Council has shown it is willing to acquire sites

and properties in order to deliver regeneration. Some schemes will be led by Be First, others by private sector partners and in some cases potentially Joint Ventures. Be First will use the most appropriate tools to deliver the strategy’s vision. The strategy sets a long term vision and not every scheme will be an early priority.

Axe Street

The site of the former Abbey Sports Centre is being transformed into a new mixed use development with 170 apartments, a new base for healthy ageing innovation centre Care City and a two screen cinema run by Arthouse. Arthouse is a strong community focussed organisation and together Care City and Arthouse will be a key partners in delivering some of the strategy’s objectives.

Objectives | Opportunity sites





The strategy and delivery plan reflect our genuine desire to ensure all of the borough's communities will benefit. This delivery plan details a directory of projects categorised per the six objectives towards achieving this ambition.

The delivery plan takes the approach to seed activity and engagement in the short term (1-3 years), grow capacity, engagement and infrastructure in the medium term (3-5 years), leading to a legacy of a thriving sustainable town centre for all (5-10 years). We aim to achieve, in the context of a large complex area, both tangible, on-the-ground and highly visible change, working with and supporting existing initiatives including grass-roots projects; but also long-term, carefully coordinated initiatives, with their legacy carefully thought through, that will ensure this initial vision carries through in the long-term lifespan of this strategy.

Please see **Appendix 2** for the delivery plan.

Partnership and governance approach

It is clear that all stakeholders in the town centre need to share the vision and work together to deliver it. This includes at strategic, long term level and at operational, day to day level. As such the governance arrangements seek to ensure relevant people are fully engaged yet decision making is fleet of foot.

The Council will continue to work closely with key London-wide stakeholders such as the

Greater London Authority (GLA) and Transport for London (TfL), local business partnerships, traders associations, development trusts, landowners, developers and investors to co-ordinate and focus growth and ensure that the local community benefits of growth are maximised. It is important that stakeholders – including businesses and property owners – also contribute to maintaining and improving the Barking town centre. The Council and Be First can facilitate this partnership but cannot do it alone.

Funding and resources ask

In the delivery plan where projects have been assessed on its priority, it also identifies required budgets, resources, timescales, outputs and risks. Project identified in the delivery plan will be assessed for their feasibility and viability and thereafter developed in accordance with project specific deliver plans and engagement.

While resources will be the subject of project specific business cases, the strategy and delivery plan will be used to engender a co-operative approach to change, drawing together the numerous different Council departments that are involved in town centre management, including planning, licensing, regeneration, waste and recycling, street maintenance and environmental health, as well as residents, businesses and stakeholders.

The team, once fully resourced, will monitor projects according to the delivery plan programme and relevant indicators aligning to the Council's corporate indicators.

The new governance structure to ensure the strategy is delivered is as follows:

Barking Town Centre Strategy group (new)

- Monthly
- Strategic steering group
- Senior reps from Be First, LBBD and Cabinet Member for Regeneration and Social Housing

Barking Town Centre stakeholder meeting (new)

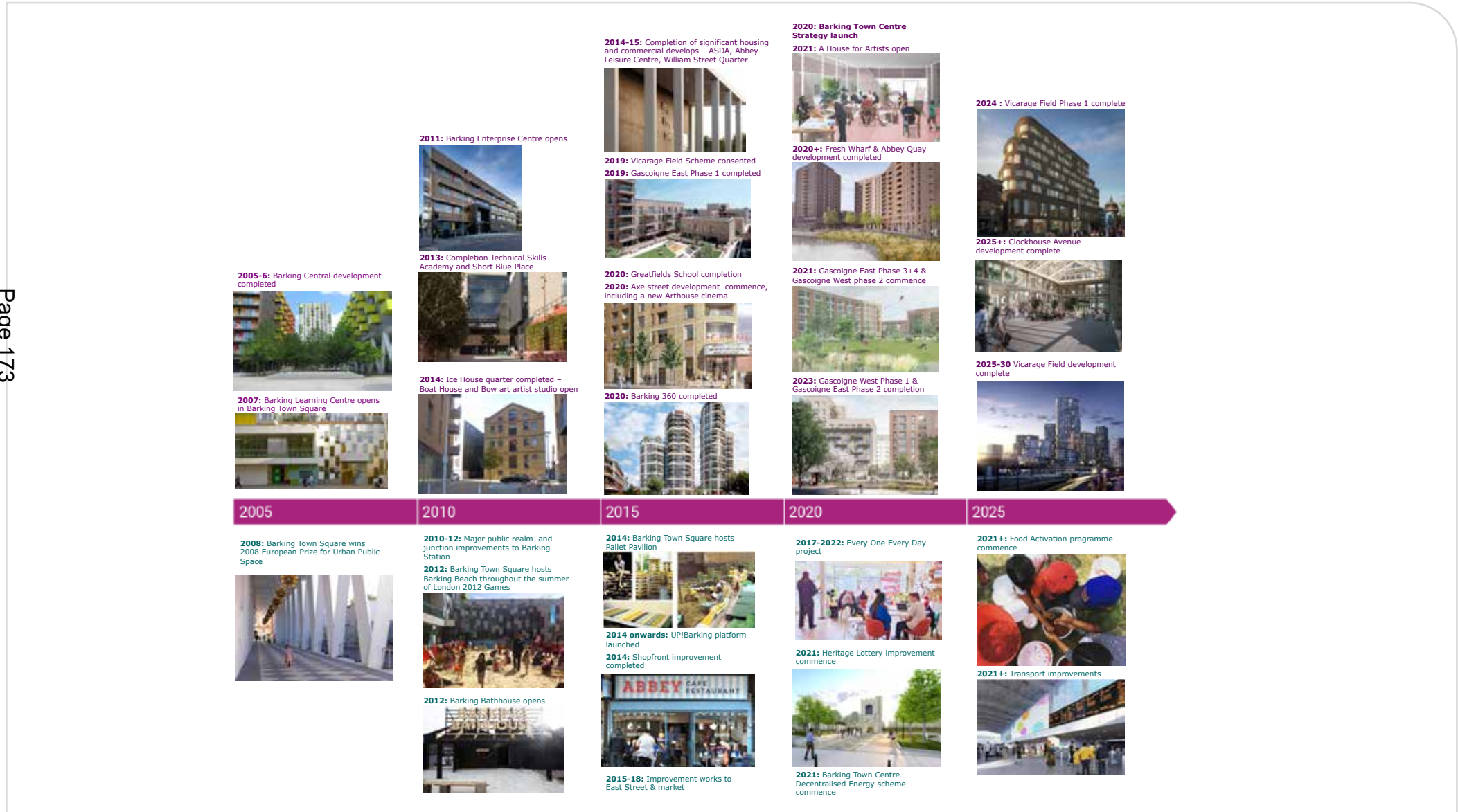
- Quarterly
- Promoting collaboration and contributions, information sharing
- Support funding for an ongoing TC manager role

Barking Town Centre team meeting (existing)

- Monthly
- Discuss operational issues and feedbacks from businesses
- Attended by officers from operational teams, police and TC manager

Barking town centre timeline

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Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
1	Creative and active		
1.1	Activation programme	Curate and commission a programme of activities and short-term interventions to improve the offer and experience. Co-production & key engagement project.	2020-2022
1.2	Improving visitor experience	Agree a management and maintenance plan to identify appropriate governance arrangement across council & any resource gap. Also linked to Perceptions of Safety Action Plan.	Operational
1.3	Cultural anchors	Attract exemplar cultural and social enterprises to the town centre incl embedding East London Womens Museum and Arthouse.	2020-2022
1.4	Vicarage Field meanwhile	Deliver the transformation whilst ensuring minimal interruption to the TC and its economic health during construction by maximising meanwhile opportunities.	2020-2025
1.5	Place Identity	A bottom-up exercise, working with key local stakeholder groups to develop/promote the unique identity for BTC, and to build up local pride for the area: 'Telling Barking's story to all'.	2020-2022
1.6	A House for Artists	Delivery of innovative scheme of artist housing whereby artists in residence will deliver a programme of activity in the ground floor space.	2020-2025
1.7	Cinema engagement	Work with Arthouse on developing a programme of activities to engage local residents prior to opening in 2022 as well as defining a programme once open that reflects local aspirations.	2020-2025

Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
2	Food destination		
2.1	East Street food destination	Cultivate a healthy, independent, international food identity for the TC and the market, including place marketing and capital improvements.	2020-2025
2.2	Food Hub	Working with CoL to deliver a new food college, SME serviced kitchen space & food and drink offer	2020-2025
2.3	Education pathway	Building interest and aspirations in food careers in schools	2020-2022
2.4	Industry & training	Building links and fostering partnerships with industry and local schools/training providers, training for traders & local food sector.	2020-2022
2.5	Sustainable food network	Build a local Sustainable Food network as a bottom-up platform on outreach, food activism and Food & Beverage resilience.	2020-2022
2.6	Growing Barking	Maximising opportunity to embed food growing in the town centre.	2020-2022
2.7	Good Food Campaign	Development of Good Food Plan with the aim to stimulate the local food economy and the future integration of the local economy with the new markets.	2020-2022

Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
3	Placemaking		
3.1	Masterplans	Produce/finalise masterplans and/or placemaking strategy for Barking station, Gascoigne and Town Quay	2020
3.2	Transport strategy	Transport study (incl. parking) commissioned to inform necessary transport improvement works.	2020
3.3	Playscape	A project focused on youth engagement & empowerment. Mapping and delivery of play facilities and young space especially in Abbey Green.	2021-2023
3.4	East Street Heritage project	NLHF project incl improvements to East St/North St buildings, Curfew Tower public realm, artwork and heritage trail.	2020-2022
3.5	Place Champion	To build a Place Champion team through capacity building and engagement with local communities.	2021-2025
3.6	Town Quay improvement	Short and long term strategy for unlocking Town Quay's potential as an attractive public green space and key 'beacon'.	2021-2025
3.7	Abbey Leisure Centre car park	Explore decommissioning of car park as green public realm	2022-2025
3.8	Maximising use of the river: Moorings Strategy and riverside walks	Strategy to explore moorings for residential, workspace and community-facing use along the Roding and delivering the full extent of the Roding Riverside walk.	2022-2025

Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
4	Sustainability		
4.1	District Energy Network (DEN)	Deliver the BTC district heat network to serve c.8,000 new homes and businesses	2020-2023
4.2	Active living (next phase of 3.2 Transport Strategy)	Funding bids to deliver safe active travel routes in and around BTC	2021-2025
4.3	Green & open space	To enhance existing spaces at Abbey Green, Quaker Burial ground, Greatfields and Barking Park + deliver new spaces at Fresh Wharf, Gascoigne, Crown House and Roding Riverside walk.	2021-2026
4.4	Waste & recycling (next phase of 1.2 Improving Visitor experience)	Develop a waste and recycling strategy for the town centre, based on circular economy principles	2022-2023
4.5	Wildlife	Creating wildlife engagement projects to encourage local residents to enjoy and engage at the new River Roding walk. Encourage River Roding Trust activities.	2022-2025
4.6	Air quality	Deliver actions from the emerging Air quality action plan with a specific aim to improve BTC's air quality.	2020-2023
4.7	Evaluation	Develop a framework in evaluating TC, economically, socially, and environmentally, hence making the case for continuous investment to our town centres, as well as identifying transferable learning across other centres in the borough.	Operational

Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
5	Economy		
5.1	Night Time Economy	Produce a NTE strategy and build a NTE partnership. To pilot a NTE programme.	2020-2023
5.2	Asset management model	Develop approach similar to Town Centre Investment Models (TCIM) , explore opportunities to acquire further properties alongside actively managing the council's existing assets.	Ongoing
5.3	Business Voices & forum	Giving local businesses voices and promote partnership working, building bottom-up business stewardship.	2020-2023
5.4	Business support	BEC CIC as key focus on business support including extending its support for creative industries and targeted sectors, together with other existing borough wide initiatives.	Ongoing
5.5	Workspace	Special focus should be given in regard to covid-19 recovery and targeted retail and food sector. Deliver a programme of activities to support the prevalence of workspace in the TC. Existing projects include ThreeSixty @ Barking 360, Ice House Quarter & Rivermill Lofts and A House for Artists.	2020-2023
5.6	Business Rates	Monitoring potential Government changes to minimise the negative impact of business rates on businesses start ups and survival. Any future policy changes should Council's be given more freedom will align to the Council's Social Value Policy.	2020-2022
5.7	Social Value Lease	Next phase to review market opportunities & gaps to make BTC attractive to providers & businesses, including market analysis, BF/council-led delivery and exploration of a preferred operators list.	2021-2023

Appendix 2 | Delivery plan

Ref.	Project	Description	Timescale
6	Opportunity sites - these will subject to more detailed proposals		
6.1	Housing delivery	Delivery of existing Be First schemes and monitoring and supporting progress of third party schemes which meet strategy objectives.	Ongoing
6.2	Promoting Dev Opportunities	Proactively marketing and promoting opportunities to the private sector that will not be taken forward by Be First directly.	Ongoing
6.3	Social infrastructure	Long term planning as Per Infrastructure Delivery plan. Looking at health, education and community facilities needed for BTC.	Ongoing
6.4	Ground floor strategy	Clear strategy for ground floor uses particular on the edge of the town centre to ensure placemaking is achieved without impacting on town centre viability.	2020-2023
6.5	Barking Station	<p>Work proactively with c2c, Network Rail and Transport for London to transform the station and its surrounding environment as well as investigating options for improved rail services from to and from Barking.</p> <p>Encourage c2cto be more ambitious with their design, and investigate what funds might be available to finance works.</p> <p>Masterplan to be commissioned in 2020.</p>	2020-2023

Appendix 2 | Delivery plan

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Ref.	Project	Description	Timescale
6	Opportunity sites - these will subject to more detailed proposals		
6.6	Clockhouse Avenue	Mixed use development, potentially delivering the new food hub as part of the development's commercial & retail space.	2020-2025
6.7	Barking Job Centre site	Commercial led mixed use development	2025-2030
6.8	Trocoll House	Residential led mixed use development	2021-2023
6.9	Roding House	Commercial led mixed use development	2021-2023
6.10	London Road	Mixed use development of both residential and commercial on lower floors	2020-2023
6.11	Town Quay	Residential led mixed use development being key food & Beverage focus on Roding Riverside.	2020-2025
6.12	Bamford Road	Mixed use development, with new doctor surgery	2023-2026
6.13	Longbridge Road/Cecil avenue	Scope for intensification and better street frontage	2023-2025
6.14	Roycroft House	Mixed use site, subject to Council staff relocation	2023-2026
6.15	London Road Triangle	Scope for intensification and better street frontage	2023-2026
6.16	Wickes Site	Mixed use development, with the reprovion of commercial floorspace	2020-2025
6.17	Cambridge House	Long/medium term redevelopment opportunity for mixed use	2023-2026
6.18	Vicarage Field	Working closely with the landowner to ensure the timely delivery of the phased redevelopment of Vicarage Field.	2020-2025
6.19	Lidl	Relocation of Lidl and redevelopment of site and gyratory	2024-2028

To find more information, please visit:
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CABINET**20 October 2020**

Title: The Abbey and Barking Town Centre Conservation Area Appraisal	
Report of the Cabinet Member for Regeneration and Social Housing	
Open Report	For Decision
Wards Affected: Abbey	Key Decision: Yes
Report Author: David Harley, Head of Regeneration and Colin Bannon, Heritage Townscape Officer, Be First	Contact Details: Tel: 07773004137 E-mail: colin.bannon@befirst.london
Accountable Director: Ed Skeates, Development Director, Be First	
Accountable Strategic Leadership Director: Graeme Cooke, Director of Inclusive Growth	
<p>Summary</p> <p>Cherishing heritage is a key element of the new Barking Town Centre Regeneration Strategy on the same Cabinet agenda. It recognises the importance of heritage in place making and giving the town centre a strong, distinct identity. Barking has a fascinating but little known history and we want to retain, enhance and raise awareness of it alongside the ambitious regeneration agenda for new buildings.</p> <p>The London Borough of Barking and Dagenham have been awarded £1.15m by the National Lottery Heritage Fund's Townscape Heritage (TH) Programme for a £1.7m scheme entitled 'Enhancing Heritage in the Abbey and Barking Town Centre Conservation Area'. Be First are responsible for delivering the project as part of its Business Plan and regeneration objectives.</p> <p>One of the TH scheme's key themes is enhancing heritage spaces and settings which will be carried out physically with improvements to the buildings and public spaces within the Conservation Area (CA). One element of the TH scheme is to ensure planning policies in relation to town centre heritage are up to date and therefore the Abbey and Barking Town Centre conservation area appraisal (CAA) has been refreshed and an associated Management Plan produced. This will maintain and safeguard the improved condition of the Abbey and Barking Town Centre Conservation Area made through the TH scheme.</p> <p>The draft refreshed CAA has reassessed the area taking account of changes since 2009. It proposes making a number of minor changes to the CAA boundary which are set out in the report.</p> <p>The draft document (Appendix 1) has been subject to public and stakeholder consultation with the results set out in this report and Appendix 2.</p>	

<p>Recommendation(s)</p> <p>The Cabinet is recommended to:</p> <ul style="list-style-type: none"> (i) Adopt the Barking and Abbey Conservation Area Appraisal and Management Plan at Appendix 1 to the report; and (ii) Delegate authority to the Director of Inclusive Growth, in consultation with the Cabinet Member for Regeneration and Social Housing, to make any minor amendments to finalise the document.
<p>Reason(s)</p> <ul style="list-style-type: none"> • To ensure heritage policy is up to date and fit for purpose. Planning legislation (Section 72 1990 TCPA) requires local authorities to update these policy documents regularly • To support the retention and enhancement of town centre heritage assets in line with Corporate Policy objectives.

1. Background

- 1.1 The Abbey and Barking Town Centre Conservation Area was designated in 1975 and originally covered only the Abbey precinct and Town Quay. In the 1990s it was extended to include the Victorian town centre to the east and to include the gateway to the town centre from near the station to the Town Hall in 2007. The existing Conservation Area Appraisal was adopted in 2009.
- 1.2 A review of the existing Conservation Area Appraisal has been undertaken by Purcell - experienced Heritage Consultants appointed following a procurement exercise - as part of the Development Phase of the NLHF Townscape Heritage project. The TH project aims to enhance the heritage of Barking Town Centre with improvements proposed to buildings in the town centre and new interpretation and education opportunities. It is intended that one legacy of the project will be maintenance and enhancement of the buildings and fabric across the conservation area and in order to achieve this a clear and helpful Conservation Area Appraisal and robust, tailored management guidance and policies will be necessary.
- 1.3 The review identified that the Appraisal required updating and the material re-presenting in a more accessible and understandable format. It was also noted that the boundary of the conservation area should once again be reviewed.
- 1.4 During the Development Phase some further archival research was undertaken by the archivists at Valance House, which holds LBBD's local archives and revealed further historic photographs of some of the buildings within the TH project area. This material has informed the development of proposals and is incorporated into the updated Conservation Area Appraisal. This material was gathered by volunteers, managed by the Community Engagement Officer during the Delivery Phase of the TH project and incorporated into the updated Appraisal.
- 1.5 The existing Appraisal is now over ten years old and planning legislation (Section 60 1990 TCPA) requires local authorities to update these policy documents

regularly. The existing CAA is largely text-based format with a lengthy account of the special significance of the conservation area, lacking imagery to help navigate the appraisal. The new appraisal has attempted to address this with better spatial and character analysis. The existing management policies are limited with emphasis being on LBBB action to preserve and enhance the conservation area. An opportunity was identified to provide advice and guidance for the owners and occupiers of buildings in the conservation area both with regard to best practice for routine maintenance, simple enhancements, and design parameters for new developments.

- 1.6 The National Planning Policy Framework requires local authorities to set out positive strategies for the conservation of the historic environment in their Local Plan. The updated Abbey and Barking Town Centre Conservation Area Appraisal will inform policies on conserving and enhancing heritage assets in the Barking and Dagenham Local Plan 2037 and will be a material consideration in determining planning applications.
- 1.7 Purcell have also produced a 'Business Owners and Residents Guide to Barking Town Centre and Abbey Conservation Area' which gives easy to digest information and guidance about the conservation and what it means if a property owner is looking at making changes.

Townscape Heritage Project

- 1.8 This section summaries the Townscape Heritage project underway.
 - **Improvements to heritage buildings**
It is proposed to enhance the appearance of a number of heritage buildings along East Street, Station Parade and London Road. A heritage contractor has been appointed and the first phase of works will commence at the end of the year.
 - **Public Realm improvements to area in front of Curfew Tower**
Planning permission has recently been granted for a public realm scheme in front of the Curfew Tower - helping link East Street to the Abbey Grounds and provide a calm space to relax and learn about Barking's history. It will include a model of the former Abbey. Depending on archaeological investigations, works are due to start late this year/early next.
 - **Volunteers/Engagement work**
Eight, committed, heritage volunteers have been recruited who have received research training at the LBBB Archives (Valence house Museum) and undertaken extensive research on the history of Barking town centre. This has informed several articles on local heritage have been published in the B&D Post newspaper, in a series of 'Stories behind the Stores' based on the volunteers' research. They have enjoyed guided heritage visits to Rippleside Cemetery and Chapel and a riverside walk from the Quay. During the 'lockdown' period of the coronavirus epidemic, the volunteers reviewed their research, attended Zoom meetings, and made audio recordings which are being added to the local fitness 'app' for mobile devices - 'Street Tag' – this should encourage residents to visit local heritage sites, while they get active. This app will be a key part of forthcoming Town Trails – encouraging locals and visitors to explore the heritage in Barking Town Centre.
The news stories can be found on the project webpage:

<https://yourcall.befirst.london/barking-heritage>

- **Programme of Activities for schools** – In 2019 approximately 175 Year 5 pupils, from Gascoigne Primary School, experienced Victorian Barking tours with a worksheet of facts, images and activities for pupils covering the Victorian heritage of East Street and the Town Centre. This could hopefully be used in future years for a self-guided tour by teachers. For the workshops Victorian artefacts and replica objects were purchased for the pupils to handle and use during role play activities, following a Victorian Barking themed PowerPoint. Many of the key resources found by the volunteers in their archive research were also included in the themed packs of resources. The pupils were really engaged and fully enjoyed both the tours and workshops using adjectives such as ‘amazing’ when describing the experience. In 2020, two classes of Year 2 pupils from St Joseph’s Primary, participated in a tour of ‘Old Barking’ and workshops recreating the Abbey and old high street stores, such as drapers, tailors, grocers, butchers, bakers, chemist & soda bar etc. The Key Stage 1 pupils had great fun and learned a great deal about Barking’s past. St Joseph’s also participated in a writing/art competition on Barking’s ‘Past, Present and Future’ - the entries will be placed in a time-capsule during the improvements to public realm at the Curfew Tower. They have also booked in more tours & workshops for the coming school year including a new topic on changes to Barking High Street in the twentieth century.
- **BDC/TSA: Work experience placements** – The college’s Construction Department are liaising with the project to place at least 15 students into work experience opportunities during the upcoming phase of renovations to high street buildings and improvements at the Curfew Tower. Students have also been invited to join the planned conservation workshops. BTEC L3 students from the Media & Film department will be working with the project this academic year, to create short video films on the history of Barking, to be submitted as a major part of their course for evaluation. These will also be shown as part of a celebratory ‘Pop up Exhibition’ next summer and will be embedded in future College Induction Weeks, from September 2021, to inform all new BDC college students of Barking’s heritage. Local film producers Bluebird Pictures have agreed to work with the pupils and provide work experience opportunities in 2021 using the project funding.
- **Heritage Wall (41 East Street) and Town Centre Interpretation** - volunteers have helped to produce a selection of suggestions of themes/images for artist’s brief for a mural on the side of McDonald’s.

2. Proposal and Issues

2.1 Appendix 1 contains the draft CAA. The Designations Report (Appendix 1a) which forms part of the CAA sets out three minor proposed changes to the Conservation area boundary which are shown on page 5 of that document. The changes are:

- Area A: Numbers 107-119 Ripple Road (Odd): It is proposed to include this terrace as it bears the same character and appearance of the adjacent stretch of Ripple Road. The report recognises however that improvements are required to the shopfronts and build fabric.
- Area B: Excluding Barking Baptist Tabernacle, No 26 Linton Road and Crown House. Crown House is acknowledged as being detrimental to the

Conservation Area. It has planning approval for its demolition. Therefore it is suggested it is removed. Rather than have an island of Barking Baptist Tabernacle and No 26 it is felt the Tabernacle has its own protections by being a Grade II Listed building and therefore does not need to form part of the CAA.

- Area C: Include Town Square. Since the completion of the Town Square it has become a positive and string setting for the Locally Listed Town Hall providing hard scaping amenity.

3. Options Appraisal

- 3.1 The Council has the option to approve or reject the CAA or suggest further amendments to it. Not adopting the CAA means policy will remain out of date and potentially risks NLHF funding for the Town Centre.

4. Consultation

- 4.1 The draft CAA has been subject to a 6 week consultation period. Leaflets were delivered to all properties within the Conservation area together with a dedicated website page, social media promotion and local newspaper articles.

- 4.2 Be First also carried out a Heritage survey for the town centre which had over 130 responses to the questionnaire highlighting the local interest in the area's heritage and desire for more information. The survey is informing the TH project.

- 4.3 By the close of the consultation there were over 15 responses. Appendix 2 sets out a summary of the responses and how they have been addressed. Comments have been received from Historic England who commented that the document was "exceptionally clear and comprehensive" and "consider the proposed appraisal and management guidelines will have a positive impact in respect of managing change and preserving and enhancing the areas special interest". They also highlighted the benefits of Appendix C and the assessment of the condition of buildings within the conservation area, this "should prove to be a valuable tool in managing and targeting positive change with the conservation area". However they did highlight the following issues:

- Barking Abbey (Scheduled Ancient Monument) is identified as "at risk" on the Heritage at Risk Register for London 2019.
- A number of tall developments have not, in HE's view, demonstrated the high standard of design required to preserve and enhance the significance of the conservation area. They therefore welcome the guidance on new development set out in Section 7.4.2 and encourage the Council to consider how further design and setting guidance can be developed which secure the standard of new development.
- Area for exclusion of Area B from CA which includes the Grade II listed Tabernacle Church - they acknowledge that the setting and extent of connection to the conservation area has been severely eroded. They stress however that while removal is on balance justified its listed status and the nature of the surrounding site it will require a high standard of design and redevelopment which should preserve or enhance the significance of the assets affected. The listed status of the building should not in itself be a justification for removal of the area from the conservation area, its special

interest normally being a criteria to warrant consideration for inclusion. They state this is clear within the draft documentation but poorly worded in the pdf summary used for the consultation.

5. Financial Implications

Implications completed by: David Dickinson, Investment Fund Manager

- 5.1 This report seeks the adoption of a refreshed Conservation Area Appraisal (CAA) for Barking Town Centre. The CAA has been funded via the NLHF grant and the associated S106 match funding with no additional resources required.
- 5.2 The proposed changes do not include any additional Council owned buildings being added to the Conservation area. Whilst the Council owns assets within the Conservation Area and obviously would be expected to follow its own planning policies for any changes requiring planning permission, the buildings already fall within the Conservation area.
- 5.3 Retaining and enhancing heritage assets is recognised as supporting place-making and long-term prosperity within town centres.

6. Legal Implications

Implications completed by: Dr. Paul Feild, Legal Practice

- 6.1 A conservation area is 'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' (Section 69(1)(a)) Planning (Listed Buildings and Conservation Areas) 1990. Local planning authorities have a duty from time to time to review the extent of designation, and to designate further areas if appropriate (Section 69(2)). Conservation area designation is the main instrument available to local authorities to give effect to conservation policies for a particular neighbourhood or area. Section 54A of the Town and Country Planning Act 1990 has emphasised the importance of including firm conservation area policies in the local plan, which should in turn be based on a clear definition of what constitutes that special architectural or historic interest which warranted designation in each case.
- 6.2 Designation imposes certain duties on local planning authorities:
 - to formulate and publish from time to time proposals for the preservation and enhancement of conservation areas in their districts, and submit them to public consultation (Section 71)
 - in exercising their planning powers, to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas (Section 72)
- 6.3 Historic England observes that within Conservation areas building costs may be slightly increased, because of particular requirements relating to the repair or alteration of buildings, or because of restrictions on the form of new development where they are needed to maintain the special architectural and historic interest of the area, however the value to amenity of the status will generally outweigh the cost due to the attractiveness of a well-managed area.

7. Other Implications

- 7.1 **Risk Management** – If the refreshed CAA was not adopted there is a risk that the NLHF may not wish to continue to fund the existing TH project or future schemes.
- 7.2 **Contractual Issues** - A contract was entered into for Purcell to produce the revised CAA. This followed a procurement exercise and was funded via NLHF.
- 7.3 **Staffing Issues** – Be First has led on the TH project utilising the NLHF and match funding.
- 7.4 **Property / Asset Issues** - Number 35 East Street is a Council owned property which will benefit from enhancements via the project. The Council owns a number of properties within the CA.

Public Background Papers Used in the Preparation of the Report: None

List of appendices:

- Appendix 1: Draft Conservation Area Appraisal and Management Plan
- Appendix 2: Consultation responses

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ABBEY AND BARKING TOWN CENTRE
CONSERVATION AREA APPRAISAL
AND MANAGEMENT PLAN
OCTOBER 2020



ABBEY AND BARKING TOWN CENTRE: CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN

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HOW TO USE THIS DOCUMENT

For ease of use this document has been produced to be read on-screen as a PDF. It contains a series of features that make it easier to use and navigate between the different sections.

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SECTION 1.0 INTRODUCTION

1.1 ABBEY AND BARKING TOWN CENTRE CONSERVATION AREA

The Abbey and Barking Town Centre Conservation Area was designated 8 October 1975. It is one of four conservation areas under the jurisdiction of Barking and Dagenham Council. The area was original designated as the Barking Abbey Grounds and Town Quay Conservation Area, renamed and extended to include the town centre in May 1992, although not designated until June 1995.

The conservation area consists of the civic and commercial centre of Barking, focused along East Street and Ripple Road and St Margaret's Church and the remains of Barking Abbey set within Abbey Green, a public park. The conservation area also include the town quay to on the River Roding at the eastern end of the conservation area. The conservation area boundary is shown on the map opposite.

NAVIGATION

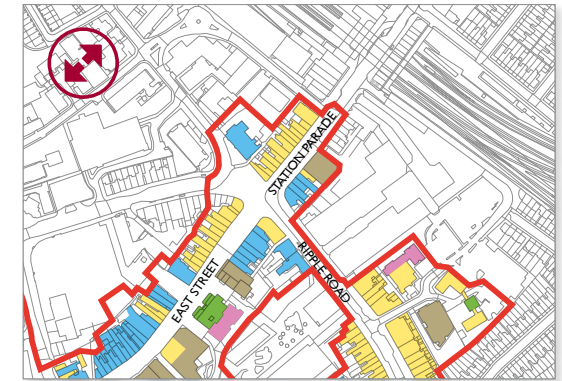
In addition to the contents pages, you can navigate between sections using the by clicking on the headings in the top bar. Once you've clicked on a section, it will turn bold so you know which section you are in.

You can also use the buttons in the bottom right hand corner to jump to the contents, appendices, or back to the page you were previously on.



PLANS

When you see this icon, click to see a full-sized version of the plan (located in [Appendix E](#)). To return to the page you were previously on from the full-sized plan, click the back button in the top right hand corner of the page.



USER GUIDE

This Conservation Area Appraisal and Management Plan is accompanied by a User Guide. This is a handy booklet for owners and occupiers of the conservation area providing useful guidance on building maintenance, what designation means and simple enhancements that can be made. The User Guide can be found here: [link tbc](#)

PART A: CONSERVATION AREA APPRAISAL

This part of the document provides analysis of the character of the Abbey and Barking Town Centre Conservation Area and an assessment of its special interest. It also defines what a conservation area is, what designation means along with identifying relevant planning policy and guidance. It contains the following sections:

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1.0 INTRODUCTION

2.0 SUMMARY OF SPECIAL INTEREST

3.0 BRIEF HISTORIC DEVELOPMENT OF BARKING

4.0 CHARACTER ASSESSMENT

5.0 AUDIT OF BUILDINGS



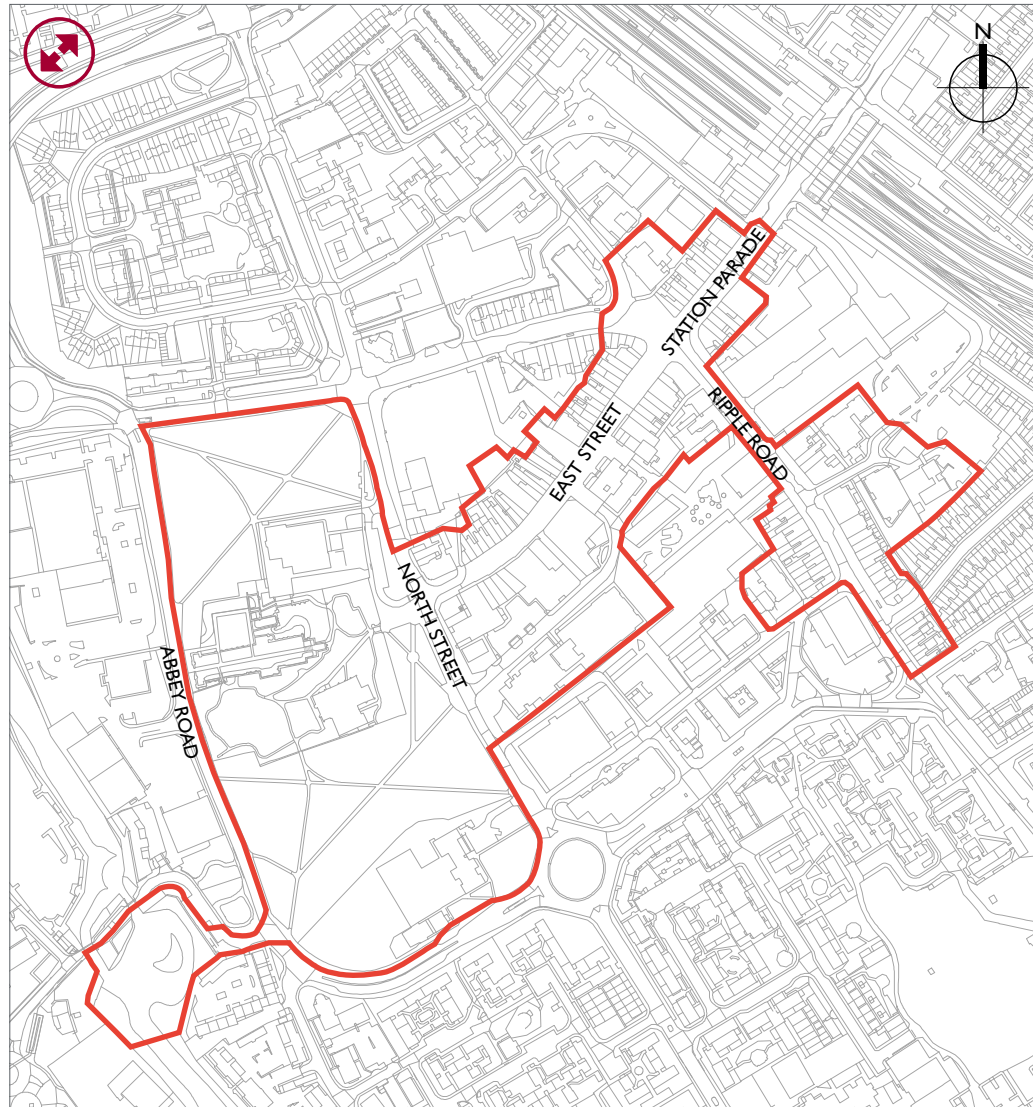
I.0 INTRODUCTION

I.1 ABBEY AND BARKING TOWN CENTRE CONSERVATION AREA

The Abbey and Barking Town Centre Conservation Area was designated on 8 October 1975. It is one of four conservation areas under the jurisdiction of Barking and Dagenham Council. The area was originally designated as the Barking Abbey Grounds and Town Quay Conservation Area, the designation was renamed and extended to include the town centre in June 1995. A Conservation Area Appraisal for the area was first produced in April 2009, which was itself updated and replaced by this document in October 2020.

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The conservation area consists of the civic and commercial centre of Barking, focused along East Street and Ripple Road and St Margaret's Church and the remains of Barking Abbey set within Abbey Green, a public park. The conservation area also include the town quay on the River Roding at the eastern end of the conservation area. The conservation area boundary is shown on **Plan 1**.



Plan 1: Current Abbey and Barking Town Centre Conservation Area boundary.

1.2 WHAT IS A CONSERVATION AREA

A conservation area is defined as an “*area of special architectural or historic interest the character or appearance of which is it desirable to preserve or enhance.*”⁰¹

Designation of a conservation area recognises the unique quality of that area as a whole. This quality comes not only from individual buildings and monuments but also other features, including (but not limited to) topography, materials, thoroughfares, street furniture, open spaces and landscaping. These all contribute to the character and appearance of an area, resulting in a distinctive local identity and sense of place.

The extent to which a building, or group of buildings/ structures, positively shape the character of a conservation area is derived from their elevations, principally those which are street-facing but also side and rear elevations, the integrity of their historic fabric, overall scale and massing, detailing and materials. Open spaces can be public or private, green or hard-landscaped and still contribute to the special interest of an area. Furthermore, the spaces between buildings, alleys, streets and paths all contribute to appearance and character.

⁰¹ Section 69 (1), *Planning (Listed Buildings and Conservation Areas) Act 1990*

1.3 PURPOSE AND SCOPE OF THE CONSERVATION AREA APPRAISAL

Understanding the character and significance of conservation areas is essential for managing change within them. It is therefore a requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 that all local planning authorities “*formulate and publish proposals for the preservation and enhancement*” of conservations areas within their jurisdiction, and that these proposals are periodically reviewed.⁰² The proposals are normally presented in the form of a Conservation Area Appraisal and Management Plan (CAAMP), which defines and records the special interest of a conservation area, as well as setting out a plan of action for its on-going protection and enhancement.

Conservation areas may be affected by direct physical change, by changes in their setting or in the uses of buildings or areas within them. A clear definition of those elements which contribute to the special architectural or historic interest of a place will enable the development of a robust policy framework for the future management of that area, against which applications can be considered.

⁰² Section 71 (1), *Planning (Listed Buildings and Conservation Areas) Act 1990*

Over time, conservation areas evolve and the characteristics which underpin their special interest may decrease in their integrity because of gradual alteration. It is therefore important to review and take stock of the character of a conservation area at intervals to ensure designation is still suitable and that the proper management of change is in place.

Often, conservation area boundaries have historically been drawn too tightly or include peripheral areas which do not contribute to an understanding of its character. Consequently, it is important to review the boundary and include/exclude buildings and spaces which do/do not meet conservation area designation criteria. The review of the Abbey and Barking Town Centre Conservation Area Conservation Area boundary can be found in Part C (Boundary Review) of this CAAMP.

Although this document is intended to be comprehensive, the scale and complexity of the conservation area means that specific mention cannot be made of every building or feature. The omission of any building, structure, feature or space does not imply that the element is not significant or does not positively contribute to the character and special interest of the conservation area. The protocols and guidance provided in Part B (Management Plan) are applicable in every instance.

The assessments which provide the baseline information for this CAAMP have been carried out utilising publicly available resources and thorough on-site analysis from the publicly accessible parts of the conservation area.

Site surveys for the preparation of this appraisal were undertaken in October and November 2019 with all photography included being of this date. The surveys were undertaken following a similar approach to that set out within the Oxford Character Assessment Toolkit.

1.4 PLANNING POLICY, GUIDANCE AND ADVICE

Conservation areas are governed under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the National Planning Policy Framework (2019) sets out the overarching requirement for local planning authorities to identify and protect areas of special interest (paragraph 185). The Barking and Dagenham Local Development Framework sets out the Council's policies guiding development within the Borough, including policies and guidance for protecting and enhancing the historic environment including conservation areas.

In addition to these legislative requirements, this CAAMP has been prepared to align with the following best practice guidance published by Historic England, the public body who manage the care and protection of the historic environment:

- Conservation Area Appraisal, Designation and Management: Historic England Advice Note 1 (Second Edition) (February 2019)
- Conservation Principles, Policies and Guidance (April 2008)
- Valuing Places: Good Practice in Conservation Areas (January 2011)
- The Setting of Heritage Assets Good Practice Advice in Planning Note 3 (Second Edition) (December 2017)
- Heritage at Risk: Conservation Areas (June 2009)

The relevant legislation, planning policy and guidance should be utilised when planning changes within the Abbey and Barking Town Centre Conservation Area to ensure that proposals align with policy and will preserve and enhance the special interest of the area.

Furthermore, when changes are being considered to buildings in the conservation area, or where new development is proposed, it is advised that the Council's Pre-Application Advice service is used to gain early guidance on proposals and highlight any constraints or opportunities.

1.5 CONSULTATION AND ENGAGEMENT

It is a statutory requirement under the Planning (Listed Buildings and Conservation Areas) Act 1990 for conservation area guidance produced by or on behalf of Local Authorities to be subject to public consultation, including a public meeting, and for the local authority to have regard to any views expressed by consultees.⁰³

A draft of the Barking Conservation Area Appraisal underwent public consultation from 12th August to 23rd September 2020. The feedback was reviewed and incorporated within the adopted report.

During the early preparations for the production of this Appraisal in consultation was undertaken with local residents in the form of a questionnaire relating to the awareness of the conservation area designation and the current condition of the area. The results of this questionnaire have shaped the content and format of this Appraisal.

⁰³ Section 71 (1), Planning (Listed Buildings and Conservation Areas) Act 1990

2.0 SUMMARY OF SPECIAL INTEREST

Barking has an illustrious history stretching back nearly 1500 years. Its special interest is derived from the evolution of the town from small rural settlement dominated by Barking Abbey to the bustling retail and civic hub the town is today.

Barking Abbey was one of the most important religious foundations in England and played a vital role in shaping the layout and appearance of Barking. The historic East and North Streets converge on the Abbey's gatehouse, the Curfew Tower (the only building of the Abbey to survive), and the Town Quay to the west provided the nuns and later the town with a trade connection to the River Thames, via the River Roding. The wealth and protection the Abbey brought to the town, allowed it to grow and thrive and the precincts remains are both an important reminder and pleasant public green space for the community. The Abbey Green open spaces to the north and south of the precincts are equally important public amenities. Religious uses remain an important part of the town, most importantly with 13th century St Margaret's Church within the Abbey Precincts but also churches of other denominations in the town centre.

Retail and trade have long been a part of Barking's character with the regular market in East Street continuing a tradition of centuries past. The town's once important fishing industry is a lesser known feature of its past but evidence survives of this connection through the presence of the Town Quay and River Roding, Fawley House which was home to an important fishing family, and in

street names such as Blue Short Place. The importance of Barking as a retail and civic centre has evolved comparatively recently resulting from the suburban growth of the surrounding area following the arrival of the railway. As such the overarching character of the town centre is Victorian and Edwardian with some buildings of the inter-war and post-war period contributing to the urban town centre. Although there has been some loss of historic features many buildings retain their historic character, including shop fronts at ground floor and decorative features to the upper levels. Buildings such as the former Magistrates' Court and the Town Hall are particularly prominent architecturally demonstrating the importance of Barking as a local centre.

In contrast to the dense development of the town centre, Abbey Green is open and green in character and Town Quay is similarly open, although orientated around a body of water. There are therefore three distinct character areas which all contribute to the special interest of the conservation area in different but equally important ways.

Overall, the special interest of the Abbey and Barking Town Centre Conservation Area is derived from the town's historic development in relation to Barking Abbey and subsequent evolution into a thriving market and fishing town. The retail nature of Barking remains today and the busy town centre is ideally contrasted by the open public spaces of Abbey Green and Town Quay.



Character Area 1: East Street is home to Barking's market and is the principal retail street in the town centre



Character Area 2: The establishment of Barking Abbey was pivotal to the history of Barking. The remains of the Abbey Church and cloister are demarcated by low stone walls.



Character Area 3: The Town Quay on the River Roding was originally significant for being the location for receiving goods for the Abbey and was then the heart of Barking's fishing industry. Today it is a pleasant public space.

3.0 BRIEF HISTORIC DEVELOPMENT OF BARKING

This section provides a brief summary of the historic development of Barking. It identifies the key events, features and associations which make the conservation area what it is today. A more detailed and illustrated description of the historic development of the town is included in [Appendix D](#).

Barking has a history stretching back to the Saxon period with evidence of at least temporary settlement from pre-historic times. From the early beginnings of the settlement, Barking Abbey dominated the town.

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Today visual markers of the Abbey remain, in the form of the 15th century Curfew Tower, and the low walls, dating to the early 20th century, delineating the historic plan of the most important Abbey buildings including the Church and cloister.

The Abbey was established in c.666 by the Bishop of London and became the most important nunnery in England, attracting recruits from prestigious families, and with five of its abbesses becoming canonised. The significance of the Abbey is recognised by its designation both as a Scheduled Monument and also a Tier I Archaeological Priority Area, the latter demonstrating that considerable further remains

are likely to survive below ground. Shortly after the Dissolution of the Monasteries in the 16th century, the Abbey was pulled down, making the surviving built and archaeological remains particularly valuable. The development of Barking is intimately connected with the Abbey and the surviving remains, which contribute greatly to the special interest of the conservation area.

The town of Barking evolved around the Abbey precinct, with important buildings and the centre of the medieval town concentrating around what is now the middle of the conservation area, along Broadway / North Street and the western half of East Street (See Andre and Chapman's map of 1777 in Appendix D). St Margaret's Church was built within the Abbey precinct between the 13th and 15th centuries and a market hall was built in the mid-16th century adjacent to the south-east of the Abbey precinct, approximately where the open space in front of the Curfew Tower is now. The town grew as a bustling market town with the earliest market dating to the 12th century; a market still remains today on East Street many days of the week.

On the west side of the Abbey precinct is the River Roding. Proximity to the river is likely to have been the reason why the Abbey was located here, as it would

have allowed the occupants of the Abbey to easily receive and distribute food and other goods.

From the 14th century Barking became a productive fishing town, an industry which continued well into the 19th century until the arrival of the railway. The fishing industry was centred on the Town Quay on the River Roding and Barking supplied both the local and the London markets with fish from the North Sea. The successful fishing industry triggered a number of ancillary industries around Town Quay, to the south-west of the Abbey site. Barking's mercantile population grew and important associations include the Hewett family, for example, who drove the fishing industry at Barking, owned many smacks (a type of fishing boat) and introduced the use of artificial ice for preserving fish. Their house (Fawley House) remains the oldest secular building in Barking and a sign with a smack and a fish represents their role in the history and development of Barking.

The arrival of the railways in the mid-19th century brought a decline in the town's fishing industry; Town Quay and this part of the conservation area, once bustling, became less frequented and the town centre shifted to the north-east towards the railway station

(see OS maps of 1863 and 1893 in Appendix D). This period saw the development of terraced houses built at the north-east end of the conservation area as Barking became a commuter town to London. The shopping character of Barking as we know it today developed from this point, invaluable to Barking's character; this is represented by the historic shopfront fragments that remain in East Street, North Street, Station Parade and Ripple Road. Important civic buildings such as Barking Magistrates' Court, originally Public Offices and a Free Library, and the old police station, were also built in this period, creating areas of civic focus, which contribute to the conservation area's special interest.

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Many of the buildings in Barking date to the 20th century, as Barking continued to expand as part of the suburban growth of London. Several 20th century buildings contribute to Barking's special interest; Barking Town Hall (1936-1958), designed by Herbert Jackson and Reginald Edmonds, is a notable landmark building in Barking owing to its distinctive clocktower. The building contributes greatly to the special interest of the town,

both through its use and landmark quality, and this is recognised through its local listing. Barking Station too was constructed in the mid-20th century by H. H. Powell; although it lies just outside the conservation area, this Grade II listed building is another significant 20th century building.

The town centre also features a number of recent buildings, largely tower blocks with colourful cladding, which lie immediately adjacent to the conservation area. Whilst sometimes inappropriate in terms of height, materiality and detailing, the new development reflects the continued importance of Barking as a town centre.



Historic view along East Street with the Magistrates' Court in the distance to the right. (Barking & Dagenham Archives and Local Studies, Valence House: DS245b)

4.0 CHARACTER ASSESSMENT

This section provides analysis and assessment of the character and appearance of the conservation area and the way in which this contributes to its special interest. Sections 4.1 to 4.8 look at the conservation area as a whole, covering different elements of character including street and plot patterns, public realm, important views and setting. Then follows sections 4.9 to 4.12 which identify and assesses the different character areas within the conservation area.

4.1 LOCATION, TOPOGRAPHY AND GEOLOGY

Barking is the main settlement in the south-west part of the London Borough of Barking and Dagenham. Barking is approximately seven miles east of the City of London and two miles north of the River Thames. Forming the western boundary of the conservation area is the River Roding. Close to the east of the conservation area is Barking Station served by mainline and London Underground and Overground trains. See **Plan 2** (overleaf) which shows the location of the conservation area within its wider surroundings.

The centre of the town is mainly in retail use with the surrounding areas as predominantly residential comprising Victorian and Edwardian terraces and post-war housing estates. The conservation area designation focuses on the more central, historic parts of the town including the site of Barking Abbey, the Town Quay, the medieval church of St Margaret and the historic shopping streets of North Street, Broadway, East Street, Station Parade and Ripple Road.

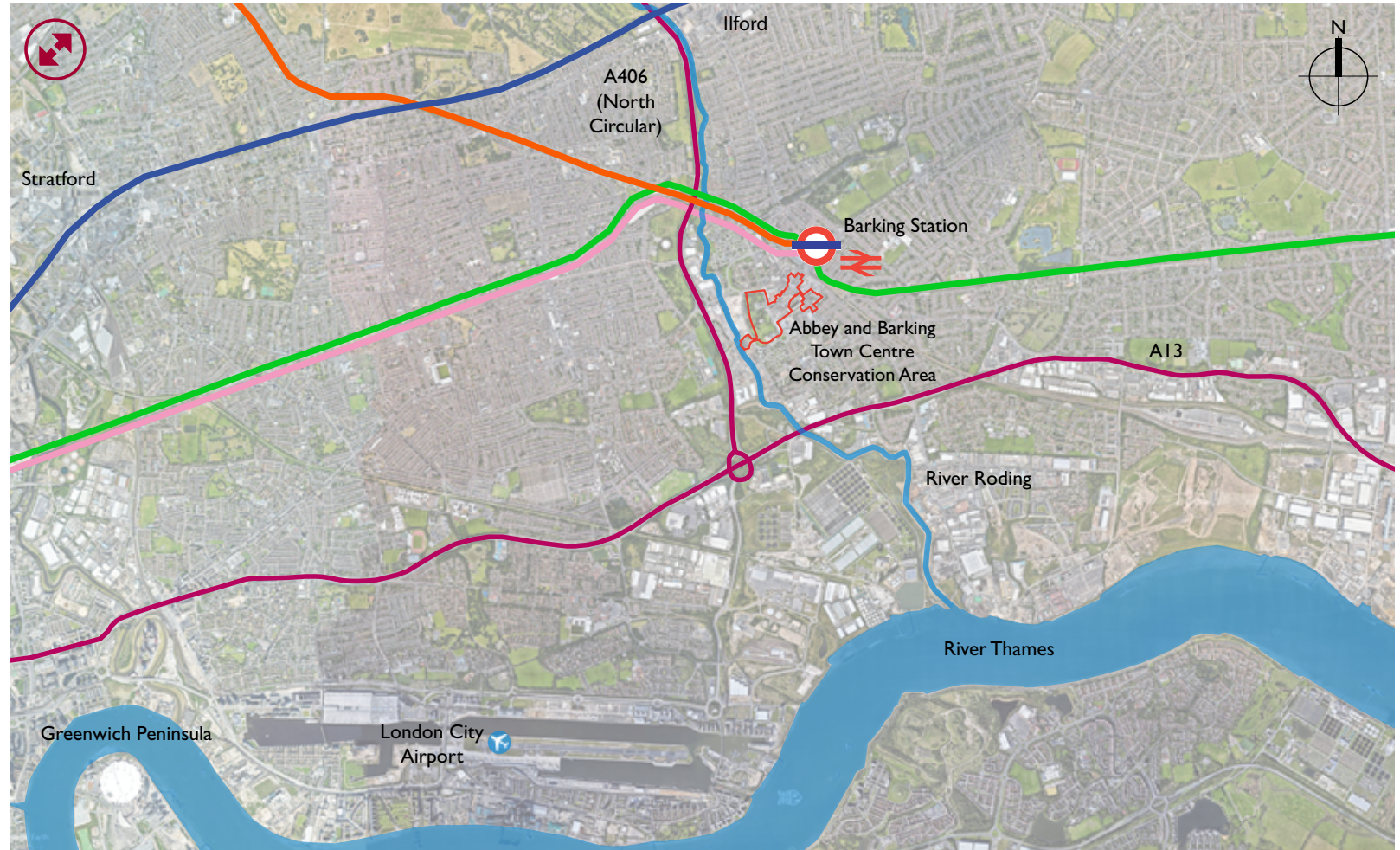
Barking's physical character derives from its relationship with the River Roding, a navigable tributary of the River Thames, which served to bring the settlement into existence. The Abbey was located close to the River and the Town Quay and relied on it for receiving and distributing goods. The town grew up immediately adjacent to the Abbey, focussed on the area in front of the Curfew Tower, and was much more compact than today. The town is now more dispersed with the centre now considered to be focussed towards East Street and the Station.

The conservation area is low-lying at around 11 metres above sea level at its centre; the area rises in gradient slightly to the north-east and lowers to the south-west, towards the river. In terms of geology, most of the Borough is underlain by various river terraces of the Thames and Roding, including the Flood Plain Gravel, Taplow Gravel and Boyn Hill Gravel. Younger (Holocene) Alluvium directly underlies the Borough on lower ground, next to major rivers, in particular the River Roding.

LOCATION OF ABBEY AND BARKING TOWN CENTRE CONSERVATION AREA

- Conservation Area Boundary
- District Line
- Hammersmith and City Line
- London Overground Line
- TFL Rail (Elizabeth Line)
- Major Roads

This plan is not to scale



Plan 2: Location of Barking Abbey and Town Centre Conservation Area.

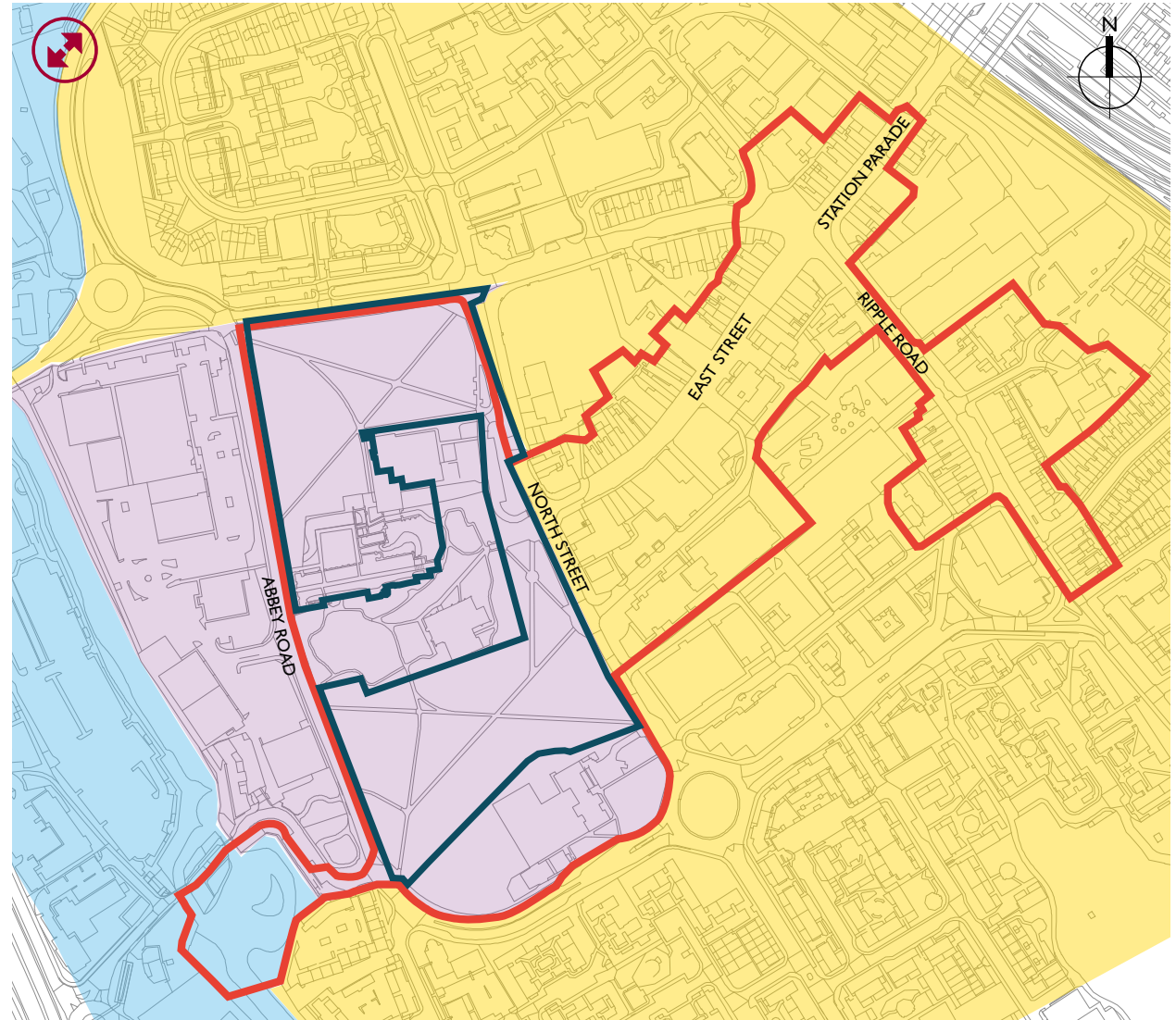
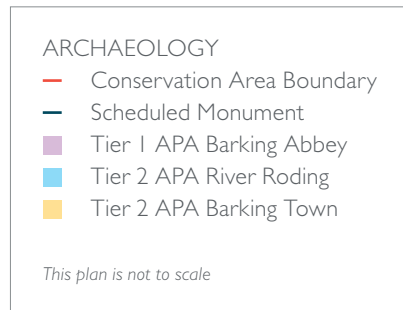
4.2 ARCHAEOLOGY

The conservation area includes the highly significant remains of Barking Abbey, which are designated as a Scheduled Monument, details of which are within the National Heritage List for England entry for the site found here: <https://historicengland.org.uk/listing/the-list/list-entry/1003581>. The Abbey was founded by in 666 AD becoming one of the greatest nunneries in England. Many excavations and investigations have been undertaken through the 18th, 19th and 20th centuries leading to a good understanding of the layout and the wider development of the town. The Scheduled Monument is currently identified as 'at risk' by the Heritage Risk Register for London (2019).

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In addition to this designation, the conservation area is entirely within three Archaeological Priority Areas (APA), designated by the Greater London Archaeological Advisory Service (GLAAS). The centre of the conservation area, encompassing the former Abbey precinct and surrounding green open space, is a Tier 1 APA (Barking Abbey), the highest level of this type of designation. To the west is the River Roding Tier 2 APA and to the east the Barking Town Tier 2 APA. These areas are designated for their potential to contain remains of past occupation which stretches back to the Saxon period.

These designations, shown on **Plan 3**, reflect the long history of activity and development of Barking and the likely potential for further understanding of the evolution and significance of the Abbey and town core.



Plan 3: Barking Abbey Scheduled Monument and the Archaeological Priority Areas within the conservation area and its surroundings.

4.3 STREET AND PLOT PATTERN

As identified at the beginning of this section, the conservation area is divided into three distinct character areas. The distinction between these areas is perhaps most apparent when considering the street and current development patterns of the conservation area.

The eastern half of the conservation area, which constitutes the town centre sub-area, is centred on two principal junctions, the junctions of North Street, Broadway and East Street, and the junctions of Ripple Road, East Street and Station Parade. This demonstrates the importance of East Street, the principal route in the conservation area, which extends on a north-east / south-west orientation from Abbey Green and continues from the junction with Ripple Road as Station Parade. The plots along East Street were historically narrow fronted, deep terraced plots and this character is retained along the northern side of the street. However, on the south side, post-war redevelopment has led to the amalgamation of plots with most now having much broader frontages to the street. There are secondary open spaces formed around the junction of East Street with Short Blue Place, opposite the Magistrates' Court, which is the only building in East Street that is set back, and in front of the Technical Skills Academy. See **Plan 4** overleaf which identifies the location of these important junctions and spaces.

Station Parade and Ripple Road, which lies perpendicular to East Street / Station Parade, have a similar character of narrow fronted, terraced plots. On Ripple Road the large plot forming the Vicarage Field Shopping Centre disrupts

this historic pattern and as such is excluded from the conservation area.

Parallel with East Street is Clockhouse Avenue and there are a series alleys connecting the two. This route is characterised by larger plots, namely the locally listed Town Hall, and mirrored in the newer developments outside the conservation area boundary. An important open space has been established by the new square in front of the Town Hall.

The route of North Street and Broadway lies parallel with Ripple Road but located at the western end of East Street. It forms a boundary between the town centre, which has a densely developed and generally fine-grained character, and the large open spaces of Abbey Green.

The western half of the conservation area is dominated by Abbey Green, a large roughly rectangular park bounded by roads: St Paul's Road to the south, Broadway and North Street to the east, London Road to the north and Abbey Road to the west. The open space contains three large built plots; the schools of St Margaret's and St Joseph's to the north and south respectively and the Church of St Margaret's in the centre with the Curfew Tower at its entrance.

At the south-west corner of the conservation area is the Town Quay, also known as Mill Pond, an open area of water on the River Roding with some linear plots around its edges.

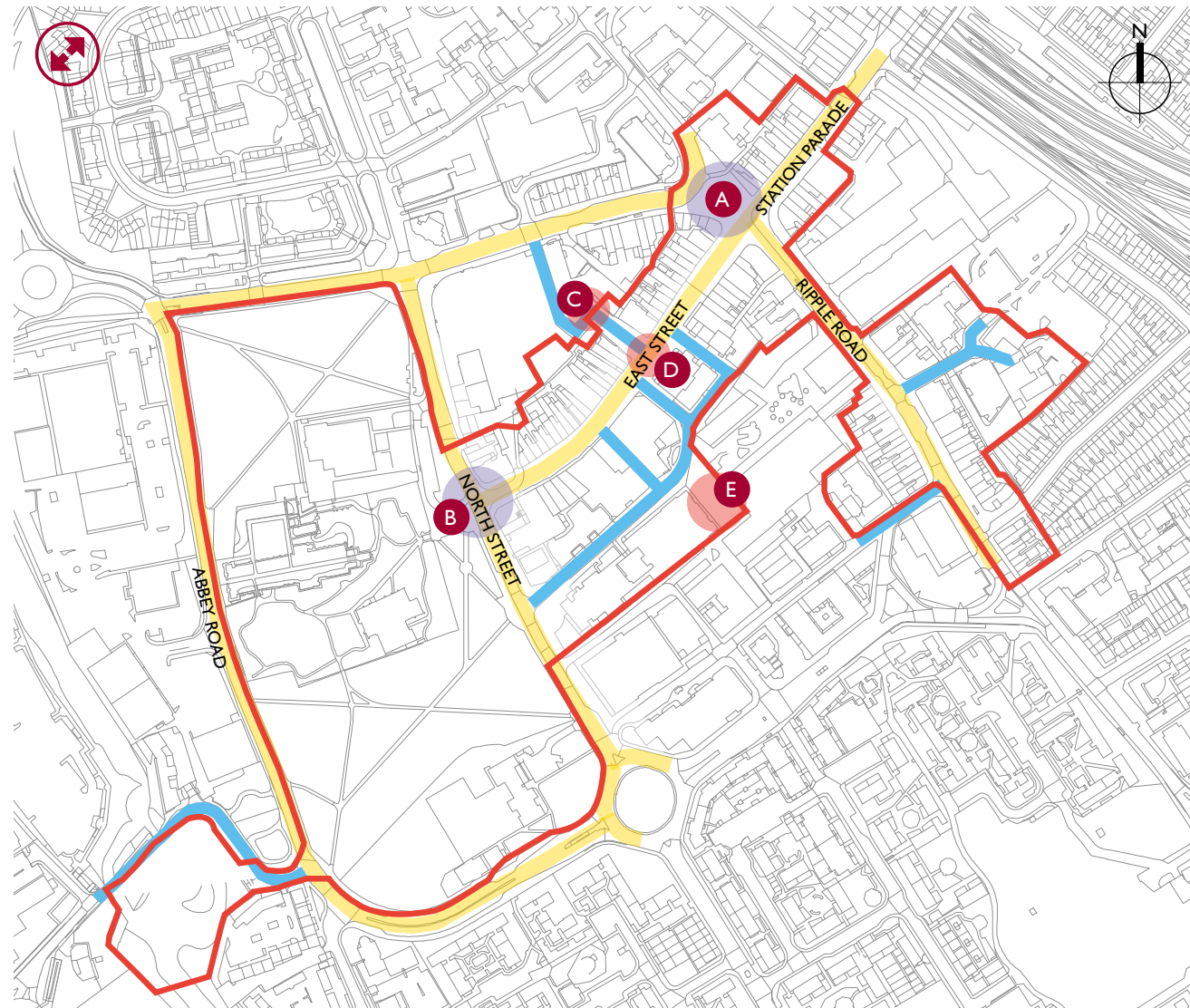


One of the two principal junctions within the conservation area is at the junction of Ripple Road and East Street; it forms an important public space.

- Conservation Area Boundary
- Primary Junctions
- Secondary Junctions
- Principal Streets and Routes
- Secondary Streets and Routes

- A** Station Parade, Ripple Road and East Street
- B** East Street and North Street
- C** Short Blue Place at the entrance Technical Skills Academy
- D** East Street and Short Blue Place (in front of Magistrates' Court)
- E** Public Square in front of Town Hall

This plan is not to scale



Plan 4: Hierarchy of streets and important junctions within the conservation area.



The fine-grain, narrow fronted plots which characterise Station Parade.



Narrow fronted plots along East Street.



The Town Quay is an open area of water with some surrounding linear plots.

4.4 BUILDING SCALE AND MASS

Building scale and massing varies across the conservation area and large areas are devoid of buildings entirely. As identified in the previous section, the plot pattern and footprint of buildings varies from fine-grained, which is the historic character, to larger buildings which have amalgamated historic plots. The height of buildings ranges from one to five storeys, with most buildings being two or three storeys in height, see **Plan 5** overleaf. Some buildings have a level of accommodation in the roof or have a much taller component such as the tower of St Margaret's Church and the prominent clocktower of the Town Hall. These form landmarks within the conservation area.

In East Street, Station Parade and Ripple Road, which are the most densely developed parts of the conservation area, buildings are generally two to three storey terraces with some larger footprint and taller buildings on the south side of East Street. Away from the town centre buildings are sparser and generally have larger footprints but are lower in height at one to two storeys, for example the two primary schools on Abbey Green.



Three storeys terraced buildings on the north side of East Street.



Two storey terraced buildings in Ripple Road.



Three storeys terraced buildings on the south side of East Street with attics in the pitch roofs and a five storey office building beyond.



The clocktower of the three storey Town Hall is visible from across the conservation area.

BUILDING HEIGHTS

— Conservation Area Boundary

■ 1 Storey

■ 2 Storeys

■ 3 Storeys

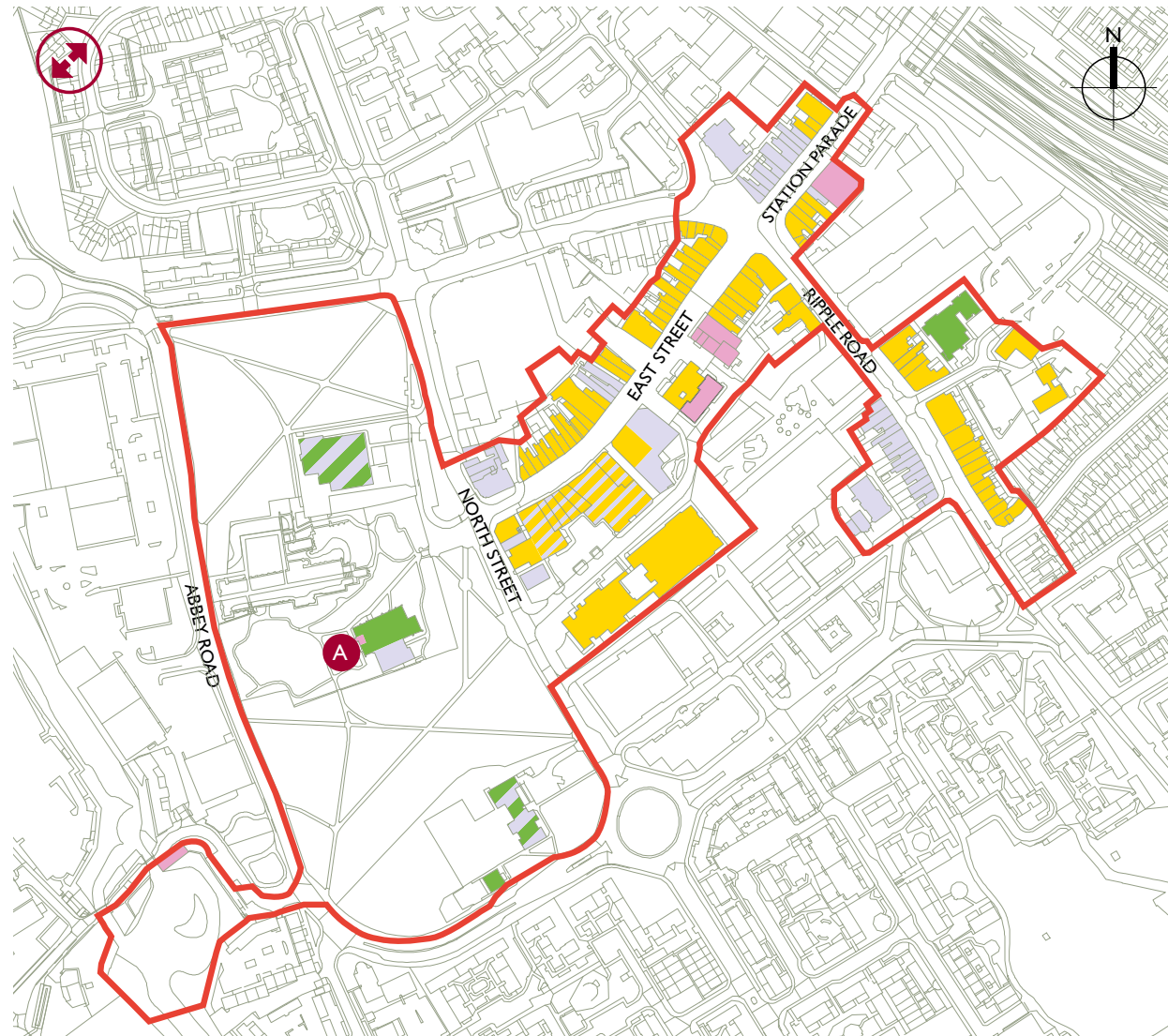
■ 4-5 Storeys

■ 6+ Storeys

A The tower of St Margaret's Church is the equivalent of a 4-5 Storey building

Hatched colours have been used where buildings possess a large area of additional storey but set back so not very visible from the street

This plan is not to scale



Plan 5: Approximate heights of buildings in the conservation area.

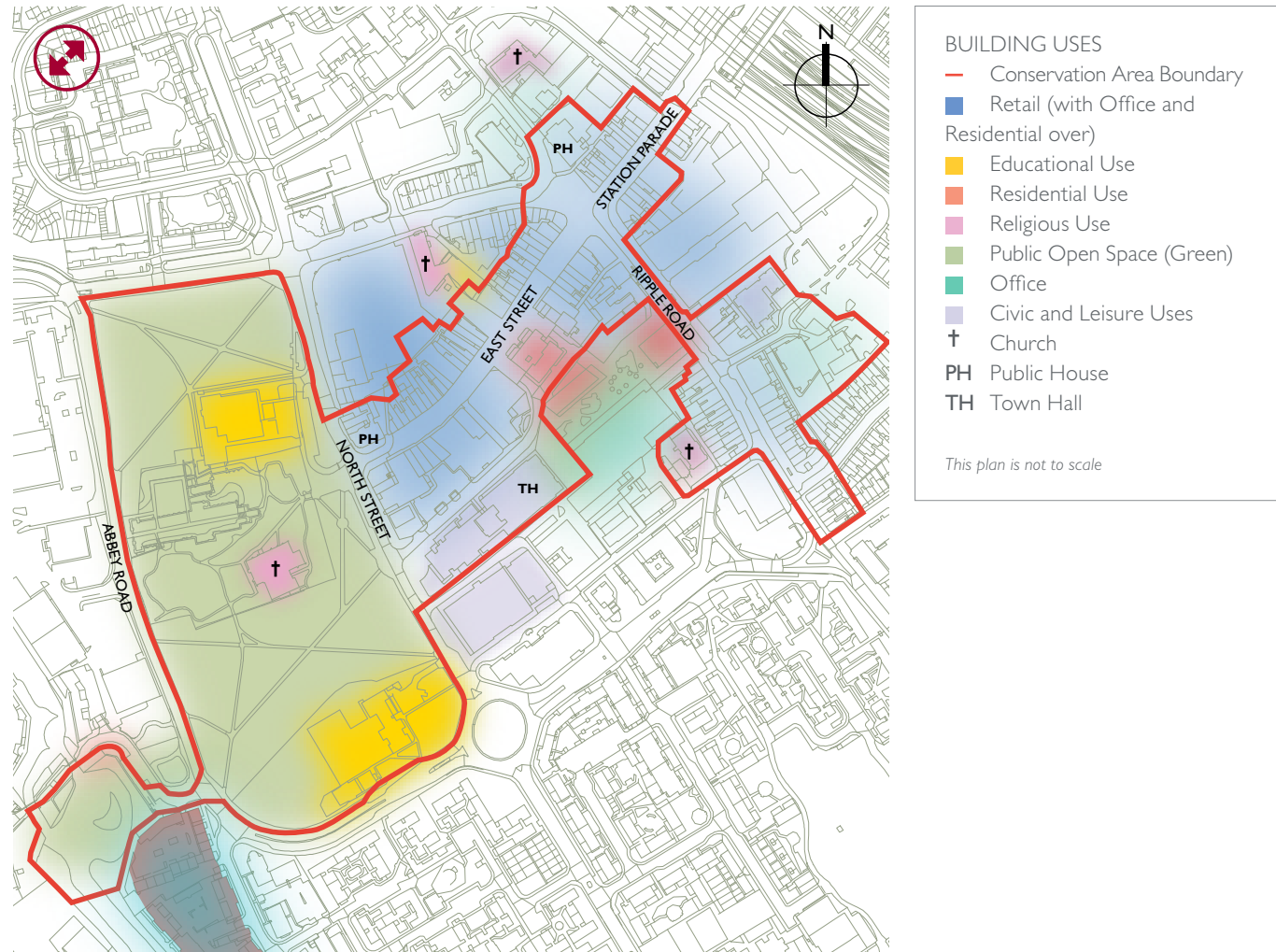
4.5 BUILDING USES

The conservation area is predominantly in use as either retail or public open space along with a number of other more secondary uses. The town centre part of the conservation area is almost exclusively in retail use with the upper levels of buildings in either residential or office uses. There are also some solely residential and office buildings in the conservation area such as the former Magistrates' Court which is now residential apartments. This part of the conservation area is also home to the Barking and Dagenham College Technical Skills Academy, one of several education institutions in the conservation area.

The western half of the conservation area is mainly public open space, in the form of Abbey Green. There is further public open space around the Town Quay. Within Abbey Green are two schools and the Church of St Margaret's contributing educational and religious uses to the conservation area. There is one other church within the area – Elim Church on Axe Street – and Barking Baptist Church and Barking Methodist Church are just outside the conservation area. Religious uses are of particular significance as the origins of Barking lie in the establishment of Barking Abbey in the 7th century. The other important use within the conservation area is the civic use associated with the town hall.

Plan 6, adjacent, shows the distribution of uses across the conservation area.

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BUILDING USES

- Conservation Area Boundary
- Retail (with Office and Residential over)
- Educational Use
- Residential Use
- Religious Use
- Public Open Space (Green)
- Office
- Civic and Leisure Uses
- † Church
- PH Public House
- TH Town Hall

This plan is not to scale

Plan 6: Plan showing the different uses present within the conservation area.

4.6 OPEN SPACE AND PUBLIC REALM

Although an urban conservation area, Abbey and Barking Town Centre Conservation Area has extensive open space. The most important open space is the Abbey Green public park which forms most of the western half of the conservation area. The park is approximately rectangular and bounded by roads on all sides. It is divided into two halves by St Margaret's Church and the remains of Barking Abbey, after which the park is named. The park is lawned and bisected with linear footpaths and scattered with clusters of mature trees. It is an important amenity for residents and visitors, providing relief from the densely built up streets of the town centre. The remains of the Abbey and the churchyard are also open to the public but are more secluded than Abbey Green. The sunken nature of the Abbey remains and the mature trees in the churchyard, some of which are the largest in the Borough, serve to provide both with a strong sense of enclosure. As well as being of amenity value, these areas in particular contribute to the historic value and special interest of the conservation area.

There is also public space around the Town Quay, at the south-western corner of the conservation area, overlooking the expanse of water so important in Barking's history. Part of this area, that adjacent to Highbridge Road, has been recently relandscaped to a high quality whilst the area to the east of the basin is more municipal in character.

Adjacent to the east of the Curfew Tower, opposite East Street, is an area of hard-landscaped public realm with car parking to the north. Although finished with durable flagstone and granite setts, the area is becoming dilapidated and enhancements could be made to improve the setting of the highly significant tower and this important gateway between Abbey Green and town centre.

In the town centre, public open spaces are formed around the important and secondary road junctions. These hard-landscaped spaces also offer a contrast and relief from the density of buildings. Perhaps the most important is the space formed by the set back former Magistrates' Court and Short Blue Place at the heart of East Street which is a popular gathering place. Also important are the square in front of the town hall and the open space at the junction of East Street, Station Parade, Ripple Road and Linton Road.

Aside from these open spaces the public realm in the conservation area comprises the pavements and some streets with pedestrian priority, such as East Street where the roads are shared surfaces. These along the generally generous pavements mean good provision of public realm in the conservation area. The surfaces treatments are of mixed quality and appearance. East Street is laid with brick setts whereas Ripple Road and Station Parade have durable and traditional granite slabs. Elsewhere pavements are tarmacked.

Across the conservation area there is an extensive array of street furniture including bollards, railings, benches, litter bins, lampposts, post boxes, broadband cabinets, wayfinding signage, interpretive signage and road signs. There are numerous different designs for each, which detracts from the coherence and overall appearance of the conservation area. Furthermore, many of the pieces are in a poor state of repair having suffered from vandalism and degradation and are in need of maintenance, replacement or removal. However, some historic pieces of street furniture survive including post boxes and lampposts which make a positive contribution to the conservation area. Where there are high concentrations of street furniture, this can impede pedestrian movement, negatively affecting the experience of the area; this is particularly the case along North Street and Broadway. A recent lighting scheme on East street has removed the clutter of lampposts from the public realm. There is also interpretive signage which assists in raising awareness of the history and value of Barking.



Abbey Green is a large green public park, divided into two halves by St Margaret's Church and Abbey remains.



Examples of historic lamp standards in the conservation area





The churchyard of St Margaret's.



The remains of Barking Abbey are in a sunken but more open public space.



The Town Quay, also known as the Mill Pool, on the River Roding.



Public realm around the Town Quay



Open space in the setting of the Magistrates' Court.



Public realm around the Town Quay.



Recently resurfaced public realm at the junction of Ripple Road and East Street

4.7 IMPORTANT VIEWS AND LANDMARK BUILDINGS

This section considers the most important views into and within the conservation area, as well as the buildings which feature most prominently within the townscape. Views are an important part of establishing the special interest and heritage value of a conservation area. They may be static, from fixed positions, or kinetic, changing as a viewer moves through a place. They may be short or long range, or look across, through, to or from a heritage asset, in this case the conservation area.

All views which take in the historic buildings, listed or not, and general historic environment of the area are important and contribute to the understanding and experience of the conservation area. As a consequence, the views considered in this section are only an indicative selection and not intended to be a comprehensive set of the important views in the conservation area.

When proposals for change are being considered a detailed study of the views important for any given site and the contribution they make to the conservation area will be necessary.

The important views that are considered are identified on **Plan 7**, adjacent, and detailed over the following pages. The important landmarks, which are frequently the focus in views, are also identified on the plan with a description in [section 4.7.2](#).

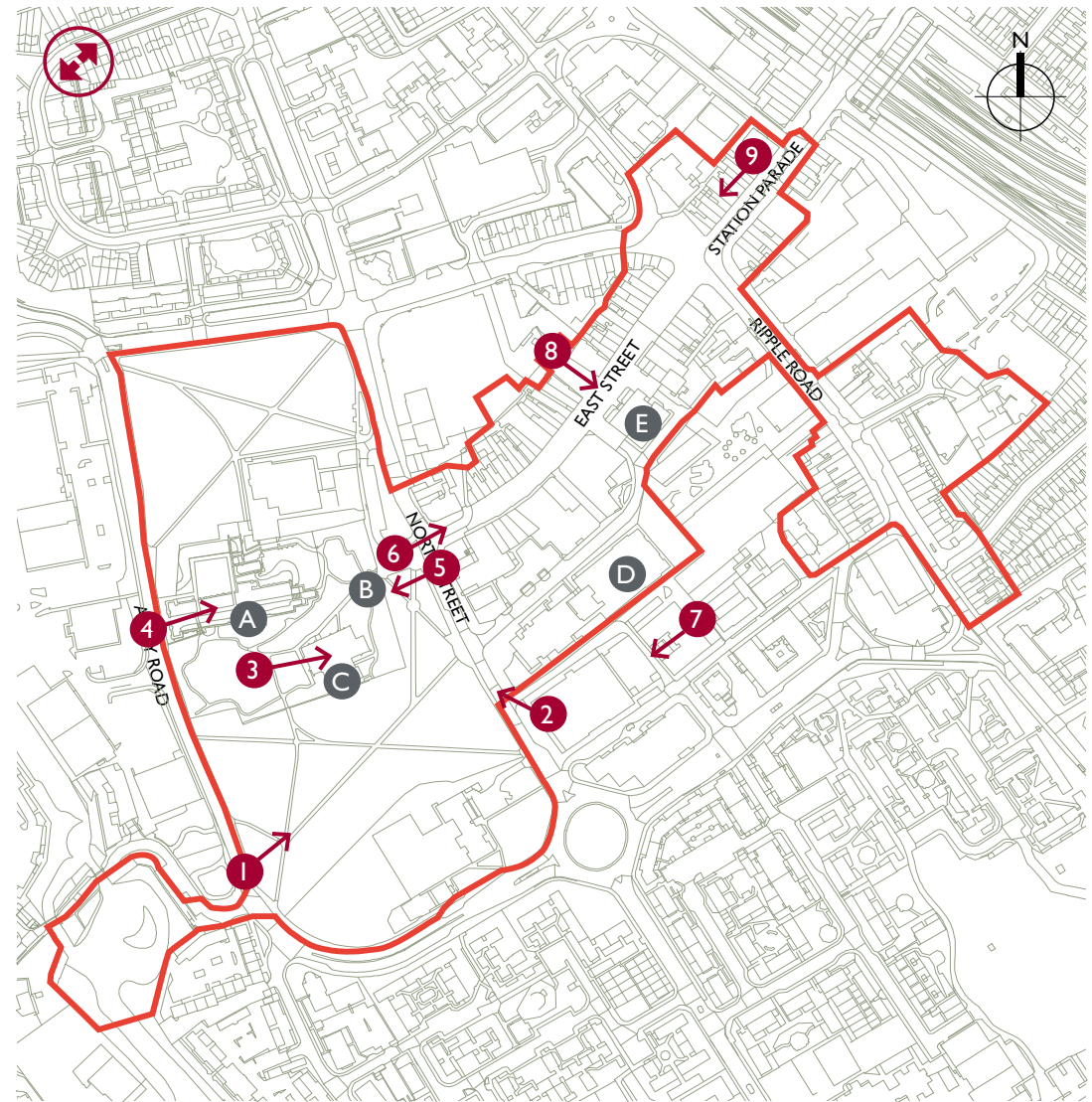
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IMPORTANT VIEWS AND LANDMARK BUILDINGS

- Conservation Area Boundary
- View Point
- ➔ View Direction
- ⊗ Landmark Buildings

- A Remains of Barking Abbey
- B Curfew Tower
- C St Margaret's Church
- D Barking Town Hall
- E Former Magistrates' Court

This plan is not to scale



Plan 7: Important views and landmark buildings within the conservation area.

4.7.1 IMPORTANT VIEWS

**View 1: Views from Abbey Green looking north-east**

These views moving along the footpath through Abbey Green, encompass one of the oldest surviving structures in Barking, St Margaret's Church, and look towards the town centre. Particularly prominent are the 20th and 21st century developments which break the skyline and form the wider setting of the conservation area and demonstrate Barking is a local economic centre. With these towers in the centre and the historic Church tower of St Margaret's to the left, the right side of the view is framed by the prominent and clocktower of the locally listed town hall, another feature demonstrating the importance of Barking as a town centre.

**View 2: View from the junction of Broadway and Clockhouse Avenue looking north-west**

The view takes in two of the most historic buildings in the conservation area, St Margaret's Church, to the left and the Curfew Tower to the right. The Church is listed at Grade II* and dates back to the late 15th (with 12th century fabric) and the Tower is Grade I and dates to the 13th century. The historic buildings are set within mature trees and the lawns of Abbey Green which add to the character of this view.

**View 3: St Margaret's Church from the churchyard**

This is one of the best views of the Grade II* listed St Margaret's Church, looking from the west towards its tower. The church, the oldest parts of which date to the 12th century, is a landmark building within the conservation area with the tower prominent from the southern half of Abbey Green.



View 4: View of Barking Abbey

This view encompasses the open space formerly occupied by Barking Abbey. The abbey is perhaps the most important aspect of Barking's history as without it the town would not have developed and flourished. Only below ground remains survive of the Abbey and these are protected through a Scheduled Monument designation. The layout of the Abbey building and other attached structures is interpreted through the low level walls, themselves Grade II listed.



View 5: View of the Curfew Tower

This close view of the Curfew Tower is taken from the area of public realm which forms a forecourt to it. The Tower is Grade I listed, recognising its importance as the only surviving building of the Barking Abbey complex.



View 6: Views north-east along East Street

The view moving along East Street from the junction with Broadway / North Street is often characterised by the street market. Even when the market is not happening, the view shows the character of the street as a high street lined with shops with residential flats above. The photograph shows the curve of the street with the lantern to the Magistrates' Court visible in the background. This building is a prominent landmark along the street.



View 7: Barking Town Hall from Town Hall Square

This position from outside the conservation area boundary, provides an excellent view of the mid-20th century Barking Town Hall. The building is locally listed and a landmark building in the conservation area due to the prominence of its clocktower. The tower is also prominent from the wider area and demonstrates the town centre as the democratic heart of the borough.



View 8: View of Magistrates' Court

This view along Short Blue Place, the name of which remembers the important Barking fishing fleet (the Short Blue Fleet), terminates with the former Magistrates' Court. The Grade II listed building is a landmark building in the conservation area and particularly within East Street.



View 9: South-west along East Street

This view looking south-west along East Street from the junction with Ripple Road and Station Parade shows the street to be largely linear before curving to the west at its south end. The market stalls are not present in this photograph and the street scene is characterised by historic and modern buildings of around three storeys with shopfronts at ground floor level and residential flats above.

4.7.2 LANDMARK BUILDINGS

There are several buildings and structures within the conservation area which are considered to be landmarks. These consist of the Curfew Tower (B on **Plan 7**) and St Margaret's Church (C on **Plan 7**), which are highly significant historic buildings with the latter visible from across Abbey Green. The remains of Barking Abbey (A on **Plan 7**) are also considered to be a landmark, although not visible except from in close proximity due to their position within a sunken garden. This is due to the considerable importance of the Abbey to the historic development of Barking. The detached nature and positioning of the former Magistrates' Court (E on **Plan 7**) at the centre of East Street gives this building landmark qualities. It is a large building of grand Flemish Renaissance style which presides over East Street featuring in views all along the street and from the open public space in front of the building. Finally, the mid-20th century Town Hall (D on **Plan 7**) is also a landmark building, due to its grand scale, austere architecture and prominent clocktower which appears in views across the conservation area and beyond.



Barking Magistrates' Court is a landmark building for its highly decorative appearance and position at the heart of East Street.



St Margaret's Church is a landmark building, its tower in particular is visible from across Abbey Green.

4.8 SETTING OF THE CONSERVATION AREA

The setting of a Conservation Area may also make a contribution to the special interest of the area. Setting is described within planning policy as *“the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve.”*⁰¹ Different elements of setting can make a positive, negative or neutral contribution to special interest or the way an asset is experienced.

The conservation area is part of the urban centre of Barking and therefore its setting is similarly urban in character. Immediately adjoining the conservation area are an Asda supermarket and the Technical Skills Academy to the north and the Vicarage Fields Shopping Centre to the north east. Around the Town Hall are larger scale new and refurbished blocks containing Barking Library, the Abbey Leisure Centre, offices and residential buildings. Although out of scale with the historic grain and scale of the conservation area they have served to create a new civic hub for Barking and have been integrated with new public realm.

There are also several tall buildings in the immediate setting of the conservation area, dating to the post-war period, these generally detract from the setting of the conservation area due to their overpowering scale and poor quality appearance due to lack of maintenance. Other new tall buildings are also being developed in the

close setting of the conservation area and needs to be managed carefully to ensure that further harm is not caused to the special interest of the conservation area.

Industrial development along the River Roding has historically formed the western setting of the conservation area. However, this is gradually being replaced with new residential development changing the character and contribution this part of the setting makes to the conservation area.

Elsewhere and further away, the setting of the conservation area is residential, both streets of Victorian terraced housing and post-war housing estates. These are generally a positive part of the setting as they emphasise the town centre character of the conservation area.



New residential development is replacing the industrial character of the River Roding.



Recent development around the Town Hall has created a new civic hub and public realm adjacent to the conservation area.

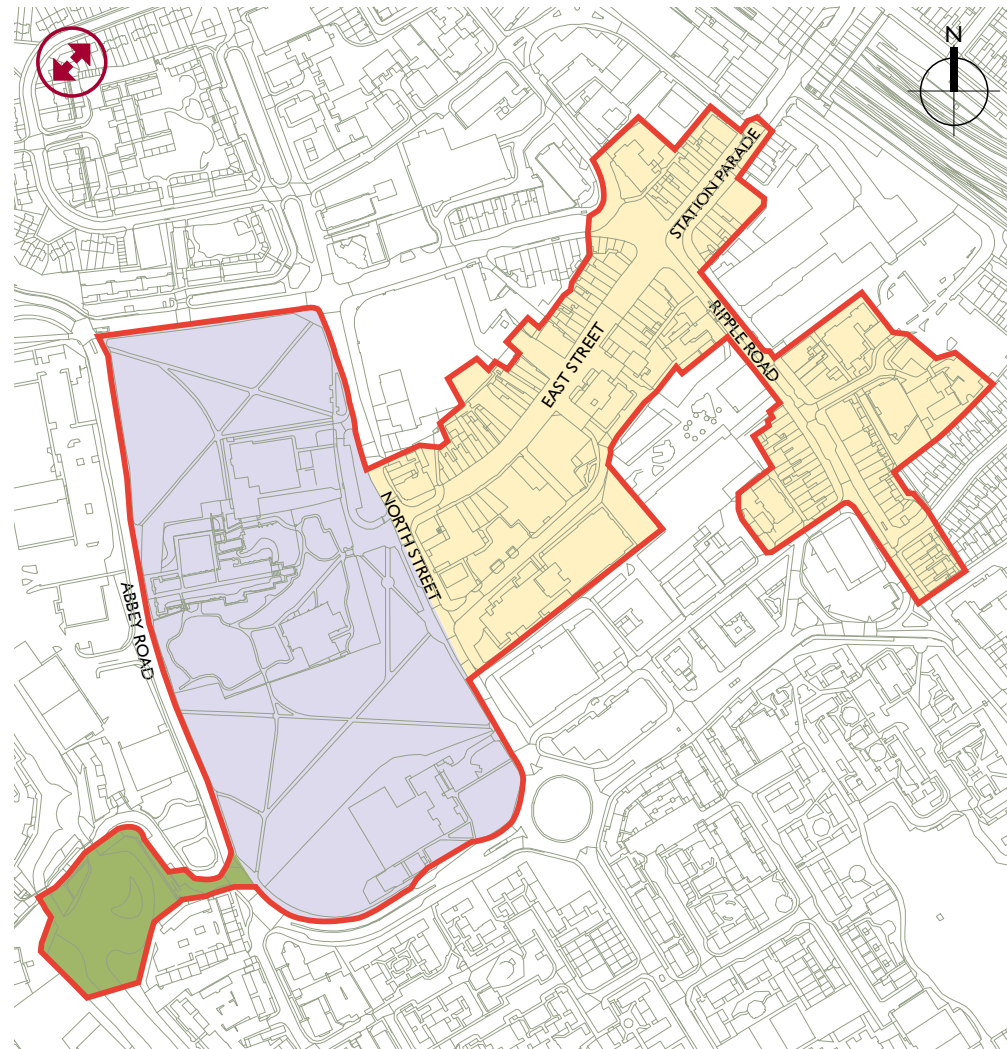


Post-war and recent tall buildings in the close setting of the conservation area.

⁰¹ MHCLG, *National Planning Policy Framework* (2019), p.71

4.9 SUB-AREA CHARACTER ASSESSMENTS

The Abbey and Barking Town Centre Conservation Area contains three distinct areas which have different characteristics. These are the Town Centre, Abbey Green and Town Quay. **Plan 8**, adjacent, shows the boundaries of these sub-areas. The following sections comprise detailed assessments of the appearance, uses and characteristics of these three areas.



SUB-AREA BOUNDARIES

- Conservation Area Boundary
- Sub-Area A: Town Centre
- Sub-Area B: Abbey Green
- Sub-Area C: Town Quay

This plan is not to scale

Plan 8: Plan showing the boundaries of the three sub-areas within the Abbey and Barking Town Centre Conservation Area.

4.10 SUB-AREA A: TOWN CENTRE

4.10.1 PLOT PATTERN AND GRAIN

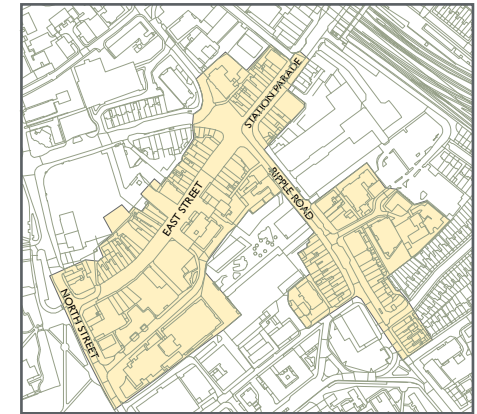
The town centre is the most densely developed area in the conservation area with a tight, fine-grained street and plot pattern. The main street, East Street, runs on a north-east / south-west axis and continues to become Station Parade at its north-east end. The plot sizes along East Street are of relatively fine grain, typically long, narrow plots with some larger modern buildings which extend across multiple historic plots, mainly at the south-west end. Grander residential or institutional buildings also occupy larger plots such as the former Magistrates' Court, the Town Hall, and Nos. 2 and 6 Ripple Road (the latter being the old police station).

The two streets at either end roughly at right angles with East Street, Ripple Road to the north-east and Broadway (which becomes North Street) to the south-west, similarly comprise small, fine-grained plots as well as some larger buildings. The north end of Ripple Road, towards the junction with East Street and the town centre, comprises larger plots with grand, historic buildings (police station and former house, No. 2) and modern, commercial or residential buildings which are not included in the conservation area. This graduates to a finer

grain towards the south, with former terraced houses and smaller scale housing. The character of Broadway is associated with the routes which connect with it. Around the junction with East Street, plots are generally fine-grained with two prominent corner buildings, further south are larger plots occupied by the Broadway Theatre and Abbey Leisure Centre (outside the conservation area boundary). The west side of Broadway is formed by Abbey Green with no buildings directly fronting this side of the street.

Clockhouse Avenue, which runs parallel to East Street, is characterised by larger buildings on wider plots such as the Town Hall and the Broadway Theatre on the south and the rear returns of the large plots on East Street (Nos. 10-30), as well as associated car parks and service areas.

Also within this sub-area are two streets connecting with Ripple Road; Axe Street extends south-west parallel with Clockhouse Avenue and Vicarage Drive which leads to the car park of Vicarage Field Shopping Centre. On both of these streets the plots are irregular but generally feature large or medium-sized detached buildings set back from the road.



Sub-Area A: Town Centre

4.10.2 SCALE AND MASS

This sub-area has the greatest density of buildings and these have some variety in terms of their height and massing. Generally, the buildings are fine-grained and terraced ranging from two to three storeys. There has been some post-war replacement and these buildings have much larger footprints but are not substantially taller, although there are some buildings of four to five storeys. There are also historic buildings which have a grander proportions although do not necessarily have more storeys; these are the institutional or former institutional buildings of the Magistrates' Court and the Town Hall, both three storeys. There is one much taller structure within this sub-area: the clocktower of the Town Hall which is a local landmark.

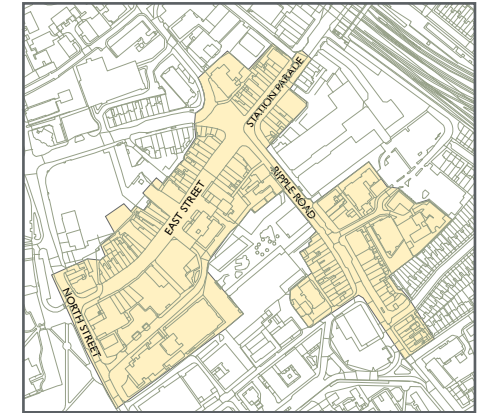
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4.10.3 USES

The predominant uses in the sub-area are retail and commercial, with many shops, cafes and restaurants at ground floor level. East Street has the highest concentration of shops and a market on Tuesday, Thursday, Friday and Saturday. Retail uses continue on Ripple Road and Station Parade as well as along the eastern side of North Street / Broadway. The upper levels of buildings with retail or commercial uses at ground floor are generally in residential use with some office or uses supporting the ground floor retail. In Vicarage Drive there



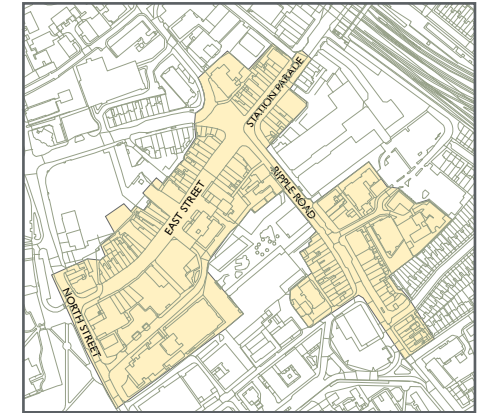
Typical three-storey terraced buildings along East Street.



Sub-Area A: Town Centre

are office uses in Cosco House (former St Margaret's Vicarage) and Glebe House, and Axe Street contains Elim Church. The former Magistrates' Court on East has been recently converted to bring residential use to the heart of the conservation area. Finally, one of the most important uses in the sub-area is the civic Town Hall. The adjoining theatre and nearby library and leisure centre, both outside the conservation area, have established a civic hub which is an important part of the town centre role of Barking.

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Sub-Area A: Town Centre



More recent buildings of larger massing and grander proportion; shown here are the Town Hall and Broadway Theatre.

4.10.4 MATERIALS AND ARCHITECTURAL DETAILS

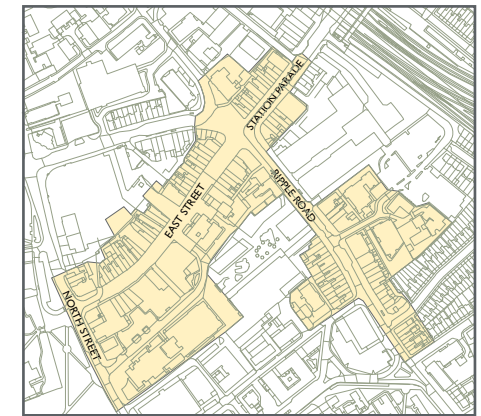
This sub-area contains the majority of buildings and therefore has the greatest richness of materials and architectural detailing. There is a wide variety of architectural styles including types of Victorian, Neo-Tudor and Modernist. The predominant building materials are red and brown brick. However, some buildings are rendered or painted and there are also examples of half-timbering. Roofs are generally pitched and clad with slates and either concealed by a parapet or formed into gables on the front elevations.

Architectural details include pilasters, friezes, cornices, window surrounds and quoining and these are often picked out in stucco or render. Details to grander buildings are made of stone, such as the porches, string courses, oriel window surrounds and gable details at the former Magistrates' Court. Unfortunately, many of these features have been damaged or lost owing to modern interventions for alarms, signage or wiring. There are examples of timber sliding sash windows remaining, although many are in a deteriorated state, and other windows have been replaced by uPVC units.

There is varying architectural detail across the sub-area with even some of the simplest terraces having oversized pilasters, weighty cornices and window surrounds. Other grander buildings have decorative gables, dentilled eaves, quoining and carved pediments. The diminutive-scaled buildings along Ripple Road feature lively pediments with decorative bargeboards and moulded relief in the

gables, although some details have been lost or are degraded. 2a-4a East Street on the corner of East Street and Broadway comprises Art Deco features such as low relief decorative panels and stylised decorative elements in geometric forms. The former Magistrates' Court has an ornamental central clocktower with a cupola, as well as various stone detailing mentioned above including egg and dart moulding, strapwork relief and floral ornament. There are also several examples of coats of arms or decorative shields, for example that for the United Westminster Charity Schools on East Street.

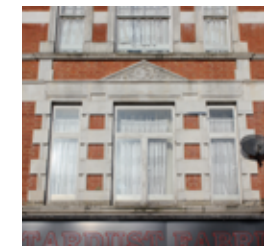
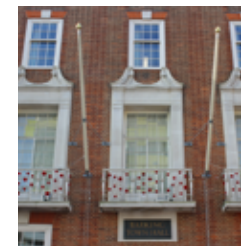
Most buildings have retail units at ground floor, although few traditional shopfront features survive and those that do have been altered. Some of the remaining historic shopfront features include stone console brackets and granite pilasters.



Sub-Area A: Town Centre

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MATERIALS AND ARCHITECTURAL FEATURES PALETTE



4.10.5 BOUNDARY TREATMENTS

Most buildings in the town centre sub-area are positioned hard against the pavement and therefore have no other boundary treatment. However, the small number of buildings which are set back from the pavement have metal railings forming their boundaries. These include No. 6 Ripple Road (the old police station), the former Magistrates' Court on East Street and the Vicarage Fields NHS Health Centre and Cosco House both on Vicarage Drive. Although not all historic some of these railings and gates are decorative and contribute positively to the appearance of the area.

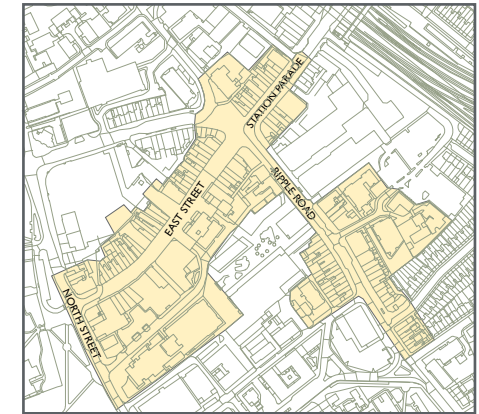
4.11.6 PUBLIC SPACES AND VEGETATION

There are no green open spaces within this sub-area of the conservation area and vegetation is limited to a small number of street trees. The public realm is therefore almost entirely hard landscaped, although as East Street is pedestrianised and pavements are often broad, there is generous public realm provision in this area. The pedestrianised nature of East Street gives the already wide street a feeling of increased spaciousness. All the important junctions in the conservation area are within this sub-area and form open spaces around these junctions. The most important in terms of public open space are those in front of the former Magistrates' Court and the Town Hall which are entirely free from traffic. Those at either end of East Street are also well used public spaces but are curtailed by traffic movement. The surface treatments and street furniture are mixed, and the appearance of the area could be improved

through a holistic public realm scheme, see Section 6.0 Issues and Opportunities. There is some use of traditional surface treatments such as granite setts in Station Parade and Ripple Road but elsewhere there is tarmac, concrete and brick finishes, many of which are in poor condition. (See photos overleaf).



The boundary treatments in this area are restricted to a small number of metal railings, all other buildings are positioned hard against the pavement or street edge.



Sub-Area A: Town Centre

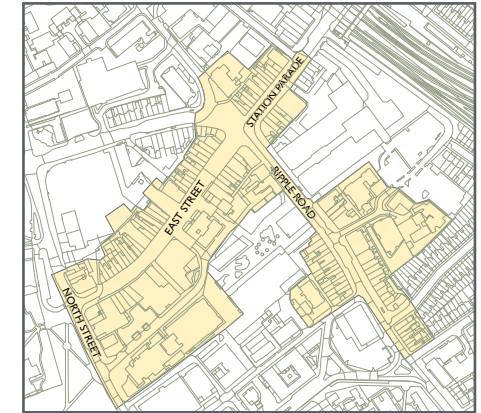
4.10.7 MOVEMENT AND ACTIVITY

This sub-area comprises the heart of Barking town centre and as such it is busy with both pedestrians and vehicles. The route from Barking Station through the town centre, along Station Parade and East Street, is a well-used pedestrian route, and Ripple Road and Short Blue Place are also busy with foot traffic. East Street has the highest concentration of shops and a market four days a week making it a particularly popular and active area for shoppers. The main bus route is along Station Parade and Ripple Road and is consequently busy with traffic. Linton Road is also a busy vehicular route. Clockhouse Avenue and Bobby Moore Way, on either side of the Town Hall and Broadway Theatre, are quieter routes with the latter also having pedestrian priority so little vehicle movement.

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East Street on a busy market day.



Sub-Area A: Town Centre



The open public space at the junction of East Street, Ripple Road and Station Parade with new durable and high quality surface treatments and seating and bollards.



Public square in front of the Town Hall. recently refurbished with durable and high quality surface treatments

4.11 SUB-AREA B: ABBEY GREEN

4.11.1 PLOT PATTERN AND GRAIN

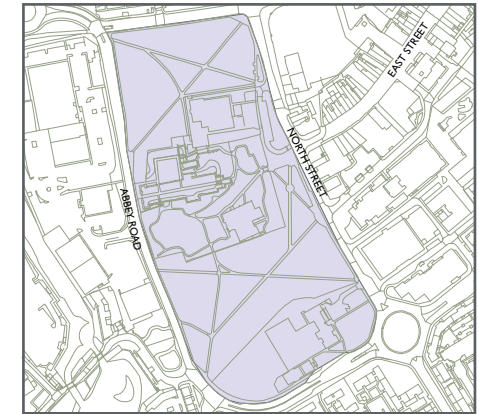
This sub-area covers the majority of the south-west part of the conservation area and is comprised largely of Abbey Green park to the north and south of St Margaret's Church and the remains of Barking Abbey. There are few buildings and plots in the area as it is mainly open public space. The few buildings which are within the sub-area, including the schools of St Margaret's and St Joseph's, are on generous, detached plots and there is no regular street and plot pattern.

4.12.2 SCALE AND MASS

This sub-area is characterised by the large open spaces of Abbey Green. The schools of St Margaret's and St Joseph's are mainly single storey large footprint buildings, but with parts which are two storeys, and with flat or shallow-pitched roofs. The nave of St Margaret's Church is likewise single storey but is taller in scale and therefore more dominant and its tower is equivalent to about four storeys. The attached church hall is two storeys but allows the church tower to remain prominent. The church hall has a pitched roof complementing that of the main body of the church. The Curfew Tower is low-rise two storeys but due to its position is prominent in views from East Street and Clockhouse Avenue.

4.11.3 USES

The main use of this sub-area is as public open space. Abbey Green is a public park and the Abbey ruins and churchyard of St Margaret's are also publicly accessible. In addition to this public amenity use are educational uses associated with the two primary schools in the area, one located in each half of Abbey Green. St Margaret's Primary School to the north is a Church of England school associated with St Margaret's Church and St Joseph's Primary School to the south is a Roman Catholic school. There is religious use associated with St Margaret's Church, which has an adjoining church hall, which is occupied by community functions. The Curfew Tower, the only remaining above-ground structure of the Barking Abbey, is another building which has strong connections with religion and the outline of the former Abbey Church is demarcated in stone within this sub-area. The Curfew Tower forms the entrance to St Margaret's churchyard and houses the 12th century Barking Rood in the upper level room, however this part of the structure is not publicly accessible.



Sub-Area B: Abbey Green



St Margaret's Church with its prominent tower and the two storey church hall.



The low rise St Joseph's School.

4.11.4 MATERIALS AND ARCHITECTURAL DETAILS

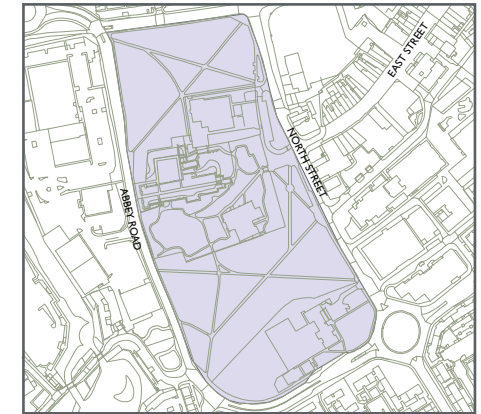
The principal historic buildings and structures in this sub-area are built in stone. St Margaret's Church is built in flint and flagstone rubble with a Reigate stone ashlar tower and part slated, part leaded roofs; the adjoining church hall is also stone. The Curfew Tower is coursed rubble and stone dressings with a leaded roof and the churchyard walls are medieval stone or 16th century brick with later repairs. The walls enclosing the Abbey ruins are rubble stone and the outline of the Abbey church and other structures are demarcated in stone.

The schools have buildings in brick, concrete and modern cladding materials which are less typical of the area.

The architectural features of interest are restricted to the Curfew Tower and St Margaret's Church, which include crenelated parapets, hood mouldings, standing buttresses, window tracery.

4.11.5 BOUNDARY TREATMENTS

The Abbey Green park has no boundary enclosures as it is open to the public at all times. However, the churchyard and Abbey remains are enclosed by their largely historic brick or stone walls which contributes positively to the appearance of the area. The Church also has a metal railed boundary to North Street and Broadway which, although not historic, is more visually permeable boundary treatment and is a positive feature. St Joseph's School has a metal railed boundary and St Margaret's an enclosing stone wall.



Sub-Area B: Abbey Green



The historic boundary wall around St Margaret's churchyard.

MATERIALS AND ARCHITECTURAL FEATURES PALETTE



4.11.6 PUBLIC SPACES AND VEGETATION

Green open space is the most important feature of this sub-area and contributes considerably to the special interest of the conservation area and the amenity value of Barking by providing relief from the dense, streets of the urban town centre. Abbey Green and St Margaret's Churchyard are recognised as Sites of Importance for Nature Conservation by Policy CR2, 'Preserving and Enhancing the Natural Environment' within Barking and Dagenham's Core Strategy. This designation aims to preserve and enhance the ecology and geology of these areas.

The southern half of the park is bisected with three main paths with lawned areas between and clusters of mature trees, particularly around the perimeter. The northern half is smaller and more heavily treed, it has a less open character but also possessed lawns bisected with footpaths. There is little by way of planting but other features include a small play area in the south-west corner of the park and at the south-west, north-west and north east corners are positioned three large granite blocks which are reportedly from the 1831 London Bridge opened by William IV and demolished in 1968.

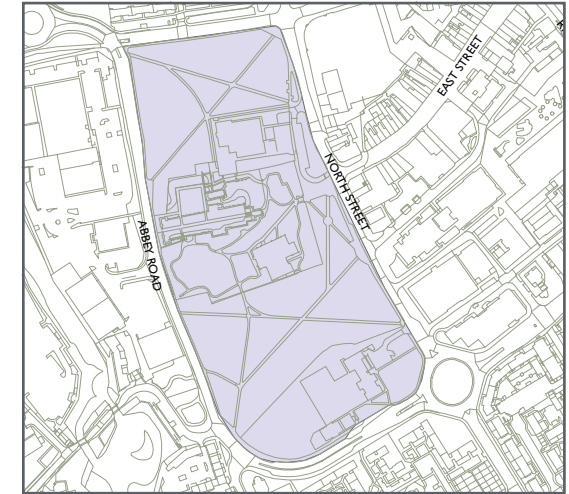
Between the northern and southern halves of the park are the Abbey remains and the churchyard of St Margaret's. Both are publicly accessible and have a more secluded and tranquil character than the main park. The churchyard is surrounded by a high boundary wall and mature trees which creates a strong sense of

enclosure. It has meandering paths, further clusters of trees and many historic tombs and gravestones; the churchyard is no longer used for burials. In the case of the remains of the Abbey, the sunken nature of the enclosure contributes to its secluded nature. However, this space is much more open allowing visibility of the full extent of the Abbey church, cloister and other structures which are demarcated by low stone walls.

The street furniture in the area is municipal in character and mixed in terms of appearance. The majority is within the Abbey Green park although there are benches and interpretive signage within the churchyard and Abbey remains. The materiality of interpretive signage ranges from timber, to plastic and metal and there are a variety of styles.



View across the south end of Abbey Green towards the town centre (looking north-east), showing its open character.



Sub-Area B: Abbey Green

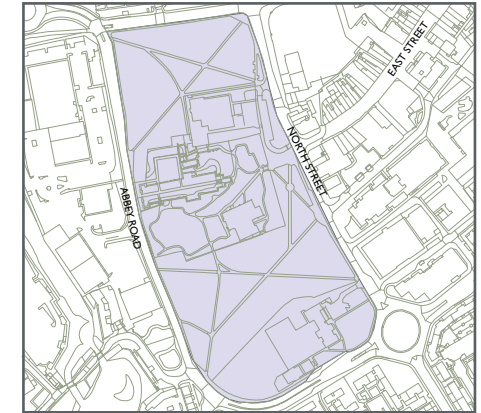
Some of this signage has suffered from graffiti or degradation from the elements. Benches are mainly timber but some are metal; many are in a dilapidated condition. Street lighting is generally modern, although a decorative Victorian lamp standard remains at the bisection of paths to the east of the church. This lamp standard, which has been relocated to the current spot, has local importance as a meeting or rallying point. The pathways are tarmacked and flagstones and gravestones from the Abbey reused to form the flights of steps within the Abbey precinct enclosure. Flagstones and granite setts are also used to surface the area of hard-landscaped public realm in front of the Curfew Tower, although this area is in need of some refurbishment.

4.11.7 MOVEMENT AND ACTIVITY

Due to its amenity value, this sub-area is well used by pedestrians and its pathways form traffic free routes for people and cyclists. The churchyard and Abbey remains are more secluded and form quiet spaces for contemplation. Although no roads pass through the area, the park is surrounded on all sides by roads which are relatively busy with traffic.



The northern half of Abbey Green has more trees and is less open than the southern half.



Sub-Area B: Abbey Green



View across the Abbey precinct looking north, showing the stone walls delineating the outline of the former Abbey.



Granite block from London Bridge opened in 1831 (demolished in 1968).

4.12 SUB-AREA C: TOWN QUAY

4.12.1 PLOT PATTERN AND GRAIN

This sub-area is located at the south-western corner of the conservation area on the River Roding. The Town Quay is an open expanse of water on the river and is also known as the Mill Pond. The majority of this sub-area is taken up by this area of water and a narrow road extends around the east and north sides, crossing the river via bridges and an island in the centre of the river. To its south, outside the conservation area boundary, are modern office and residential developments set on irregular and linear plots following the riverside. Similarly, to the west former industrial sites lining the river are being replaced by new residential blocks. The plot pattern and grain are therefore varied, and little historic character remains in the layout beyond the Town Quay itself.

4.12.2 SCALE AND MASS

There is only one building within this sub-area, the Old Granary located on the north-east side of the Town Quay. The building is all that remains of Barking Mill and dates from the 1870s. The building is a linear, detached building of four storeys with a taller five storey tower. The buildings on the south side of the Town Quay are similarly scaled.

4.12.3 USES

This sub-area, like the Abbey Green sub-area, is largely open public space. However, this is limited to the paths and public realm around the edges of the water with the water itself not publicly accessible. The Old Granary is currently being converted and will be in residential use.

4.12.4 MATERIALS AND ARCHITECTURAL DETAILS

The quay walls are stone topped with modern brick walls in buff and blue engineering brick. Other modern walls and finishes within the public realm are similarly in brick and there are some painted metal railings and new granite paving. The Old Granary is in an Italianate warehouse style in yellow brick and slate roofs.



Sub-Area C: Town Quay



The Old Granary, the only building within this sub-character area and reminiscent of the warehouses which would once been prevalent in this part of the town'

4.12.5 BOUNDARY TREATMENTS

The Town Quay is enclosed by brick walls and the Old Granary is positioned hard against both the water and the pavement and as such has no boundary treatment.

4.12.6 PUBLIC SPACES AND VEGETATION

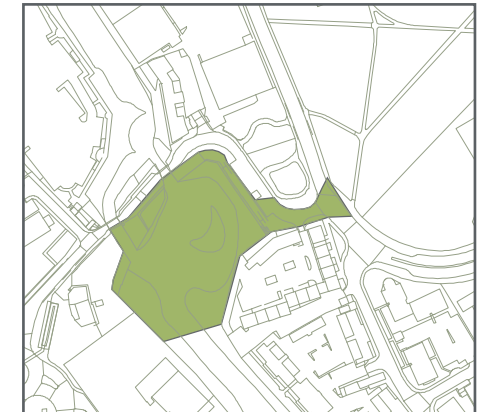
The majority of the sub-area is taken up by the open expanse of water. However, the area immediately surrounding the north and east sides of the quay is public realm. There is no green space but there are a small number of trees to the east. The public realm to the east comprises two levels with ramps between, finished in brick, occupied by benches and surrounded by railings; this area is slightly dated and dilapidated in appearance. A more recent and high quality area of public realm has been created on the north side of the quay on the island in the centre of the river. It forms a promontory jutting out into the pond and has granite surface treatment shaped like the prow of a boat. This area has metal benches and interpretive signage. The other pavements and paths are finished with brick setts.

4.12.7 MOVEMENT AND ACTIVITY

This area was formerly a hub of industrial activity but today is more tranquil. The public realm is valuable amenity space; however, the area is not greatly used and so is relatively quiet in terms of movement and activity.



View across the Town Quay to new development outside the conservation area



Sub-Area C: Town Quay



Modern public realm to the north-west of the Town Quay (Mill Pool).

5.0 AUDIT OF BUILDINGS

5.1 INTRODUCTION

As a designated conservation area, Barking Abbey and Town Centre is a heritage asset in its own right. Furthermore, the conservation area contains both listed and unlisted buildings and structures, which contribute to the overall character and special interest of the conservation area. However, there are several buildings and structures that make no contribution or indeed detract from the character of the conservation area.

This section considers every building in the conservation area, and defines them within the following categories:

- Listed Buildings
- Locally Listed Buildings
- Positive Buildings (those that are not designated but add value to the conservation area)
- Neutral Buildings
- Detracting Buildings

In addition to these categories, the conservation area also contains the important Scheduled Monument of Barking Abbey, which is considered separately within section 4.2 Archaeology.

The audit has been carried out by means of visual examination from public thoroughfares only. The intention is to identify these heritage assets, not to provide a fully comprehensive and detailed assessment of each individually. It should not be assumed that the omission of any information is intended as an indication that a feature or building is not important. A detailed assessment of significance specific to a building or site within the conservation area should always be carried out prior to proposing any change.

Plan 9 at the end of this section identifies the contribution every building in the conservation area makes. A list of the addresses of all the listed, locally listed and positive buildings is located in [Appendix A](#). A gazetteer of the buildings included within the 'Enhancing Heritage in the Abbey and Barking Town Centre' Townscape Heritage Project is included in [Appendix B](#) which provides more detail on these individual and groups of buildings.

5.2 LISTED BUILDINGS

Listed buildings are protected under the Planning (Listed Buildings and Conservation Areas) Act 1990 and are designated for their architectural or historic interest. Listing ranges from Grade I (the highest level of protection) through to II* and II (the most common level). Grade I and II* listed buildings together comprise around 7% of all listed buildings, with the remainder being Grade II.

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Statutory listing does not equate to a preservation order intended to prevent change. However, alterations, additions or demolitions to listed buildings do require Listed Building Consent, which allows local planning authorities to make decisions that have been informed by an understanding of the building or the site's significance.

Outbuildings associated with listed buildings are likely to be within their 'curtilage'. That is, a building or structure which is associated with a listed building and has been since before July 1948. This could be, for example, a wall attached to a listed building, or a building in a rear yard of

a listed building. In case of curtilage listing, the curtilage listed structure has the same level of protection as the main listed building and will be subject to the same Listed Building Consent procedures.

Furthermore, national and local planning policies also recognise that changes to other buildings or sites in the setting of a listed building can affect its special interest. Preserving or enhancing the setting of a listed building is a material consideration in planning decisions.

There are seven listed buildings and structures within the Barking Abbey and Town Centre Conservation Area. These include the Grade I listed Parish Church of St Margaret and the Grade II* listed Curfew Tower (also called Fire Bell Gate) as well as Barking Magistrates' Court and the Barking Baptist Tabernacle, both listed at Grade II. The location of all the listed buildings in the conservation area is shown on the plan at the end of this section. Further details of listed buildings can be found at <https://historicengland.org.uk/listing/the-list/>.



Curfew Tower, Barking Abbey (Grade II*).



Barking Magistrates' Court (Grade II).

5.3 LOCALLY LISTED BUILDINGS

Locally listed buildings are those which do not meet the criteria for national designation as listed buildings but are of local architectural or historic interest. They are identified as having a degree of significance, meriting consideration in planning decisions when changes to them are proposed.

There are around 34 locally listed buildings within the conservation area, many of which are listed in groups. They include Barking Town Hall, Barking Elim Pentecostal Church and many of the retail terraces in East Street. The location of the locally listed buildings in the conservation area is shown on the plan at the end of this section.

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The full Local List for the Barking and Dagenham can be found here: <https://www.lbbd.gov.uk/sites/default/files/attachments/Locally-Listed-Buildings.pdf>



Barking Town Hall is a locally listed building.



Barking Elim Pentecostal Church in Axe Street is a locally listed building.

5.4 POSITIVE BUILDINGS AND CONTRIBUTORS

Buildings and features which do not meet the criteria for inclusion on the Statutory or Local Lists but still make a positive contribution to the overall character and appearance of the conservation area are categorised as positive buildings and contributors.

The extent to which a building will positively contribute will largely depend on the integrity of its historic form and is not restricted to its principal elevation; for example, roofscapes and side/ rear elevations can all make a positive contribution. Modern buildings can also make a positive contribution where they have been sensitively designed to suit their setting.

Criteria for identifying positive contributors include:

- Position and presence within the streetscape;
- Use of characteristic materials, architectural motifs or detailing;
- Scale and massing;
- Relationship with neighbouring buildings, both physical and historical;
- Associations with notable architects or other historical figures; and
- Historical uses.

There is potential for many of the identified positive buildings within the conservation area to improve the character of the conservation area further still, following repairs and the sensitive replacement of poorly considered modern interventions.

Areas can also make a positive contribution to the overall character of the area, for example the Town Quay. The location of the all the positive buildings and contributors in the conservation area is shown on the plan at the end of this section.



Row of positive buildings, 1-27 Station Parade.



Nos. 40-46 Ripple Road are positive buildings, despite later insensitive modern shop fronts and signage

5.5 NEUTRAL AND DETRACTING BUILDINGS

The buildings which do not make a positive contribution to the character and appearance of the conservation area fall into two categories, either being neutral buildings or detracting buildings.

Neutral buildings are those which neither make a positive contribution nor unduly detract from the character of the conservation area. Should proposals for these buildings' loss or replacement come forward, this could offer an opportunity to enhance the appearance of the conservation area through high-quality, sensitively-designed replacement.

Detracting buildings are those which are considered to make a negative contribution to the character and appearance of the conservation area. This may be due to their scale and massing, design, materiality, condition or use, or a combination of the above. Detracting buildings offer great potential for enhancement of the conservation area either through their refurbishment, demolition and / or replacement as part of any proposals that come forward with a sensitive new design.



St Margaret's Primary School is a neutral building.



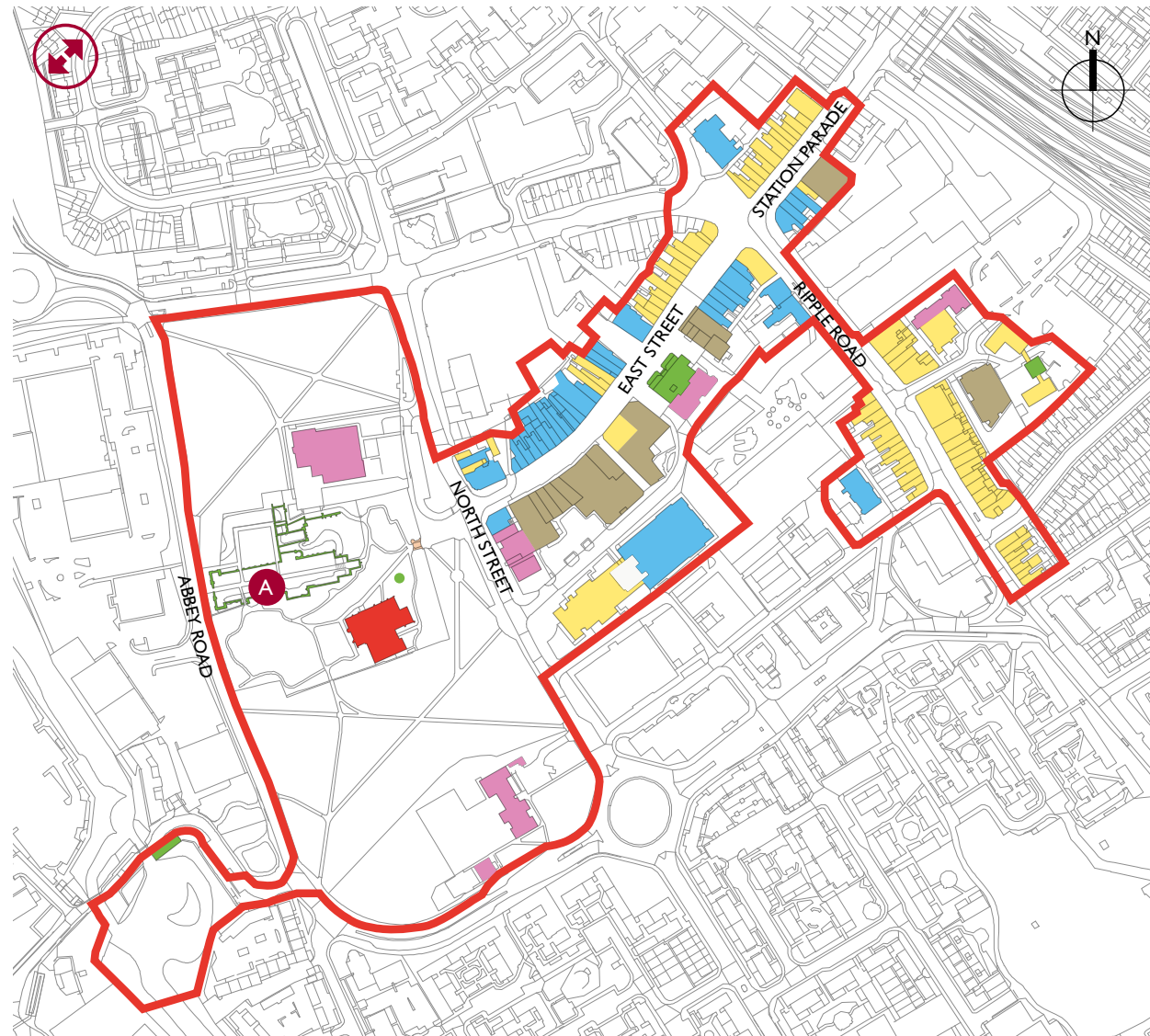
10-30 East Street is a detracting building.

AUDIT OF BUILDINGS

- Site Boundary
- Grade I
- Grade II*
- Grade II
- Locally Listed
- Positive Contributors
- Neutral Contributors
- Negative Contributors

A The surviving walls of Barking Abbey, those delineating its plan and the walls of the churchyard are Grade II listed in addition to their designation as a Scheduled Monument.

This plan is not to scale



Plan 9: Audit of Buildings in the Barking Abbey and Town Centre Conservation Area.

PART B: CONSERVATION AREA MANAGEMENT PLAN

This part of the document contains a critical analysis of the issues and opportunities facing the conservation area and a plan for managing future change. It contains the following sections:

6.0 ISSUES AND OPPORTUNITIES

7.0 MANAGEMENT PLAN



6.0 ISSUES AND OPPORTUNITIES

6.1 CONDITION OF BUILT FABRIC AND GENERAL APPEARANCE OF BUILDINGS

One of the principle issues facing the conservation area is the dilapidated condition of its buildings and the inappropriate alterations and additions which have been undertaken to many. The poor overall appearance of the built fabric of the conservation area is harming its special interest and is gradually worsening over time. A condition survey was undertaken for the buildings included within the 'Enhancing Heritage in the Abbey and Barking Town Centre' Townscape Heritage Project, reproduced in [Appendix C](#), which contains detail on the condition of individual buildings in the conservation area. The following paragraphs provide an overview of the issues related to the condition of buildings in the area.

Many buildings are in need of maintenance and repair to reverse the prevalent issues in the conservation area such as foliage and shrubbery growth, slipped tiles, guano build up, blocked drainage goods, discolouration / dirt build up on render and stonework, peeling paintwork, and rotting timber windows. Appropriate and regular building maintenance will not only improve the appearance of the conservation area it will also be of considerable benefit to the buildings themselves, ensuring that they function effectively and will survive for future generations to enjoy.

In addition to maintenance, many buildings have had historic features removed or altered and other additions made which distract and detract from their historic appearance and dilute the contribution they

make to the conservation area. It is within shopfronts where decorative features have principally been lost and these and other inappropriate alterations and additions to shopfronts are considered in the following dedicated section. However other parts of buildings are also missing features include bargeboards, decorative pediment plasterwork (in Ripple Road), decorative ridge tiles. Together these contribute to weakening the visual character and cohesiveness across the conservation area.

There are also many instances of inappropriate additions to buildings in the conservation area. Of particular issue are additions to front elevations in East Street, Station Parade, North Street and Ripple Road, which are the most visible. These include satellite dishes and television aerials, electricity boxes, security alarm boxes and security cameras, exposed wiring and pigeon spikes and netting. All are modern features, alien in a historic street scene, and detract from the appearance of the conservation area and also add visual clutter.

Often satellite dishes and aerials remain on walls and roofs even after they become redundant, which leads to there being an even greater amount visible, and wiring is also often not removed leading to an excess being visible. There are opportunities to greatly improve the appearance of the conservation area through the removal of these inappropriate features, particularly items that are redundant. There are also opportunities

for future installations to be either located in a more discrete or concealed location or be more sensitively-designed so as to be less visually intrusive.

There is also an issue with the use of inappropriate materials being used in the repair and alteration of buildings. This includes using cement based mortars and renders and non-breathable paints prevents moisture from egressing traditionally constructed buildings and can therefore cause damp and other damage to the historic fabric of the building. Replacement of timber-framed windows with plastic units is also an issue for the breathability of buildings; this issue is covered within a dedicated section below. As well as causing problems for the building fabric, use of inappropriate materials can harm the appearance of historic buildings such as the replacement of traditional clay or slate tiles with concrete, rendering previously non-rendered walls and in particular replacement of traditional windows. There are opportunities to improve the appearance of the conservation area and the condition of built fabric by returning repairs and other alterations undertaken with inappropriate materials back to how they would have been historically.

Overall, there are opportunities to improve the awareness amongst local owners and occupiers of the importance of building maintenance and, where necessary, sensitive like-for-like repairs to prevent degradation and also increase awareness of what alterations are appropriate.



Satellite dishes attached to principal elevations of buildings in the conservation area.



This building has peeling paintwork to both the gable and windows, exposed wiring and a satellite dish, all of which detract from the appearance of the conservation area.



This building is in an extremely dilapidated condition due to lack of maintenance.



Pigeon spikes are used extensively in the conservation area, they detract from the conservation area and are also appear to be ineffective.

6.2 SHOPFRONTS

Barking has long been a centre of shopping, commerce and trade. Retail and cafe uses remain an important part of the character of the conservation area, centred on East Street but also in Ripple Road, Station Parade and North Street. However, there has been a gradual decline in the quality of the appearance of the retail frontages in the conservation area, particularly along East Street and Ripple Road. There are considerable opportunities for enhancing the character and appearance of the conservation area through improvements to these retail frontages.

Some shop units are vacant with the shopfronts boarded up or permanently shuttered. There is a need for vacant units to be brought back into viable use to allow the bustling character of the town centre to thrive and to arrest further degradation and allow maintenance of the buildings themselves.

Many of the shopfronts are dilapidated, in a degraded state of repair and feature insensitive modern shopfronts and inappropriate signage. There has also been extensive loss of and damage to surviving historic shopfront features. In particular, many historic corbels or pilasters have been wholly or partly removed.

There are several recurrent historic shopfront features, remaining to varying degrees, across the conservation area. These include stone corbels, granite pilasters with stone string coursing above. Most of the historic shopfront features which do survive are in a poor condition and are in need of maintenance and repair, which detracts from their appearance. The facing to stonework is in disrepair, granite pilasters have been painted or are partly missing and architectural features have lost definition due to dirt and water damage.

There are many shopfronts that have been inappropriately altered and this incremental change has had a negative impact on the appearance of the conservation area. Oversized and poorly positioned fascia signs, signage which extends across multiple units, and the replacement of traditional timber materiality with metal or plastic framing are all quite common occurrences which negatively impact the historic appearance of the street scene. Many shopfronts have also had their traditional glazing and stall riser arrangement replaced with large full height windows that have no subdivision or their traditional stall risers replaced with brick versions. The colour, design and corporate branding of some shop signs does not respect the character of either the building in which

they are located or the character of the historic streets as a whole. There are also many internally illuminated signs, which are inappropriate within the conservation area.

Pigeons are a significant issue in the conservation area. Many projecting architectural features possess pigeon deterrent spikes, which are often damaged and have an accumulation of guano and dirt. Guano has collected on other areas of buildings which further detracts from the appearance of the area.

Other modern additions to buildings include roller shutter boxes, security cameras and plastic canopies, which are often inappropriate additions and visually detract and add clutter to the street scene. Shutters in particular have a particular impact when closed. Canopies are a historic feature and can be appropriate when using the correct material, design and positioning within the shopfront. Historically canopies would made of canvas and positioned above fascia signage. Today, many and many of the canopies are poorly positioned, of insensitive design such as using plastic materials or use a Dutch canopy style design and are in a poor condition.

There are considerable opportunities to improve the appearance and character of the conservation area through improvements to the shops. Inappropriate shopfront alteration and replacement is one of the main elements which detracts from the appearance of the conservation area. It could be greatly improved through the restoration of more traditional shopfront designs, by reinstating historic features or installation of sensitively-designed, new shopfronts. See section 7.4.4 for details of appropriate traditional shop front forms.



This shopfront has been extended across two historic units with the pilaster and corbel which would have separated them lost. The frontage also has inappropriate internally lit fascia signage and a poorly positioned and dilapidated canopy.



The scale, material and internally lit nature of this shop signage, both projecting and fascia, is inappropriate within the conservation area. Dutch-style canopy is in inappropriate as it remains visible when retracted. The canopy is poorly positioned below the signage and is dilapidated. This shop front also has a roller shutter which also detracts.



The inappropriate signage and canopy above modern metal shop frontage detracts from the appearance of the building and the conservation area more widely.



A shop in a dilapidated condition and with inappropriate fascia sign and metal roller shutter.



Surviving but damaged historic shopfront corbels often with inappropriately attached projecting signs and pigeon spikes.

6.3 WINDOWS

Unfortunately, many traditional timber windows within historic buildings in the conservation area have been replaced with uPVC units. The change of the form and style of the window visually detracts from the appearance of the area as it is stylistically incorrect, for example changing a window from a sash to a casement. Some of these also alter the original fenestration by introducing much larger openings than the original windows.

These changes detract both from the appearance and aesthetic value of the individual buildings and the wider conservation area; it also amounts to the loss of historic fabric. The use of plastic windows and doors reduces the breathability of traditionally constructed buildings, by preventing moisture from egressing the building and will cause on-going degradation and problems to the fabric of traditional buildings.

There are opportunities to improve the appearance and the condition of the built fabric of the conservation area by returning uPVC windows and doors back to traditional timber units. Future change of traditional timber windows to uPVC would be resisted.

Some of the windows in historic buildings have not been replaced. However, almost all cases the windows have been neglected and are poorly maintained. They are therefore degraded to varying degrees. Regular maintenance and, where necessary repair, of these historic windows would both improve the appearance of the conservation area and also allow the historic fabric to survive longer.



In insensitive replacement of traditional windows with uPVC units is harming the appearance of the conservation area.



Inensitive replacement of traditional windows with uPVC units is harming the appearance of the conservation area.



Many of the surviving timber windows are in a poor condition from neglect and lack of maintenance

6.4 PUBLIC REALM AND STREET FURNITURE

The appearance and condition of some parts of the public realm of the conservation area is another issue which is detracting from the area's special interest. There have, however, been public realm improvements in some parts of the conservation area with higher quality, durable surface treatments and street furniture being installed in Station Parade and Ripple Road and in front of the Town Hall. These areas have a modern character but use a sympathetic palette of materials including granite setts. A recently completed new street lighting scheme in East Street has also successfully removed much of the clutter from the public realm by stringing the lights from the elevations on either side. A new area of public realm has also been on the north side of the Town Quay. However, considerable areas of East Street remain tired and, particularly at the south-west end, in a dilapidated condition. The area in front of Curfew Tower and on the east side of the Town Quay have likewise suffered from neglect and vandalism which makes them unpleasant places to be. There are opportunities to undertake similar high quality public realm improvements using high quality, durable materials to those parts of the area which do not yet benefit from them, ensuring that they are in keeping with the work already undertaken and sympathetic to the special interest of the area. Opportunities to sensitively incorporate planting into refurbished public realm would also be beneficial.

Within Abbey Green the pathways are also in need of maintenance in places due to damage from tree roots and pooling of water. There are also some issues

with erosion of the grassed areas where people use alternative route to the hard-surfaced paths. There is an opportunities to review the path layout within Abbey Green to ensure it is still fit for purpose. Within the area containing the Abbey remains, there are some maintenance issues including damaged steps and surface treatments, any works in this area would need to consider and take account of the highly significant and Scheduled remains and may require Scheduled Monument Consent to undertake.

Much of the street furniture in the conservation area is in a poor condition and in need of maintenance, repair or replacement. Damage has been caused by vandalism, neglect and wear and tear. The dilapidated appearance of street furniture has a negative effect on the special interest of the conservation area. Furthermore, replacement of street furniture has been piecemeal over time which has led to an array of different styles and designs, in particular this relates to bollards and litter bins. This lack of consistency also detracts from the appearance of the conservation area. There has recently been replacements to the street furniture in Ripple Road, Station Parade and parts of East Street, and there are opportunities to replace the rest of the street furniture across the conservation area in a similar style in order to provide some unity across the area. There are also opportunities to reduce the overall clutter from street furniture, as has already been undertaken in East Street. In particular reducing the amount of signage, street lighting and bollards at the east end of East Street and in front of the Curfew Tower would be beneficial.

The final issue related to the public realm is the inappropriate positioning of broadband cabinets. Units have frequently been placed indiscriminately within the street often hindering pedestrian movement as well as being visually intrusive. Broadband cabinets are an alien, modern feature and detract from the appearance of the conservation area. There are opportunities to consider the relocation of existing cabinets to more discrete locations and whether such features are appropriate for installing in the conservation area in the future.



Erosion to the grass at the edge of the park, the footpaths should be reviewed to ensure their alignment is correct.



Damage to steps in the Abbey remains; the steps are made from former gravestones.



Damage to the granite setts in front of the Curfew Tower and loss of the feature trees.



Outdated and neglected public realm around the Town Quay.



A very poorly positioned broadband cabinet.



Dilapidated seating in Abbey Green.



Redundant signage in Abbey Green.

6.5 DETRACTING BUILDINGS

As identified in section 5.0, there are a number of buildings in the conservation area which detract from its special interest. These are frequently post-war period buildings which are insensitive in terms of their scale, massing or materiality or detailing to the historic character of the conservation area. These include for example 10-30 East Street and Glebe House on Vicarage Drive. The inclusion of these buildings in the conservation area, whether or not they are fit for purpose, dilutes its special interest. Detracting buildings therefore offer great potential for enhancement of the conservation area either through refurbishment but more likely through their replacement with sensitively-designed buildings which respond better to the character and appearance of the conservation area.

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East Street detracts from the conservation area primarily due to the building's horizontal appearance and lack of an active frontage on the upper floors.



Glebe House on Vicarage Drive detracts from the conservation area due to its insensitive massing and appearance.

6.6 SETTING OF THE CONSERVATION AREA

There are some elements of the conservation area's setting, such as busy road noise, that make a negative contribution to the experience of the area, but are beyond the control of the Council and local community to change. There are, however, opportunities to improve the setting of the conservation area through the removal of detracting buildings or features visible from the conservation area when opportunities arise and their replacement with high quality, sensitively designed insertions. There are also opportunities to ensure that protection of the conservation area and its setting is taken into consideration as part of Local Plan preparation and Site Allocations, particularly with regard to the suitability and positioning of tall buildings within the setting of the conservation area.

6.7 CAR PARKING

East Street is pedestrianised allowing it to be free for market stalls on market days and a more pleasant car-free environment for shoppers and other pedestrians. There are periods in the morning and evening when vehicles are able to use the street for loading and unloading the market stalls and for rubbish collection. However despite these restrictions, there remain issues with vehicles parking, sometimes illegally, at both ends of East Street, either on the pedestrianised parts, on the pavement or on the double yellow lines at the south-west end of the street. This causes both visual clutter and physical impediment within the street scene. In addition, the area in front of Elim Church and the adjacent hall on Axe Street, is used for parking despite bollards in place to restrict this. There are also often cars parked on the area of public realm in front of the Curfew Tower. There are opportunities to improve the appearance and experience of the conservation area by enforcing against inconsiderate and illegal parking and this should be considered as part of future car parking strategies.



Cars parked illegally along the pedestrianised East Street.



Cars parked on the public realm in front of the Curfew Tower.

6.8 RAISING AWARENESS OF BARKING'S HISTORY AND SPECIAL INTEREST

It is recognised that there is already interpretative signage and information boards across the conservation area, which primarily provide information about the history and remains of Barking Abbey. There is currently a range of signage which is not consistent in appearance and some of which is dilapidated or has been vandalised. There are opportunities to improve dissemination of the town's history and special interest beyond its associations with the Abbey including the centuries old market and its highly successful fishing industry, as well as information about individual buildings such as the former Magistrates' Court. In addition to this, there is an opportunity to take a holistic approach to interpretative signage across the conservation area which would also be beneficial in terms of appearance but also assist in uniting the different sub-areas of the conservation area and generally raising awareness about the conservation area designation.



The different types of interpretation board within the conservation area.



7.0 MANAGEMENT PLAN

7.1 INTRODUCTION

The management plan is perhaps the most important part of the CAAMP as it sets out the vision for the future of the conservation area and a framework to guide change. The overarching ambition for the conservation area is to preserve what is special, enhance this special interest through considered change and promote awareness and shared responsibility for looking after the conservation area. This aligns with the vision for the heritage of the whole Borough and the aims set out within the Core Strategy, as well as the policies set out in the emerging Local Plan (2037). This management plan should therefore be used alongside these particular policies within the Core Strategy and the emerging Local Plan.

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The long-term objectives are to phase out ill-considered change and additions and ensure new development or alterations are of high quality and respond to the special character of the conservation area. This applies from very small changes such as reinstating lost historic features to much larger proposals for new buildings both within the conservation area and within its setting. In addition, regular maintenance of buildings is a vital part of ensuring the special interest is preserved as well as the physical fabric of individual buildings. Repairs can often be necessary and ensuring that these are done in the most sensitive and least impactful ways possible is an important part of looking after historic buildings and the conservation area as a whole.

The following sections set out how and why change within the conservation area is controlled, good practice advice on maintenance and repair, and specific guidance on alterations, extension and new development. Specific recommendations are within section 7.6.

7.2 CONTROL MEASURES BROUGHT ABOUT BY CONSERVATION AREA DESIGNATION

7.2.1 RESTRICTIONS ON PERMITTED DEVELOPMENT

In order to protect and enhance the Abbey and Barking Town Centre Conservation Area, any changes that take place must conserve, respect or contribute to the character and appearance which makes the conservation area of special interest. Permitted Development Rights, as defined by The Town and Country Planning (General Permitted Development) (England) Order 2015, are works which can be undertaken without the need to gain planning permission. Permitted Development Rights are reduced in a conservation area, meaning that planning permission is needed for works which materially affect the external appearance of a building including the following:

- Works to trees with a diameter of 75mm or greater, measured at 1.5m from soil level;
 - Changes to the external finish of a building (including rendering, pebble dash or other cladding);
 - Changes to the roof shape including installation of new dormer windows and chimneys;
 - Any extension other than a single storey rear extension of 4 metres or less (3 metres or less if the house is detached or semi-detached);
 - Extensions to the side of buildings;
 - Any two storey extensions;
 - Erection of an outbuilding to the side of a property;
 - Aerials and satellite dishes on chimneys or elevations visible from the street;
 - Putting up advertisements and other commercial signage (Advertising Consent may also be required);
 - Changing the use of a building (e.g. from residential to commercial); and
 - Installing solar panels that are wall-mounted on a wall or roof facing the highway.
- The total or substantial demolition of buildings or structures (including walls of over 1m in height, gate piers and chimneys);
 - Other partial demolition including new openings in external elevations;

For further information and advice about when planning permission is required within a conservation area, see the guidance on the Government's Planning Portal (https://www.planningportal.co.uk/info/200125/do_you_need_permission), the Council's own website (<https://www.lbbd.gov.uk/planning-and-building-control>), contact the Planning and Building Control department or use the Council's pre-application advice service.

Proposals which affect listed buildings may also require Listed Building Consent and any works to the Scheduled Monument of Barking Abbey will require Scheduled Monument Consent. In considering change or work to the Abbey site, reference should be made to the Abbey Green, Barking: Heritage Management Plan.

All these statutory control measures are intended to manage development and change, preventing that which may have a negative impact or cumulative detrimental effect on the special interest of the conservation area.

7.2.2 ARTICLE 4 DIRECTIONS

The extent of permitted development (i.e. changes that are allowed without requiring consent from the Local Authority) can be further restricted in conservation areas through application of an Article 4 Direction. These provide additional control by specifically revoking certain permitted development rights, meaning that Planning Permission needs to be sought and approved before work can be undertaken.

The Council currently have one adopted Article 4 Direction, which is place across the whole of the Borough. This is removes permitted development right allowing the change of use of dwelling houses into houses in multiple occupation (HMOs). As such planning permission is required for this change to be undertaken.

It is recommended that the following Article 4 Directions be implemented across the whole of the Abbey and Barking Town Centre Conservation Area to better control changes which may affect its special interest:

Revoke the permitted development of the alteration or replacement of windows, doors and other openings (including frames, sashes and other joinery) in both elevations and roofs and the construction of new openings.

Reason: To control changes to fenestration and other openings and to restrict the replacement of historic and traditional timber windows and doors with uPVC units which erodes the special character and appearance of the conservation area.

Revoke the permitted development of installing broadband cabinets within the conservation area.

Reason: To control where these units are installed to reduce visual and physical clutter within the public realm of the conservation area.

Where the recommended Article 4 Directions affect buildings and properties (rather than the public realm), these are proposed to cover buildings, structures and properties which are not protected by another statutory designation, specifically listing or scheduling, as these buildings already benefit from additional planning controls. Should the Council choose to do so, the process of implementing these proposed Article 4 Directions will be undertaken separately from the adoption of this CAAMP.

7.2.3 LOCAL DEVELOPMENT ORDERS

Local Development Orders (LDO) grant blanket planning permission for specific types of development within a defined area. This means that certain types of development can take place without the need to specifically apply for permission from the Council. There are no LDOs currently active within the conservation area and none are proposed as part of this Conservation Area Appraisal.

7.3 ADVICE ON CONSERVATION AND REPAIR

All buildings require maintenance and repair regardless of their age, designation (or lack therefore) or significance. In conservation areas, it is important that such works are carried out sensitively to protect the historic fabric of buildings and respect and preserve the established character of the wider area. In addition to the advice in the following sections, there is further guidance available within the User Guide which accompanies this CAAMP. Historic England also have a wide range of advice and guidance on how to care for and protect historic places, including advice on the maintenance and repair, on their website: <https://historicengland.org.uk/advice/>.

7.3.1 MAINTENANCE

Maintenance is defined by Historic England as “*routine work necessary to keep the fabric of a place in good order.*”⁰¹ It differs from repair in that it is a pre-planned, regular activity intended to reduce the instances where remedial or unforeseen work is needed. Regular maintenance ensures that small problems do not escalate into larger issues, lessening the need for repairs and is therefore cost effective in the long-term.

Regular inspection of building fabric and services will help identify specific maintenance tasks relevant to each building. These could include but are not limited to:

- Regularly clearing gutters and drain grilles of debris, particularly leaves
- Clearing any blockages in downpipes
- Sweeping of chimneys
- Removal of vegetation growth on or abutting a building
- Repainting or treating timber windows and other external timberwork
- Cleaning and/or repainting render
- Servicing of boilers and gas and electrical systems
- Repointing. Periodic renewal of pointing will extend the lifetime of building fabric. Cement-based pointing is damaging to brickwork and stonework as it is an impermeable material. Repointing should always be carried out using a lime-based mortar and after raking out any cementitious material.

7.3.2 REPAIR

Repair is “*work beyond the scope of maintenance, to remedy defects caused by decay, damage or use, including minor adaptation to achieve a sustainable outcome, but not involving alteration or restoration*”⁰².

Identification of repairs may arise during regular inspection of buildings or following extreme weather events and could include repairing damage to roof coverings, repointing of brickwork or repairs to windows. It is important to understand the cause of the damage or defect both to ensure that the repair is successful and to limit the work that is required. It is also important to understand the significance of the built fabric affected in order to minimise harm when enacting a repair.

⁰¹ Historic England, *Conservation Principles, Policies and Guidance* (April 2008)

⁰² Ibid

The following should be considered when planning repair works:

- Repairs should always be considered on a case-by-case basis. A method of repair which is suitable for one building may not be suitable for another.
- Use materials and construction techniques to match the existing to maintain the appearance and character of the building. The exception to this is when existing materials or techniques are detrimental to the built fabric, e.g. cement pointing on a brick building. In such instances appropriate traditional materials should be used and advice sought from an appropriate professional if required.
- Repair is always preferable over the wholesale replacement of a historic feature.
- If replacement of a historic feature is required, as it has degraded beyond repair, the replacement should be carried out on a like-for-like basis using the same materials and construction techniques. The replaced element should be the same as the original in terms of material, dimensions, method of construction and finish (condition notwithstanding) in order to be classed as like-for-like.

- Like-for-like replacement should not be applied in cases where a historic feature has previously been repaired using inappropriate materials or techniques. Where seeking to improve failing modern features or past unsuitable repairs, a traditionally-designed alternative using appropriate materials is preferable such as breathable, lime-based renders and paints.
- Only undertake the minimum intervention required for any given repair.
- Repairs, should, where possible, be reversible as better alternatives may become available in the future.
- Where repairs are not undertaken on a like-for-like basis for the reasons identified above, Listed Building Consent may be required for listed buildings.

7.4 ADVICE ON DESIGN AND NEW DEVELOPMENT

7.4.1 DEMOLITION, ALTERATION AND EXTENSION

Barking has a long history and therefore its appearance has changed and evolved considerably over time. The current appearance reflects this evolution and it is not the purpose of conservation area designation to prevent future change, which is necessary for the enduring sustainability of the heritage asset. Instead, the purpose of designation is to ensure change is carried out in a manner that not only does not cause harm but also, where appropriate, enhances the conservation area.

The appropriateness of demolition, alteration or extension will be considered on a case-by-case basis, as what is appropriate in one location will not necessarily be acceptable in another.

Demolition or Removal

Demolition of buildings and structures, either whole or in part, which contribute positively to the special interest of the conservation area would harm the significance of the area. This includes listed buildings, locally listed buildings and positive buildings. Demolition of buildings or removal of features that detract from the conservation area may be beneficial; this includes small elements such as uPVC windows, exposed wiring, visible satellite dishes or inappropriate shop signage. However, gap sites can also detract from the character of the conservation area and therefore demolition of whole buildings may only be permitted where rebuilding is proposed in a manner which would enhance the conservation area (see section 7.4.2), or an alternative suitable future use for the site is planned and approved.

Alteration

Alterations should preserve or enhance the character of the conservation area. This means that changes should be respectful of the prevailing architectural and visual character of the conservation area and the specific character area in which it is located and using appropriate materials, whether these are the same as those typically found in the conservation area or they are new materials that are complementary. Enhancement could be achieved through removing a detracting feature and replacing either with something more 'in-keeping' or with something that draws inspiration from the character and special interest of the conservation area.

Extension

Extensions should be subordinate to the existing buildings in their scale, massing and design. Extension to the side and front of buildings is unlikely to be appropriate as this would change the visual appearance of the streetscape, whereas extension to the rear is likely to be more acceptable. All extensions should be of high quality design and construction. Whilst the design may use materials and finishes which are characteristic to the conservation area, including brick or painted, lime-based renders and tiled or slated roofs, there may be scope for use of a wider, less traditional material palette where these are part of a high quality sensitively-designed extension that complements or enhances the appearance of the original building. In all cases, materials added to a building should be high quality and sympathetic.

7.4.2 NEW DEVELOPMENT

There are some opportunities for new development within the Abbey and Barking Town Centre Conservation Area despite the town centre being densely developed and the rest of the conservation area being mainly public parks. The opportunities mainly therefore consist of the replacement of buildings which detract from the special interest of the conservation area, the sensitive replacement of which would enhance the conservation area. There may also be opportunities to redevelop buildings which make a neutral contribution to the conservation area.

Any new and replacement development needs to take account of, and be sensitive to, the following:

- The significance of any building proposed to be removed (see the Plan 9 in section 5 as a starting point);
- The significance of any relationship between any building to be removed and any adjacent structures and spaces;
- The potential impact of the new design on known or potential archaeological remains;
- The potential impact of the new design on the setting of any neighbouring listed buildings or identified locally listed buildings and positive buildings;
- The potential impact on important views and in relation to landmark buildings;
- The materiality and architectural detailing characteristic of the area should be a key point of reference to inform the choice of materials and detailing of the new design; and
- The scale and grain of the surrounding area, including historic plot boundaries.

This list is not exhaustive; every location will present its own unique requirements for a sensitive and appropriate new design. Honestly-modern, non-traditional (i.e. contemporary) designs may be acceptable, and, in all cases, new development must be of the highest quality of design, construction and detailing. The principal aim of new development should be to preserve and enhance the character of their immediate setting and the conservation area as a whole.

The height, bulk and mass of buildings will be an important consideration in assessing the acceptability of new development. Buildings in the conservation area are generally between one and five storeys; historic buildings are generally no more than three storeys, whilst some modern buildings are slightly taller. Proposed buildings should fit within their context in terms of height, width and depth within the plot, with an awareness of neighbouring plots. The rhythm of building heights as well as the recesses and projections on the elevations of buildings on the street should also be examined for future developments for example bay windows, fenestration and depth of window reveals to ensure that utilitarian rectangular infill blocks are avoided. Poor design detracts from a historic setting and new buildings should therefore be designed sensitively to reflect an awareness of historic detailing and the traditional character of a historic street scene. Where buildings are proposed that would be substantially taller than their surroundings or have the potential to affect important views or the dominance of landmark buildings due to their height, proposals will

need to demonstrate that they preserve or enhance the special interest of the conservation area, important views, the setting of heritage assets and the setting and prominence of landmark buildings.

There are also opportunities for new development within the immediate setting of the conservation area. Redevelopment close to the conservation area should be sensitive to its location within the setting of a designated heritage asset and consider the character and appearance of the conservation area. Scale and the design of elevations fronting the conservation area are particularly important. The preservation or enhancement of views of new development outside the boundary from within the conservation area is also an important consideration. Any new development within the setting of the conservation area should be of the highest quality design and execution, regardless of scale, in order to preserve and enhance the character of the conservation area and help phase out ill-considered and unsympathetic interventions from the past.

With regards to new development in and around the conservation area, the emerging Local Plan (2037) also seeks to support high quality design, encouraging development to reference site context and respond positively to local distinctiveness.

7.4.3 ARCHAEOLOGY

The significant remains of Barking Abbey as well as the long history of settlement in the area means that the protection of the conservation area's known and potential archaeological heritage is a key part of decision-making. This archaeology is well protected

using both Scheduled Monument designation and several Archaeological Priority Areas (APA), both Tier 1 covering Barking Abbey and Tier 2 covering River Roding and Barking Town.⁰³

The Benedictine Barking Abbey site is a Scheduled Monument; the scheduling includes the outer walls of abbey church and churchyard walls but exclude St Margaret's Church and the Curfew Tower. Scheduled Monument Consent (SMC) is required for any proposals or works which may affect the Scheduled Monument, including any repair works. Historic England should be consulted on any works which may affect the Schedule Monument and also administers the SMC process on behalf of Secretary of State for Digital, Culture, Media and Sport. More information on SMC can be found here: <https://historicengland.org.uk/advice/planning/consents/smc/>.

The whole of the conservation area is covered entirely by Archaeological Priority Areas. The Tier 1 APA covers the abbey, the Curfew Tower, its precinct and associated buildings, as well as the church. The Tier 2 APAs comprises the town centre, along East Street, and the Town Quay. Where proposals are being developed for sites within the conservation area that will require intrusive ground works, there is a requirement for an archaeological desk-based assessment and, where necessary, field evaluation to be undertaken. The findings of these evaluations should inform the proposals and ensure the preservation of any remains in situ.

⁰³ <https://historicengland.org.uk/content/docs/planning/apa-barking-and-dagenham-pdf/>

7.4.4 SHOPFRONTS

Retail is the most important and extensive use within the conservation area, centred on the town centre sub-area along East Street, Station Parade, Ripple Road and North Street. The character and appearance of the retail shop fronts is therefore a very important part of the overall special interest of the conservation area. Although historic shopfront features exist, there has been considerable loss and alteration and now many shopfronts are inappropriate to the historic character in terms of their overall appearance, materials, features and signage.

Whenever opportunities arise, shopfronts and their signage should be returned to a more traditional appearance or utilise design features or patterns that are in keeping with historic shopfront design and materiality.

Shopfront Design

A shopfront is part of a building as a whole, rather than being a separate entity. The design of shopfronts therefore needs to reflect the style, proportions, vertical or horizontal emphasis and detailing of the rest of the building, particularly the principal elevation. The shop fronts in the conservation area are often part of a terraced row of buildings with

consistent appearance, it is therefore important that shopfronts also take into consideration the terrace of buildings as a whole and it should be ensured that the neighbouring shopfronts in a row are complementary with each other.

A shopfront needs to sit within the original building framework set by structural and decorative features within the elevation; columns or pilasters for example should be carried down to ground floor. Where a unit extends across more than one building (i.e. across two or more buildings in a terraced row), it is important that the vertical division between the buildings is retained or reinstated. This may also require the use of signage which is divided in two or more parts.

Any historic shopfront features which survive are generally in poor condition; these should be retained, repaired as necessary, and incorporated into new schemes, rather than being replaced. It is highly desirable to reinstate historic features, such as corbels and pilasters where these have been lost and the placement of them, or vestiges of their original design, remain. Historic photography could also be used to identify the appearance of historic features which have been lost.

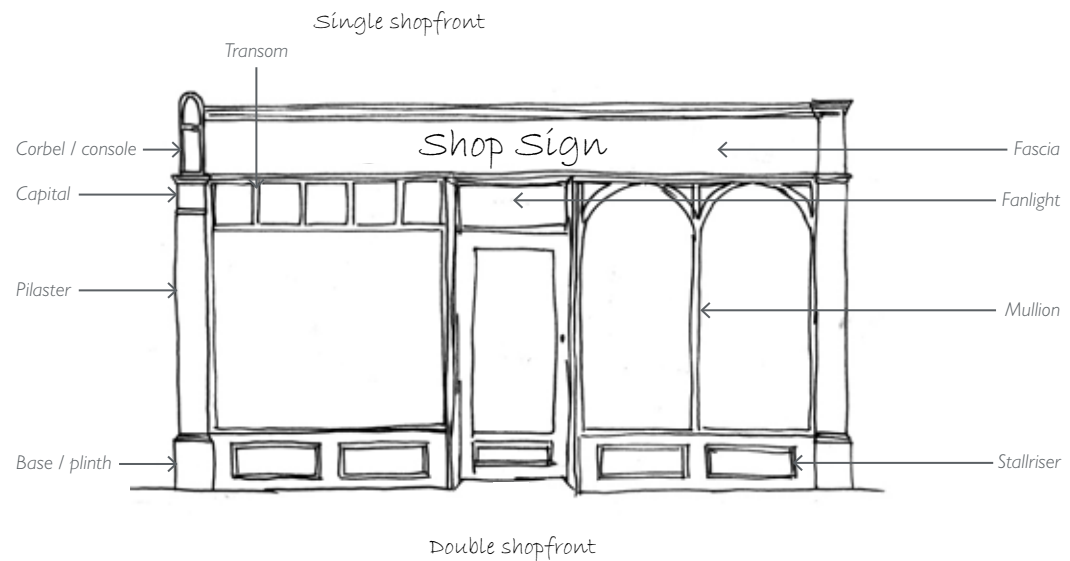
Shopfront Design - Key Points

- A shopfront is part of a building as a whole, rather than being a separate entity
- Where a unit extends across more than one building, the vertical division between the buildings should be retained or reinstated
- Surviving historic shopfronts features should be retained and repaired
- Reinstatement of lost historic features is desirable
- Replacement shopfronts (either whole or in part) should take account of the period and style of the building they are within
- Traditional shopfront components (pilasters, corbels, fascias etc.) are encouraged where appropriate
- Painted timber and glazing are the most appropriate materials for shopfronts, including signage
- Signage should complement the design of the shopfront and building, including colour palettes and lettering style
- Illumination should be external rather than internal
- Canopies should be retractable and positioned above fascia signage
- Any security features required should be sympathetic to the historic appearance of the area

Where it is appropriate to replace all or parts of a shopfront, traditional styles (or designs that retain the same proportions and materiality) are likely to be most appropriate in historic buildings, but non-traditional, sympathetically designed shopfronts would be appropriate in more recent and new buildings. The replacement of inappropriate modern alterations to shopfronts with suitably-designed traditional alternatives is encouraged.

The components of a traditional shopfront are identified on the drawings below. Pilasters, corbels, cornice, fascia and stallrisers are all important elements in traditional shopfronts which create its visual proportions. Fascias are of notable importance and should be in proportion to the rest of the shopfront and not overly large. Furthermore, fascias should not extend above or below cornice level (or, where there is no such feature, should be well below the cill of the window above), or beyond the corbels on either side. Full height glazing is a modern feature and does not reflect the character of historic buildings. Smaller windows with stallrisers (a plinth under the window), transoms and mullions are typical traditional features and more appropriate in historic contexts. Traditional and characteristic materials, such as painted timber, will best enhance the historic character of the buildings.

Components of a Traditional Shopfront



Advertising and Signage

The design and detailing of advertising and signage content, both on fascias and hanging signs, are also important in the conservation area. The signage should complement the design of the shopfront and building, conveying a sense of permanence and quality, rather than brashness. Colour palettes, lettering style and illumination need to be considered in the design of a complementary shopfront. With regards to illumination, internally lit signage is inappropriate within the conservation area, with subtle external lighting being more appropriate.

Canopies

There are some examples of fabric canopies within the conservation area; such features can add interest to the street scene if of an appropriate design suitable for use in the conservation area. However, most that exist are dirty, broken or of inappropriate design and positioning; these should be removed or removed and replaced with sensitive designs. Canopies should avoid obscuring historic features, should be retractable and made of canvas. Dutch-style canopies, which are visible when retracted are not appropriate. Canopies would have traditionally been positioned above fascia signage and this is therefore the most appropriate position for replacement or new canopies; projecting hanging signage will allow the shop name and advertising to remain visible when the canopy is down.

Security Features

Metal roller shutters have a detrimental effect on the appearance of the conservation area. They obscure historic features as well as window displays and internal illumination. There are several alternatives to roller shutters, which should be considered, including more open grilles which can be fitted internally or externally and toughened glazing. Improving the overall appearance of the street scene, including public realm and street lighting, would assist in lowering crimes targeting shops and, along with other measures, could reduce the need for such high security requirements.

7.4.5 WINDOWS, DOOR AND DRAINAGE GOODS

Many historic windows within the conservation area have already been lost, having undergone replacement with uPVC units. UPVC doors and plastic gutters and drainpipes also appear within some historic buildings in the conservation area. This not only has a detrimental visual impact on the appearance of the conservation area but also often constitutes loss of historic fabric. Furthermore, the use of plastic windows and doors reduces the breathability of traditionally constructed buildings, by preventing moisture from egressing the building.

Replacement of historic windows, doors and drainage goods is strongly discouraged as is replacement of modern examples which retain a traditional materiality and appearance. There is potential for an Article 4 Direction to be implemented to better control these types of change. Where inappropriate replacement has already been undertaken, returning these features back to their traditional appearance is strongly encouraged. Drainage goods would have historically been painted cast iron; however other metals may be appropriate subject to their detailed design. White-painted timber is likely to be the most appropriate materiality for windows with the proportions and type of window being dependant on the age and style of individual buildings. In some limited circumstances metal windows may be appropriate in order to replicate early to mid-20th century metal windows. For doors, painted timber is also likely to be the most appropriate material, although a greater range of colours will be acceptable.

Many of the timber windows to historic buildings, which have not been replaced, have been neglected and poorly maintained and, as a result, are deteriorating. Appropriate maintenance and repair of historic windows is strongly encouraged as this will improve the appearance of the conservation area and ensure the future of the historic fabric.

7.5.6 AERIALS, SATELLITE DISHES AND SOLAR PANELS

The installation of telecommunications antenna, i.e. aerials and satellite dishes, on chimneys and the front and sides of elevations and roofs of buildings in the conservation area (i.e. those that are visible from the public realm) requires planning permission and will be resisted. Such features are not in keeping with the historic character and appearance of the conservation area. Should installation of new dishes and aerials be necessary these should be located on rear elevations and roof pitches. Removal of existing aerials and dishes, especially those that are redundant, is strongly encouraged, as this will enhance the appearance of the conservation area.

There are very few instances of solar panels within the conservation area, limited to the roof of St Joseph's School. However, as renewable energy becomes increasingly necessary care needs to be taken to ensure that installation of solar panels does not harm the special interest of the conservation area. Planning permission is required for the installation of solar panels. Positioning to front and side roof slopes will be resisted. Panels may be acceptable on rear elevations, where they will not be visible from the public realm.

7.4.7 REMOVAL OF DETRACTING FEATURES

It is strongly encouraged that detracting additions to buildings such as exposed surface wiring, satellite dishes, security equipment be relocated to more discrete locations such as to the rear of buildings in the case of satellite dishes, to a less visible location in the case of security equipment and rerouted internally for wiring.

Pigeon deterrents, spikes over doors and windows, and netting covering the whole upper levels of elevations, are prevalent in East Street and other parts of the town centre. These have a highly detrimental visual impact and alternative forms of deterrent for the areas of the town centre should be investigated such as use of birds of prey (i.e. hawks). Further installation of spikes and netting should be avoided and removal of those existing is welcomed.

7.4.8 OPEN SPACES, PUBLIC REALM AND STREET FURNITURE

Green cover in the conservation area includes trees, shrubs, grass and other vegetation, and the land that these grow on. Within the conservation area the principal components are the open space of Abbey Green, the Sites of Importance for Nature Conservation in and adjoining the site, and all trees on any land. Note should also be taken of other public and private planted areas including gardens, green roofs and similar features. These are to be conserved and renewed when necessary for amenity, biodiversity, sustainability and heritage purposes as appropriate. It will be a general aim to improve and enlarge their quality and when possible the extent of each of these.

Certain monuments within St Margaret's Churchyard are in poor condition and are in danger of collapse; these would benefit from further study and a condition review. Other historic structures in areas of public realm such as historic boundary walls should also be reviewed and maintained.

Issues related to the public realm in the conservation area are also identified in section 6.0. These are specifically related to the poor condition and lack of consistency in design and quality of many items of street furniture and surface treatments, particularly the former. New, high-quality public realm works are proposed to be implemented in front of the Curfew Tower. A sensitively-designed holistic scheme of public realm improvement would be beneficial building on this and what has already been implemented in relation to surface treatments in North Street / the Broadway, Clockhouse Avenue, Ripple Road and Station Parade and the street lighting in East Street. Future public realm works could be implemented over multiple phases and be subtly tailored to the varying character of different parts of the conservation area.

An overarching approach to surface treatment and street furniture would ensure that a familial design language is being used across the whole conservation area. It is particularly important along the principal streets to give them a more unified appearance. Where historic items of street furniture and surface finishes do survive, these should be retained and repaired or reused where appropriate.

Public realm features (bins, bollards, seating etc.) often become dated in appearance quickly, sometimes due to heavy wear or anti-social behaviour, but also as a result of poor design and short-lived trends. Successful public realm schemes are contextual, using high-quality materials that echo the character of the wider area, and can be either traditional or honestly-modern in

their design. Materials both for the street furniture and surface finishes should be of high quality and durability to ensure their longevity as much as possible. Any additions or amendments to the public realm will also need to take account of highways and other relevant regulations.

Specific parts of the conservation area are in greater need of public realm improvement, namely street furniture within Abbey Green and the setting of the Curfew Tower. These are significant areas, which should be prioritised in the development of an overarching strategy for the conservation area's public realm.

7.5 FUTURE REVIEW OF CAA AND CONSERVATION AREA BOUNDARY

The Council has a statutory duty to periodically review the conservation areas within its jurisdiction. This is to determine whether further areas should be included or if indeed parts should be excluded. A review of the boundary has been undertaken as part of the preparation of this CAAMP and the findings have been incorporated into this document in Part C. It is recommended that future reviews of the conservation area boundary take place every 5-10 years and that the CAAMP is also reviewed and updated at the same time.

7.6 RECOMMENDATIONS

The long-term vision for the conservation area is to phase out ill-considered modern additions and encourage their replacement with high-quality alternatives that respond to the traditional character of each individual building or group of buildings and that of the conservation area as a whole so that its special interest may be enhanced and protected for the future.

The following recommendations respond to the identified issues and opportunities and should be given material consideration against any proposals submitted that may affect its special interest and character:

MANAGING CHANGE

- 01 The heritage impact of proposed alterations, extensions, demolition and new development be assessed prior to approval of works and only be approved where they would preserve or enhance the special interest of the conservation area.
- 02 That the Article 4 Directions identified at section 7.2.2 are adopted to ensure that the Council has greater control on certain types of change.
- 03 That appropriate enforcement action is undertaken for inappropriate works that do not have consent.
- 04 Due consideration and protection is given to archaeological remains and potential wherever below-ground intervention is proposed.

- 05 Development within the setting of the conservation area should be sympathetic to its special interest and development which harms its special interest will be resisted.

PRESERVING AND ENHANCING THE CONDITION AND APPEARANCE OF THE CONSERVATION AREA

- 06 That awareness is raised regarding the benefits of regular maintenance and sensitive repair; and advice regarding good practice be given when necessary.
- 07 Buildings, features and spaces identified as making a positive contribution to the conservation area should be protected against harmful change.
- 08 The design and construction of any new development, extension, alteration or repair should be of the highest quality.
- 09 Removal of inappropriate and negative additions to buildings is encouraged.
- 10 The replacement of inappropriate modern alterations to shopfronts with suitably-designed traditional or sympathetically designed alternatives is encouraged.
- 11 Reinstatement of lost historic features is encouraged.

- 12 The replacement of uPVC windows and doors with traditional timber units is encouraged. Any further replacement of timber windows with uPVC is strongly discouraged and maybe subject to planning restrictions using an Article 4 Direction in the future.
- 13 Consideration should be given to improving the quality and appearance of the public realm, including street furniture and surface treatments, within the conservation area, ensuring that any future proposals are of high-quality, durable and respond to the character of the area.
- 14 Raise greater awareness of the conservation area and Barking's history and significance through improved interpretation, including a review of the existing interpretation within the conservation area.
- 15 A review of the parking strategy within the conservation area be undertaken with the aim of reducing the detrimental visual impact of car parking and ensure adequate enforcement is in place for illegal parking.

MONITORING AND REVIEW

- 16 That the boundary changes proposed within Part C be adopted in order to ensure that the special interest of the area is strengthened by adding areas which would contribute and removing areas which dilute its character.
- 17 That the condition of the conservation area be monitored and reviewed periodically, along with review of the boundary and this CAAMP.

FURTHER INFORMATION AND SOURCES

GLOSSARY

ARCHITRAVE Moulded surround to an opening or recess.

In classical architecture the lowest part of the entablature.

ASHLAR Masonry of smooth squared stones in regular courses.

BARGEBOARD A timber board, often decorative, fixed at the overhanging edge of a gable to hide the ends of the roof timbers.

CASEMENT A window hinged on one side, so it opens outwards or inwards.

CASTELLATED Decorated with battlements.

CORNICE An ornamental moulding at the junction of the wall and the ceiling, or a moulded ledge along the top of a building. In classical architecture the top part of an entablature.

DISSOLUTION OF THE MONASTERIES The suppression and closure of England's religious houses between 1536 and 1541, part of the Reformation.

EAVE The horizontal overhang of a roof projecting beyond the face of a wall.

ENTABLATURE The horizontal component of a building or structure, usually decorated, that lies

directly above columns or other supports; in classical architecture the entablature is composed of an architrave, a frieze and a cornice.

GABLE The triangular upper portion of a wall at the end of a pitched roof. It normally has straight sides but there are variations such as crow stepped (stepped sides), Dutch (curved sides crowned by a pediment) and shaped (multi-curved sides).

GLAZING BARS Bars dividing window sashes into smaller parts.

HEADER Brick laid so that the end only is visible in the face of the wall.

HIPPED ROOF A roof where the slopes rise from the eaves on all sides of the building i.e. with sloped ends instead of vertical gables.

LINTEL A beam spanning an opening: doorway, window or fireplace.

MANSARD Roof with double slope, the lower slope being longer and steeper than the upper (named after Francois Mansart).

PEDIMENT A shallow pitched gable used in classical, renaissance and neoclassical architecture above doors and windows. Derived from the shallow pitched gable end of a classical temple.

PRECINCT An area designated for a specific use, often enclosed by walls.

RENDER A durable external covering (normally a lime/sand mix) that is designed to; protect the wall from weather, to act as a decorative coating, or to hide coarse masonry.

SASH WINDOW A timber window consisting of two vertically sliding sashes, operated by counterweights concealed in a boxed frame.

SETTS Small Granite, or Yorkstone, blocks of stone commonly used in the 19th century to pave city centre streets. Modern versions can be in brick.

STRETCHER A brick laid so only its long side is visible on the face of a wall.

TRACERY Ornamental intersecting stonework in the upper part of a window, screen or panel.

FURTHER INFORMATION AND SOURCES

BIBLIOGRAPHY

Abbey and Barking Town Centre Conservation Area Appraisal, 2009

Clifford, T. and Hope Lockwood, H. (2003) *More of Mr Frogley's Barking a second selection* (London Borough of Barking and Dagenham)

'Barking', in *An Inventory of the Historical Monuments in Essex, Volume 2, Central and South west* (London, 1921), pp. 4-11. British History Online <http://www.british-history.ac.uk/rchme/essex/vol2/pp4-11>

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'The borough of Barking', in *A History of the County of Essex: Volume 5*, ed. W R Powell (London, 1966), pp. 235-248. *British History Online* <http://www.british-history.ac.uk/vch/essex/vol5/pp235-248>

Pevsner, Nikolaus, Bridget Cherry and Charles O'Brien, *The Buildings of England, London 5: East* (Yale University Press, 2005)

Tames, R., *Barking Past* (Historical Publications Ltd, 2002)

The Short Blue Fleet, <https://shortbluefleet.org.uk/>

LBBDD, *Barking and Dagenham Townscape and Socioeconomic Characterisation Study* (2017)

Chengappa, I. M., *Abbey Green, Barking: Heritage Management Plan* (October 2018)

FURTHER INFORMATION

NATIONAL PLANNING POLICY AND GUIDANCE

Planning (Listed Buildings and Conservation Areas) Act 1990 National Planning Policy Framework (2019): https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

Planning Practice Guidance: <https://www.gov.uk/government/collections/planning-practice-guidance>

Planning Portal: <https://www.planningportal.co.uk>

LOCAL PLANNING POLICY

Barking and Dagenham Core Strategy (DPD) (2010)

Barking and Dagenham Draft Local Plan 2037 (Regulation 19 Consultation Version, September 2020)

Barking and Dagenham Interactive Proposals Map: <http://lbbd.opus3.co.uk/ldf/maps>

Further advice can be sought from the Council's pre-application advice service.

HISTORIC ENGLAND GUIDANCE

Historic England's website contains a range of advice and guidance on conservation best practice, such as Conservation Principles: Policies and Guidance and guides on understanding heritage value, setting and views, to specific guides on types of repairs or types of buildings. This information can largely be found in the advice area of their website: <https://historicengland.org.uk/advice/>

[uk/advice/](https://historicengland.org.uk/advice/)

Links to the most relevant guidance and that used in the preparation of the Conservation Area Appraisal and Management Plan are below.

Conservation Area Designation, Appraisal and Management: Historic England Advice Note 1 (February 2016): <https://content.historicengland.org.uk/imagesbooks/publications/conservationarea-designation-appraisal-managementadvice-note-1/heag040-conservation-area-designation-appraisal-andmanagement.pdf/>

Conservation Principles, Policies and Guidance (April 2008): <https://content.historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historicenvironment/conservationprinciplespoliciesguidanceapr08web.pdf/>

Please note: this guidance is currently being reviewed and updated by Historic England Valuing Places: Good Practice in Conservation Areas (January 2009): <https://content.historicengland.org.uk/images-books/publications/valuing-places/valuingplaces-good-practice-conservation-areas.pdf/>

The Setting of Heritage Assets Good Practice Advice in Planning Note 3 (Second Edition) (December 2017): <https://content.historicengland.org.uk/images-books/publications/gpa3-setting-ofheritage-assets/heag180-gpa3-settingheritage-assets.pdf/>



FURTHER INFORMATION AND SOURCES

Heritage at Risk: Conservation Areas: <https://historicengland.org.uk/advice/heritage-at-risk/conservation-areas-at-risk/>

National Heritage List for England: <https://historicengland.org.uk/listing/the-list/>

Advice and guidance on caring for historic places: <https://historicengland.org.uk/advice/>

Information and advice on Scheduled Monument Consent: <https://historicengland.org.uk/advice/planning/consents/smc/>

OTHER GUIDANCE

Oxford Character Assessment Toolkit:

<https://www.oxford.gov.uk/info/20193/character-assessment-toolkit/878/character-assessment-toolkit>

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Website: <https://www.lbbd.gov.uk/planning-and-building-control> and <http://befirst.london/>

HISTORIC ENGLAND: LONDON AND SOUTH-EAST OFFICE

4th Floor
Cannon Bridge House
25 Dowgate Hill
London EC4R 2YA
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Telephone: 0207 973 3700
Website: <https://historicengland.org.uk/about/contact-us/local-offices/london-south-east/>



APPENDICES

APPENDIX A:
LIST OF HERITAGE ASSETS

APPENDIX B:
ENHANCING HERITAGE IN THE
ABBEY AND BARKING TOWN
CENTRE: GAZETTEER OF BUILDINGS

APPENDIX C:
ENHANCING HERITAGE IN THE
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APPENDIX A: LIST OF HERITAGE ASSETS

BUILDING NAME AND ADDRESS	DESIGNATION
Church of St Margaret, Broadway	Listed Building (Grade I)
Curfew Tower (also called Fire Bell Tower), Broadway	Listed Building (Grade II*)
Tomb of Captain John Bennett, churchyard of St Margaret's	Listed Building (Grade II)
Remains of Barking Abbey and Old Churchyard Walls, Broadway	Listed Building (Grade II)
Barking Magistrates' Court and railings, lampholders and lamps, East Street	Listed Building (Grade II)
St Margaret's Vicarage, Vicarage Drive	Listed Building (Grade II)
The Old Granary, Town Quay	Listed Building (Grade II)
No. 2 Station Parade	Locally Listed Building
Nos. 4-8 Station Parade	Locally Listed Building
Nos. 2 and 4 North Street	Locally Listed Building
No. 10 North Street	Locally Listed Building
Nos. 1-11 East Street	Locally Listed Building
Nos. 13-27 East Street	Locally Listed Building
Nos. 33-35 East Street	Locally Listed Building
No. 41 East Street	Locally Listed Building
Nos. 2a-4a East Street	Locally Listed Building
Nos. 54-66 East Street	Locally Listed Building
No. 2 Ripple Road	Locally Listed Building
No. 6 Ripple Road	Locally Listed Building
Elim Pentecostal Church, Axe Street	Locally Listed Building
Barking Town Hall, 1 Town Square, Clockhouse Avenue	Locally Listed Building

APPENDIX A: LIST OF HERITAGE ASSETS

BUILDING NAME AND ADDRESS	DESIGNATION
Nos. 29-31 East Street	Positive Building
No. 34 East Street	Positive Building
Nos. 43-51 East Street	Positive Building
53-61 East Street	Positive Building
Nos. 63-67 East Street	Positive Building
No. 68 East Street	Positive Building
No. 10 Station Parade	Positive Building
Nos. 11-13 Station Parade	Positive Building
Nos. 15-19 Station Parade	Positive Building
Nos. 21-27 Station Parade	Positive Building
No. 8 North Street	Positive Building
No. 12 North Street	Positive Building
Nos. 13-23 Ripple Road	Positive Building
Nos. 25-45 Ripple Road	Positive Building
Nos. 38-52 Ripple Road	Positive Building
Nos. 54-56 Ripple Road	Positive Building
Nos. 47-85 Ripple Road	Positive Building
Nos. 107-119 Ripple Road	Positive Building
Cosco House, Vicarage Drive	Positive Building



APPENDIX B: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: GAZETTEER OF BUILDINGS

NORTH STREET NO. 2 - 4

HLF Round 2 Priority Rating: High



Shop Name: The Bull Inn

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Gateway Building

Landmark / key building in CA

Building size and location offers good potential for future development.

Traditional frontage and original timber windows can be restored to retain a historic appearance.

Traditional signage.

HLF Round 1 Rating: High



Corner of East Street and Broadway, circa 1925

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NORTH STREET NO. 6 -12

HLF Round 2 Priority Rating: High



Shop Name: Brown's, Cristina's, Sam's Car

National/Local Designation: No. 8-10 Locally Listed

Contribution to Conservation Area: All Positive Contributors to CA

Positive Aspects: Good quality brickwork to upper level and strong building character.

Reasonable visual condition

Former CO-OP building

EAST STREET NO. 1 - 11

HLF Round 2 Priority Rating: Medium



Shop Name: Glamorous Nails & Beauty, Meat & Fish Market, Baltic Stores, Barking Food Centre, Supreme White

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 13-21)

Positive Aspects: Consistent fenestration and decorative appearance to upper facade. Brickwork to upper levels is in good condition.

Reasonable visual condition and original timber windows

EAST STREET NO. 13 - 21

HLF Round 2 Priority Rating: Medium



Shop Name: Barking Cafe, Discount Designer Furniture, Century 21, Lycamobile, Supergrows Cosmetics

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 1 - 11 and 23 - 27)

Positive Aspects: Fairly consistent fenestration and decorative appearance to upper facade. Brickwork to upper levels is in good condition

EAST STREET NO. 23 - 27

HLF Round 2 Priority Rating: Medium



Shop Name: Sam 99p, H&T Pawnbrokers

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 1-11 and 13 - 21)

Positive Aspects: Consistent appearance to upper facade



East Street, date unknown

EAST STREET NO. 29A, 29B, 31

HLF Round 2 Priority Rating: Reserve



Shop Name: Specstore Opticians, Ladbrokes, Shoe Zone

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA

Positive Aspects: The building offers a unique and distinct appearance on the high street.

Original sash windows at first floor level.

EAST STREET NO. 33 - 35

HLF Round 2 Priority Rating: High (Habitat for Humanity)



Shop Name: Fawley House - Sense International, Stardust Linen

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Timber windows at first and second floor levels

Brickwork to upper facade in good condition

Well located on the high street, opposite old Magistrates' Court

Part council owned, provides strong opportunity to include in the scheme

Original sash windows

EAST STREET NO. 41

HLF Round 2 Priority Rating: High (Historic interpretation only)



Shop Name: McDonalds

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Recently refurbished, therefore in fine visual condition

Strong opportunity for public art, interpretation or feature wall on south elevation.

Highly detailed upper facade with strong character and features, which is in good condition.

Consistent appearance to shop frontage on both sides.

EAST STREET NO. 43 - 51

HLF Round 2 Priority Rating: Reserve



Shop Name: Tudorbethan - Prime Linens, Specsavers, Chicky's, Magazin Traditional Romanesc, Paddy Power

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA

Positive Aspects: Highly detailed upper facade with strong character and features

Reasonable visual condition

EAST STREET NO. 53 - 61

HLF Round 2 Priority Rating: Reserve



Shop Name: O2, Sparkle, Poppins, Greggs, House

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA

Positive Aspects: Fairly consistent appearance to upper facade

Fine visual condition

EAST STREET NO. 63 - 65

HLF Round 2 Priority Rating: Exclude



Shop Name: Dental Practice, Optical Revolution

National/Local Designation: None

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Buildings in good condition.

EAST STREET NO. 67

HLF Round 2 Priority Rating: Reserve



Shop Name: Albemarle Bond Pawnbrokers

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral Contributor to CA (group w/ No. 68)

Positive Aspects: Gateway Building

Overall reasonable visual condition

EAST STREET NO. 2A - 4A

HLF Round 2 Priority Rating: High



Shop Name: Barking Supermarket

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Highly decorative and detailed upper facade

Former Burton's building

Gateway Building

Reasonable visual condition



Corner of East Street, date unknown

EAST STREET NO. 34 - 38

HLF Round 2 Priority Rating: Exclude



Shop Name: Poundland, Rehoboth Temple, Iceland

National/Local Designation: None

Contribution to Conservation Area: No. 34 Positive to Neutral Contributor to CA, Others are Neutral Contributors

Positive Aspects: Buildings are in good condition

Potential redevelopment site

No. 34: Former M&S Building



Marks & Spencer building, date unknown

EAST STREET NO. 54 - 58

HLF Round 2 Priority Rating: Medium



Shop Name: Sam 99p, 97p Knockout

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Highly detailed upper facade with strong character and features, which is in good condition

No. 54: Reasonable visual condition, with original windows

Shared shop front between No. 58 and No. 56

EAST STREET NO. 60 - 66

HLF Round 2 Priority Rating: Reserve



Shop Name: Glamour Touch, Percy Ingle, Cashino, Oakam

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Highly detailed upper facade with strong character and features

Pilaster in poor condition or covered over at ground level.

Reasonable visual condition

EAST STREET NO. 68

HLF Round 2 Priority Rating: Reserve



Shop Name: Boots

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ No. 67)

Positive Aspects: Building is in good condition.

Gateway Building

Original metal windows

RIPPLE ROAD NO. 9 - 10

HLF Round 2 Priority Rating: Reserve



Shop Name: Police, JD

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributors to
CA

Positive Aspects: Highly detailed façades with strong character
and features

Good visual condition

STATION PARADE NO. 1 - 9

HLF Round 2 Priority Rating: High



Shop Name: Ria, Cotisens Solicitors, T. Cribb & Sons, Top Deck, Shoe World, Gaming Fun

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 11-19 & 21-27)

Positive Aspects: Original timber windows still in place in some openings.

STATION PARADE NO. 11 - 13

HLF Round 2 Priority Rating: Exclude



Shop Name: Lloyds Bank

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 1-9 & 21-27)

Positive Aspects: Shop frontage and upper facade in good condition.



East Street/Ripple Road junction showing 1a Station Parade with an active frontage and windows on the upper floors, which are covered today by an unnecessary superficial render (see photo on p.26)

STATION PARADE NO. 15 -19

HLF Round 2 Priority Rating: Exclude 15 & 17, reserve 19



Shop Name: Barking News & Wines, Daynight Pharmacy, Barking Fish Centre

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 1-9 & 21-27)

Positive Aspects: Pleasant upper facade and fenestration.

Recently refurbished / painted

Shop fronts / fascias recently renewed as part of LBBD scheme

STATION PARADE NO. 21 - 27

HLF Round 2 Priority Rating: Reserve



Shop Name: Herbs & Acupuncture, Paddy Power, Barking Arms

National/Local Designation: None

Contribution to Conservation Area: Positive to Neutral
Contributor to CA (group w/ Nos. 1-9 & 11-19)

Positive Aspects: Gateway building and potential redevelopment site.

Fairly pleasant upper building facade.

Some shop fronts / fascias recently renewed as part of LBBD schen

STATION PARADE NO. 4 - 8

HLF Round 2 Priority Rating: Reserve 6 & 8, Exclude 4



Shop Name: Valet Dry Cleaning, Barking Halal Meat, Nationwide

National/Local Designation: Locally Listed

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Consistent and pleasant upper building facade.

No. 8 shop front renewed as part of LBBD scheme

No. 4 (Nationwide) currently under scaffold

Original sash windows to No. 4

Historic sport shop signage to No. 6 and apparatus for hanging sign

STATION PARADE NO. 10

HLF Round 2 Priority Rating: Reserve



Shop Name: Photo Express

National/Local Designation: None

Contribution to Conservation Area: Positive Contributor to CA

Positive Aspects: Reasonable visual condition

Pleasant upper facade.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
23.01	I. Station Parade	Private	No	Chimney	Brick original - appears in sound condition, allow for further inspection.
23.02	I. Station Parade	Private	No	Roof	Blue Slate - some missing tiles, broken in areas, weathered, patchy repairs with green mineral left. Missing slates to dormer cheeks
23.03	I. Station Parade	Private	No	Flashing	Lead- peeling badly around dormers.
23.04	I. Station Parade	Private	No	Fascia	Wooden painted black- acceptable condition.
23.05	I. Station Parade	Private	No	RWGS	Original cast iron guttering poorly constructed around curvature of the roof. Plastic downpipes acceptable condition - Feeding out of sight. Original shared hopper missing.
23.06	I. Station Parade	Private	No	Walls	Original brickwork visible behind false façade. Façade cladding made of small mosaic tiles with central rendered panel - construction poor.
23.07	I. Station Parade	Private	No	Walls - return elevation.	Upper gable rendered, original brick can be seen at high level. Holes in wall.

Item No.	Address	Ownership	Listed	Element	Condition
23.08	I. Station Parade	Private	No	Windows	UPVC casement on dormer windows - acceptable, but not in keeping and are unclean. Other windows covered by false façade.
23.09	I. Station Parade	Private	No	Windows	Windows to south elevation are a mix of white upvc and timber sliding sash (may be replacement), in serviceable condition
23.10	I. Station Parade	Private	No	Windows	Windows to station parade not visible, behind false façade.
23.11	I. Station Parade	Private	No	Doors	One timber side door and two metal shutters as part of shop front. None in keeping.
23.12	I. Station Parade	Private	No	Shop Front	Modern metal shopfront, heavily covered in modern signage, partly illuminated.
24.01	3. Station Parade	Private	No	Chimney	Brick original - appears to be sound, some missing mortar.
24.02	3. Station Parade	Private	No	Roof	"Blue Slate - some missing tiles, broken in areas, weathered, patchy repairs with green mineral left. (Note: may be flat roof art rear of front slope.)"

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
24.03	3. Station Parade	Private	No	Flashing	Lead- peeling badly around dormers.
24.04	3. Station Parade	Private	No	Fascia	Timber box fascia
24.05	3. Station Parade	Private	No	Fascia Roof	Original blue slate shop fascia roof intact - overhanging tiles damaged and no RWG
24.06	3. Station Parade	Private	No	RWGS	Cast iron guttering with downpipe leading into original shared hopper. Large amounts of vegetation in hopper
24.07	3. Station Parade	Private	No	Walls	LHS brick pier half covered in mosaic tiles at upper level.
24.08	3. Station Parade	Private	No	Walls	Detail brickwork - good condition. Cement render within window recess - Console bracket unclean.
24.09	3. Station Parade	Private	No	Walls	Unightly alarm box unclean - many wires attached to walls
24.10	3. Station Parade	Private	No	Windows	UPVC - upper bay window entire removed and replaced with 3 light casement. Unightly and not maintained. UPVC dormer.
24.11	3. Station Parade	Private	No	Windows	Replacement upvc dormer window

Item No.	Address	Ownership	Listed	Element	Condition
24.12	3. Station Parade	Private	No	Doors	Separate metal door to no. 3a - heavily defaced with stickers.
24.13	3. Station Parade	Private	No	Shopfront	"LHS marble pilaster covered in tiles. Central pilaster covered in stickers. RHS pilaster survives"
24.14	3. Station Parade	Private	No	Shop Front	Traditional wooden framework - good condition.
24.15	3. Station Parade	Private	No	Shop Front	2 no. projecting signs on pilasters
25.01	5. Station Parade	Private	No	Chimney	Brick original -appears to be sound.
25.02	5. Station Parade	Private	No	Roof	Blue Slate - some missing tiles, broken in areas, weathered, patchy repairs with green mineral left at ridge
25.03	5. Station Parade	Private	No	Flashing	Lead- peeling badly around dormers.
25.04	5. Station Parade	Private	No	Fascia	Timber - recently painted.
25.05	5. Station Parade	Private	No	RWGS	Modern plastic, hopper missing - appears serviceable.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
25.06	5. Station Parade	Private	No	Walls	Brickwork is painted over with red. Cement rendering in recess is unclean. Console bracket recently painted. Marble pilaster defaced.
25.07	5. Station Parade	Private	No	Windows	Original first floor timber bay window with painted metal casements with leaded lights, and timber dormer (may not be original form). Bay window appears serviceable, dormer in poor condition.
25.08	5. Station Parade	Private	No	Doors	Part of Shop front.
25.09	5. Station Parade	Private	No	Fascia Roof	Appears to survive behind illuminated sign
25.10	5. Station Parade	Private	No	Shop Front	2 no illuminated projecting signs.
25.11	5. Station Parade	Private	No	Shop Front	Older wooden fascia behind porch removed.
25.12	5. Station Parade	Private	No	Shop Front	Modern metal shopfront with tiled riser in serviceable condition
25.13	5. Station Parade	Private	No	Shop Front	LHS and RHS marble pilasters appear to survive, but covered in stickers

Item No.	Address	Ownership	Listed	Element	Condition
25.14	5. Station Parade	Private	No	Shop Front	Awning in good condition
26.01	7. Station Parade Shoeworld	Private	No	Chimney	Brick original - appears sound, but recessed pointing.
26.02	7. Station Parade Shoeworld	Private	No	Roof	"Blue Slate - some missing tiles, broken in areas, weathered, patchy repairs with green mineral felt at ridge. (Note: may be flat roof behind ridge.)"
26.03	7. Station Parade Shoeworld	Private	No	Flashing	Lead- peeling badly around dormers.
26.04	7. Station Parade Shoeworld	Private	No	RWGS	Cast iron, but in a parlous state - outlet appears to be lead
26.05	7. Station Parade Shoeworld	Private	No	Fascia	Paint peeling, showing signs of rot
26.06	7. Station Parade Shoeworld	Private	No	Walls	Brickwork badly water damaged. Pointing in bad condition in places. Porch removed.
26.07	7. Station Parade Shoeworld	Private	No	Walls	Redundant fixtures and fittings

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
26.08	7. Station Parade Shoeworld	Private	No	Walls	Dirty render to area of recessed wall.
26.09	7. Station Parade Shoeworld	Private	No	Walls	Pier capitals
26.10	7. Station Parade Shoeworld	Private	No	Windows	Dormer window is rotten, glazing is broken and boarded internally.
26.11	7. Station Parade Shoeworld	Private	No	Windows	Very poor condition - glass removed or smashed - rotten.
26.12	7. Station Parade Shoeworld	Private	No	Doors	Part of Shop front.
26.13	7. Station Parade Shoeworld	Private	No	Fascia roof	Appears to have been removed - area covered by signage
26.14	7. Station Parade Shoeworld	Private	No	Shop Front	Remove illuminated signage and reinstate below fascia roof level
26.15	7. Station Parade Shoeworld	Private	No	Shop Front	Marble pilasters defaced.

Item No.	Address	Ownership	Listed	Element	Condition
26.16	7. Station Parade Shoeworld	Private	No	Shop Front	Modern shopfront in serviceable condition
26.17	7. Station Parade Shoeworld	Private	No	Shop Front	Existing awning.
27.01	9. Station Parade	Private	No	Chimney	Modern/recent pointing with replaced chimney pot.
27.02	9. Station Parade	Private	No	Roof	Blue Slate - some missing tiles, broken in areas, weathered, patchy repairs with green mineral left.
27.03	9. Station Parade	Private	No	Flashing	Acceptable but unsightly over shop sign
27.04	9. Station Parade	Private	No	Fascia	Timber box fascia - peeling paint and signs of rot.
27.05	9. Station Parade	Private	No	RWGS	Original iron hopper has vegetation growing from top.
27.06	9. Station Parade	Private	No	Walls	Dirty render in recessed panel.
27.07	9. Station Parade	Private	No	Walls	Redundant timber sign below eaves
27.08	9. Station Parade	Private	No	Walls	Painted brickwork to first floor area and on brickwork.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

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Item No.	Address	Ownership	Listed	Element	Condition
27.09	9. Station Parade	Private	No	Walls	Pier capitals
27.10	9. Station Parade	Private	No	Walls	Bird netting
27.11	9. Station Parade	Private	No	Windows	UPVC with leaded lights - clean and more in keeping than others - in serviceable condition
27.12	9. Station Parade	Private	No	Windows	Dormer window is upvc with leaded lights
27.13	9. Station Parade	Private	No	Fascia Roof	Appears to have been removed to facilitate signage.
27.14	9. Station Parade	Private	No	Shop Front	Unacceptable blue tiles covering marble pilaster.
27.15	9. Station Parade	Private	No	Shop Front	Fascia signage on printed panel, construction behind Private.
27.16	9. Station Parade	Private	No	Shop Front	Traditional timber shopfront with recessed doorway and tiled threshold.
	19 Station Parade	Private	No	Chimney	Far right - leaning slightly, pointing cracked, poor condition
	19 Station Parade	Private	No	Roof	Concrete tiles, not original covering, but in serviceable condition. None missing.

Item No.	Address	Ownership	Listed	Element	Condition
	19 Station Parade	Private	No	Fascia	Timber fascia
	19 Station Parade	Private	No	RWGS	Black upvc in serviceable condition
	19 Station Parade	Private	No	Walls	Brickwork appears to be in good condition
	19 Station Parade	Private	No	Windows	Aluminium double-glazed windows in serviceable condition.
	19 Station Parade	Private	No	Shop Front	Original fascia signage removed, vegetation growing behind
	19 Station Parade	Private	No	Shop Front	Painted corbel brackets and pilasters with cladding over
	19 Station Parade	Private	No	Shop Front	Awning in acceptable/poor condition.
	19 Station Parade	Private	No	Shop Front	Modern shopfront in serviceable condition.
	19 Station Parade	Private	No	Shop Front	3no first floor illuminated signs and 1no illuminated projecting sign.
	21 Station Parade	Private	No	Chimney	Chimney



APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
21 Station Parade		Private	No	Roof	Roof
21 Station Parade		Private	No	Valley gutters	Valley gutters
21 Station Parade		Private	No	Flashing	Damaged and poorly constructed over shop sign-lead.
21 Station Parade		Private	No	Parapet	Brickwork parapet with stone/concrete coping, some spalled brickwork, but stable
21 Station Parade		Private	No	RWGS	RWGS
21 Station Parade		Private	No	Walls	Brick - pointing damaged in places, weathered bricks.
21 Station Parade		Private	No	Walls	Painted keystones to arches
21 Station Parade		Private	No	Walls	Redundant signage at high level
21 Station Parade		Private	No	Windows	Painted concrete window sills - paint peeling. UPVC windows - acceptable condition, but very unclean.

Item No.	Address	Ownership	Listed	Element	Condition
21 Station Parade		Private	No	Doors	Wooden-unclean
21 Station Parade		Private	No	Shop Front	Remove cladding from fascia canopy
21 Station Parade		Private	No	Shop Front	"LHS pilaster appears to have been clad, corbel bracket survives RHS pilaster is half clad, half tiled., corbel bracket missing"
21 Station Parade		Private	No	Shop Front	Fascia signage in approx the correct position
21 Station Parade		Private	No	Shop Front	Blanking panel above shopfront.
21 Station Parade		Private	No	Shop Front	Modern timber shopfront
23 Station Parade		Private	No	Chimney	Chimney
23 Station Parade		Private	No	Roof	Roof
23 Station Parade		Private	No	Valley gutters	Valley gutters
23 Station Parade		Private	No	Flashing	Damaged and poorly constructed over shop sign-lead.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
23 Station Parade		Private	No	Parapet	Brickwork parapet with stone/ concrete coping, some spalled brickwork, but stable
23 Station Parade		Private	No	RWGS	Poor-vegetation growing out of top. Cast iron section visible on downpipe - hopper dates building 1927. Drainage onto street.
23 Station Parade		Private	No	Walls	Brick - pointing damaged in places, weathered bricks.
23 Station Parade		Private	No	Walls	Painted keystones to arches
23 Station Parade		Private	No	Walls	Redundant fixing battens
23 Station Parade		Private	No	Windows	Painted concrete window sills - paint peeling. UPVC windows - acceptable condition, but very unclean.
23 Station Parade		Private	No	Shop Front	Green mineral felt covering overhang of shop fascia.
23 Station Parade		Private	No	Shop Front	"LHS pilaster in no. 21. RHS stone pilaster survives, with black tiles insert to adjacent door."

Item No.	Address	Ownership	Listed	Element	Condition
23 Station Parade		Private	No	Shop Front	Illuminated signage , approx the correct depth for fascia but too wide on LHS. Project ing sign on fascia - not too intrusive.
23 Station Parade		Private	No	Shop Front	Modern green powder coated shopfront with black tiles surround with some missing tiles and security shutter, which is starting to rust. Door to access upper floors
23 Station Parade		Private	No	Chimney	Chimney
23 Station Parade		Private	No	Roof	Roof
23 Station Parade		Private	No	Valley gutters	Valley gutters
23 Station Parade		Private	No	Flashing	Damaged and poorly constructed over shop sign-lead.
23 Station Parade		Private	No	Parapet	Brickwork parapet with stone/ concrete coping, some spalled brickwork, but stable
23 Station Parade		Private	No	RWGS	Poor-vegetation growing out of top. Cast iron section visible on downpipe - hopper dates building 1927. Drainage onto street.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
23 Station Parade		Private	No	Walls	Brick - pointing damaged in places, weathered bricks.
23 Station Parade		Private	No	Walls	Painted keystones to arches
23 Station Parade		Private	No	Walls	Redundant fixing battens
23 Station Parade		Private	No	Windows	Painted concrete window sills - paint peeling. UPVC windows - acceptable condition, but very unclean.
23 Station Parade		Private	No	Shop Front	Green mineral felt covering overhang of shop fascia.
23 Station Parade		Private	No	Shop Front	"LHS pilaster in no. 21. RHS stone pilaster survives, with black tiles insert to adjacent door."
23 Station Parade		Private	No	Shop Front	Illuminated signage, approx the correct depth for fascia but too wide on LHS. Projecting sign on fascia - not too intrusive.
23 Station Parade		Private	No	Shop Front	Modern green powder coated shopfront with black tiles surround with some missing tiles and security shutter, which is starting to rust. Door to access upper floors

Item No.	Address	Ownership	Listed	Element	Condition
25-27 Station Parade		Private	No	Chimney	Chimney
25-27 Station Parade		Private	No	Roof	Roof
25-27 Station Parade		Private	No	Valley gutters	Valley gutters
25-27 Station Parade		Private	No	Flashing	Damaged and poorly constructed over shop sign-lead.
25-27 Station Parade		Private	No	Parapet	Brickwork parapet with stone/ concrete coping, some spalled brickwork, but stable
25-27 Station Parade		Private	No	RWGS	Not visible
25-27 Station Parade		Private	No	Walls	Brickwork in fair condition
25-27 Station Parade		Private	No	Walls	Painted keystones to arches
25-27 Station Parade		Private	No	Walls	TV equipment and loose cabling over elevation
25-27 Station Parade		Private	No	Windows	Peeling paint, wooden outer frame, UPVC casement - serviceable condition

Item No.	Address	Ownership	Listed	Element	Condition
25-27 Station Parade	Private	No	Shopfront	Below bay window moss and vegetation. Fascia cornice painted black	
25-27 Station Parade	Private	No	Shopfront	"LHS Pilaster in no. 23 Central stone pilaster survives RHS stone pilaster damaged Return pilaster - condition poor."	
25-27 Station Parade	Private	No	Shopfront	Fascia signage approx the correct depth, but not in keeping, partly overclad so assumed property is vacant	
25-27 Station Parade	Private	No	Shopfront	Metal security shutters. Condition of shopfront reasonable.	
6 -8. Station Parade	Private	Locally Listed	Chimney	Chimney	
6 -8. Station Parade	Private	Locally Listed	Roof	Roof	
6 -8. Station Parade	Private	Locally Listed	Flashing	Flashing	
6 -8. Station Parade	Private	Locally Listed	RWGS	RWGS	
6 -8. Station Parade	Private	Locally Listed	Parapet Wall	Signs of damp, possibly defective gutters behind, some poor repointing, mortar joints missing from parapet coping.	

Item No.	Address	Ownership	Listed	Element	Condition
6 -8. Station Parade	Private	Locally Listed	Walls	Original brick - patchy in areas, some missing and some poor pointing.	
6 -8. Station Parade	Private	Locally Listed	Walls	Painted stone architectural dressing, survive in acceptable condition; cornice, coping and parapet crest appear damp.	
6 -8. Station Parade	Private	Locally Listed	Walls	Old shop signage on walls	
6 -8. Station Parade	Private	Locally Listed	Walls	Mounting bracket for projecting sign	
6 -8. Station Parade	Private	Locally Listed	Walls	Redundant fixtures and fittings	
6 -8. Station Parade	Private	Locally Listed	Windows	UPVC - appear relatively new. No weathering. Upper semi-circular section of window is a timber framework and glass. In serviceable condition.	
6 Station Parade	Private	Locally Listed	Shopfront	Fascia and dentillated cornice covered by illuminated signage, condition poor.	
6 Station Parade	Private	Locally Listed	Shopfront	Rusticated painted stone pilasters to both sides, capitals and moulded corbel bracket, appear to be painted, but both LHS and RHD capitals damaged, LHS is partly covered by No. 8's cladding	

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
6 Station Parade		Private	Locally Listed	Shopfront	Illuminated signage too large but serviceable.
6 Station Parade		Private	Locally Listed	Shopfront	Illuminated signage too large, but serviceable.
6 Station Parade		Private	Locally Listed	Shopfront	Illuminated projecting sign
6 Station Parade		Private	Locally Listed	Shopfront	PC metal shopfront with recessed door and modern awning in relatively poor condition.
6 Station Parade					
8 Station Parade		Private	Locally Listed	Chimney	Chimney
8 Station Parade		Private	Locally Listed	Roof	Roof
8 Station Parade		Private	Locally Listed	Flashing	Flashing
8 Station Parade		Private	Locally Listed	RWGS	RWGS

Item No.	Address	Ownership	Listed	Element	Condition
8 Station Parade		Private	Locally Listed	Parapet Wall	Signs of damp, possibly defective gutters behind, some poor repointing, mortar joints missing from parapet coping.
8 Station Parade		Private	Locally Listed	Walls	Original brick - patchy in areas, some missing and some poor pointing.
8 Station Parade		Private	Locally Listed	Walls	Painted stone architectural dressing, survive in acceptable condition; cornice, coping and parapet crest appear damp.
8 Station Parade		Private	Locally Listed	Windows	UPVC - appear relatively new. No weathering. Upper semi-circular section of window is a timber framework and glass. In serviceable condition.
8 Station Parade		Private	Locally Listed	Shopfront	Original fascia and dentillated cornice removed. Appear to survive
8 Station Parade		Private	Locally Listed	Shopfront	Original LHS pilasters and lower section of corbel bracket missing. RHS pilaster in no. 6. Poor appearance
8 Station Parade		Private	Locally Listed	Shopfront	Illuminated signage too low, but serviceable.
8 Station Parade		Private	Locally Listed	Shopfront	Illuminated signage, but serviceable.

APPENDIX C: ENHANCING HERITAGE IN THE ABBEY AND BARKING TOWN CENTRE: BUILDING CONDITION SURVEY

Item No.	Address	Ownership	Listed	Element	Condition
8 Station Parade		Private	Locally Listed	Shopfront	Illuminated projecting sign
8 Station Parade		Private	Locally Listed	Shopfront	PC metal shopfront and security shutter, serviceable.
10 Station Parade		Private	No	Chimney	Brick - good , pointing looks in good condition.
10 Station Parade		Private	No	Roof	Concrete tiles - recently re-roofed in good condition.
10 Station Parade		Private	No	Flashing	Lead flashings appear sound
10 Station Parade		Private	No	Fascia	Timber box fascia and barge boards/ decorative timber to gable - signs of rot and paint peeling slightly.
10 Station Parade		Private	No	RWGS	Cast iron - appears to be in good condition.
10 Station Parade		Private	No	Walls	Brickwork, generally in good condition, but poor in gable (mortar missing)
10 Station Parade		Private	No	Walls	Architectural dressings painted, but appear sound

Item No.	Address	Ownership	Listed	Element	Condition
10 Station Parade		Private	No	Walls	Temporary banner signage above fascia signage
10 Station Parade		Private	No	Walls	Redundant wiring, fixtures and fittings
10 Station Parade		Private	No	Windows	UPVC - appear relatively new, serviceable
10 Station Parade		Private	No	Door	Access door to upper floors in good condition
10 Station Parade		Private	No	Shopfront	Shopfront fascia missing, existing signage cuts across fascia.
10 Station Parade		Private	No	Shopfront	LHS and RHS pilasters have been overclad with painted metal sheets, stone corbel brackets have been painted.
10 Station Parade		Private	No	Shopfront	Fascia sign and illuminated letters are good condition
10 Station Parade		Private	No	Shop Front	Modern metal shopfront and security shutters - good condition.

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

EARLY HISTORY

The origins of the occupation of Barking and the surrounding area dates back to Prehistoric times with evidence of settlements from the Bronze Age, Iron Age and Roman periods. Roman tiles and a coin, for example, found in the ruins of Barking Abbey may indicate the presence of a former Roman building on the site.⁰¹

Barking is one of the earliest Saxon settlements in Essex. The town's growth, prosperity and structure depended on its position, on habitable ground near to the River Roding, a tributary of the River Thames. In fact, it was the presence of water and good arable land that led to the establishment of Barking Abbey in 666 AD, adjacent to the river. There is thought to have been a wharf near the Abbey since its foundation. The Abbey, which was dedicated to St Mary, dominated the development of Barking for many centuries. Its presence is still clearly evident within the conservation area through the above ground representation of its archaeological remains and through place names within its setting such as Abbey Road and Abbey Playing Field.

Barking Abbey

Little survives of the former Barking Abbey, which lies to the north of St Margaret's Church. It was established in c.666 by St Erkenwald, Bishop of London. First functioning as a double house of monks and nuns, it was sacked by the Danes in 870 and re-founded as a nunnery in the 10th century and eventually rebuilt in the 12th century. The Abbey was the most important nunnery in England; five of its pre-Conquest abbesses were canonised.⁰² Throughout its life, the Abbey attracted recruits from prestigious families until its dissolution in 1539. The buildings were pulled down in 1541 and the stone was reused for other buildings such as the King's Palace at Dartford. The site was excavated in 1910 by A. W. Clapham and C. J. Dawson, who deduced the plan of the Abbey Church and memorialised it in stone above ground.



The layout of Barking Abbey is represented in stone above ground.

Barking rose to great prominence during the Norman period. In 1066, William the Conqueror established his headquarters at Barking Abbey, while the Tower of London was being built. The Manor of Barking was the largest and most valuable of the Abbey's property holdings.

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

MEDIEVAL PERIOD

Barking has a long history of commerce and retail. The earliest reference to a market in Barking dates to between 1175 and 1179 during the reign of Henry II.⁰³ It was probably held in lands around the Abbey as this was the centre of Barking at the time. The first mention of a shop dates to 1254.⁰⁴ The church of St Margaret was also built nearby, with the oldest part (the chancel) built in the 13th century, although most of the fabric dates to the 15th century. Of the Abbey, nothing above ground remains today except the Curfew Tower or Fire Bell Gate, a late 15th or early 16th century two storey gateway into the former precinct.

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The Curfew Tower

The tower dates to around c.1460 and is thought to be the principle (east) of two gateways into the Abbey precinct. It is two-storey coursed rubble building with stone dressings. It is the only remnant of the Abbey precincts still standing and today forms the entrance to the churchyard of St Margaret's parish church. The upper storey formed the Chapel of the Holy Rood; it houses the late 12th century stone Barking Rood, which is a representation of the crucifixion in stone. It is a rare example, as they are usually of wood, and it was an object of pilgrimage from the late medieval times.



The Curfew Tower is the only surviving building of Barking Abbey.

St Margaret's Church

St Margaret's Church lies within the former Abbey precinct, south-east of the site of the Abbey Church. The earliest part of the building, the chancel, dates to the 13th century, although the chronology is complicated by the presence of 12th century fabric in the outer north aisle and chapel, most likely taken from the Abbey after the dissolution. The rest of the Church is ragstone and flint, except the 15th century ashlar stone tower. The windows are late 19th and early 20th century restorations (mostly inauthentic) by C. J. Dawson.⁰⁵ The church is entered through the Church Centre on the south side, which was built by K. C. White & Partners in 1991.



⁰⁵ Pevsner, p. 120.

⁰³ Tames Barking Past page 28

⁰⁴ 'The borough of Barking', in *A History of the County of Essex: Volume 5*, ed. W R Powell (London, 1966), pp. 235-248. *British History Online* <http://www.british-history.ac.uk/vch/essex/vol5/pp235-248> [accessed 15 November 2019].

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

16TH TO 18TH CENTURIES

Henry VIII's Reformation brought the demise of the Abbey as part of the Dissolution of the Monasteries. The Abbey buildings were dismantled in 1541 with stone shipped down the River Thames for the construction of the King's new palace at Dartford. The roof lead went upstream to repair the roof of Greenwich Palace. Masonry can also be found in the walls of St Margaret's Church. The Curfew Tower is the only above-ground structure of the Abbey to survive.

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A market hall was built between 1567 and 1568, adjacent to the Curfew Tower and to the south-east of the Abbey precinct. The building had multiple functions in addition to its ground floor corn market and the open arcade for the weekly market. It had a Justice Chamber on the first floor and a schoolhouse in the garret. The town water pump and stocks were in the open space outside.⁰⁶

After dissolution of the Abbey, the Manor of Barking was sold by the Crown to Sir Thomas Fanshawe. The marketplace passed to the Crown and in 1616 passed in trust to the Parish of Barking. In 1653, the market town contained about 170 houses. The market on Saturday began to decline during the 18th century.

⁰⁶ Clifford, T. and Hope Lockwood, H. (2003) *More of Mr Frogley's Barking* a second selection London: London Borough of Barking and Dagenham pages 118 and 119

Chapman and Andre's Map of Essex, dating to 1777, shows Barking lying to the east of the River Roding, centred around the church and marketplace with linear development extending along North Street and to an extent, East Street. Barking was situated within a rural landscape with fields to the north and uncultivated, marshy land to the south-west and south-east (East Ham Level and Barking Level respectively). Contemporary landmarks include Barking Mill and a Charter School, neither of which survive.

The following images show Barking at the turn of the nineteenth century; they both focus on the town centre at that time, which held some grand public and religious buildings: the Market Hall, Curfew Tower and surrounding buildings.

Of these buildings, today only the Curfew Tower survives.



Chapman and Andre's Map of Essex, 1777, showing the town in the later 18th century.

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING



James Storer, *View of Barking, 1804*
(London Metropolitan Archives, City of London
(Collage: The London Picture Archive: ref. 30955))

The Fishing Industry

The dominant industry in Barking from the 14th century to the second half of the 19th century was fishing, which catered to the London market as well as local needs. In 1805 there were 23 smack owners in Barking, in 1833, 120 and in 1850 it reached its maximum of around 220.⁰⁷ Ancillary industries and services located near the Town Quay provided much of the employment for the local area in the 17th and 18th centuries. The growth of the fishing industry led to an increase in the population and new inhabitants crowded into tenements built in and behind the old streets.

The Hewett family were central to this burgeoning industry, first with Scrymgeour Hewett who came to Barking in c.1760, married the daughter of a smack (ship) owner and entered the fishing industry with his new father-in-law.⁰⁸

The Hewett family lived at Fawley House, which remains in East Street today, as the oldest secular building in Barking.⁰⁹

A metal sign with a smack and a fish attached to the front elevation of Fawcett House references the history of this house and Barking's fishing industry. Scrymgeour's second son, Samuel, took over the business in 1815 and was the first to organise the fleeting system, facilitating large numbers of smacks working together, transferring their catch daily to fast cutters, which took it to market. Soon he had the monopoly on fishing with his Short Blue Fleet, which included most of the vessels sailing from Barking and was, in its heyday, the largest fleet of vessels of any sort in the world in terms of numbers.¹⁰ Samuel also introduced the use of artificial ice for preserving fish, which was cultivated from marshes and fields around Barking, flooded by opening sluice gates and then stored in ice houses.



A sign at Fawley House referencing Barking's former fishing industry.

⁰⁷ 'The borough of Barking', in *A History of the County of Essex: Volume 5*, ed. W R Powell (London, 1966), pp. 235-248. *British History Online* <http://www.british-history.ac.uk/vch/essex/vol5/pp235-248> [accessed 2 December 2019].

⁰⁸ 'The borough of Barking', in *A History of the County of Essex: Volume 5*, ed. W R Powell (London, 1966), pp. 235-248. *British History Online* <http://www.british-history.ac.uk/vch/essex/vol5/pp235-248> [accessed 2 December 2019].

⁰⁹ Abbey and Barking Town Conservation Area, 2009, p. 7.

¹⁰ <https://shortbluefleet.org.uk/>

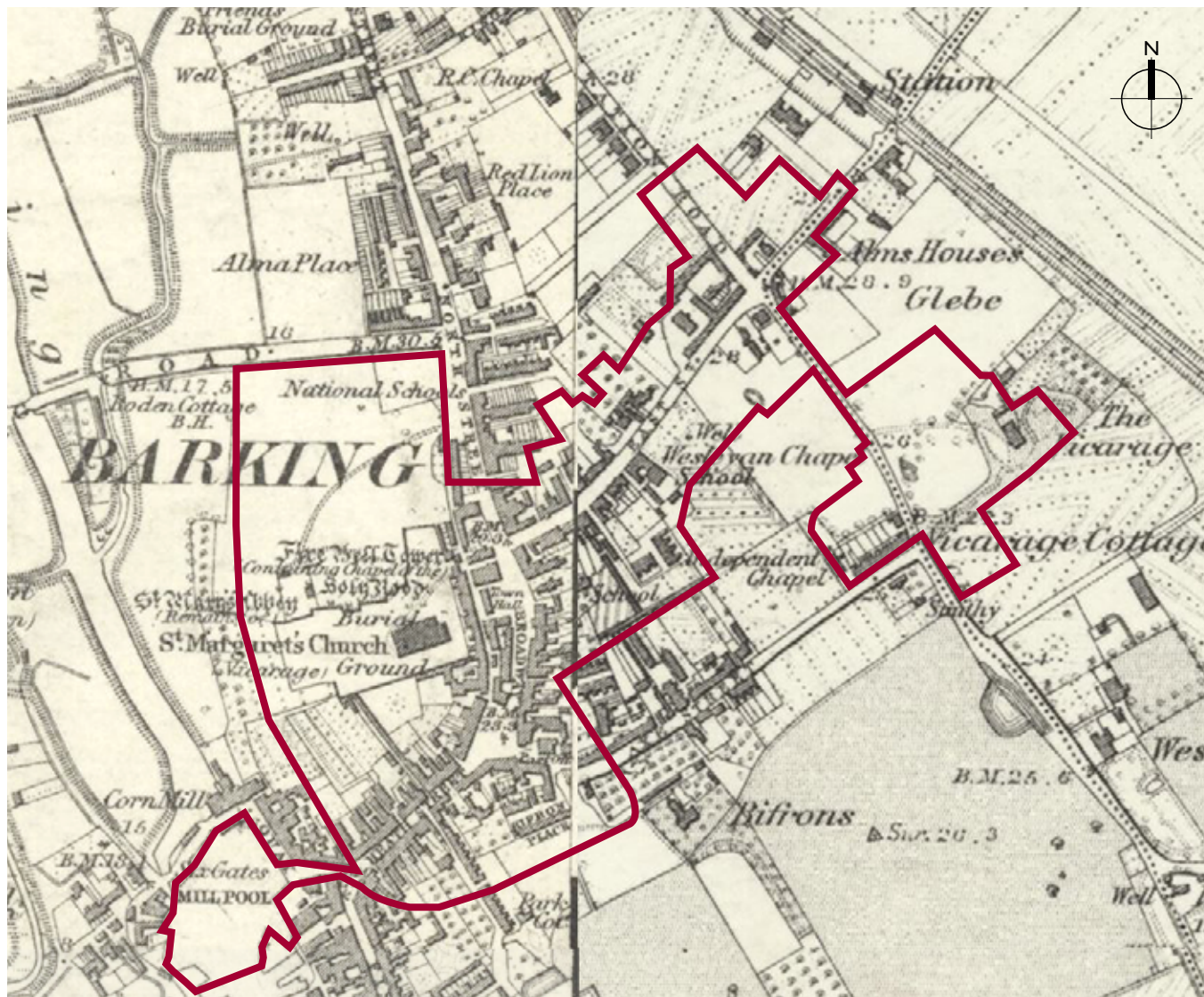
APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

DECLINE OF THE FISHING INDUSTRY AND THE ARRIVAL OF THE RAILWAYS

By the middle of the 19th century, Barking had grown to be a considerable market town with a thriving fishing industry. However, the fishing industry began to decline in the late 19th century as the arrival of railway infrastructure allowed rapid transport of fish from the east coastal ports, which were nearer to the North Sea fishing grounds. Railway services to Grimsby began in 1848 and from the 1850s there was a steady movement of fishermen to the coastal town.

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The Stratford to Tilbury railway line via Barking had opened in 1854. The earliest OS map shows the main settlement of Barking in the early 1860s located parallel to the east of the River Roding, along the main street, North Street. At this time the highest concentration of buildings lay at the south end of the present Conservation Area around St Margaret's Church, the Town Hall and towards the Town Quay and the mills along the River Roding. North Street, Broadway and Heath Street (roughly on the alignment of the present St Paul's Road) were lined with buildings, whilst East Street, roughly perpendicular, had more dispersed development especially towards the railway station, which had only recently been constructed. A rural landscape lay beyond the roughly linear settlement with market gardens to the north-east of the station and railway lines.



1862-1863 OS map of Barking, the Conservation Area boundary is outlined in red (National Library of Scotland).

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

The Great Eastern Railway was extended to Yarmouth in 1867 and most of the Barking fishing fleet was transferred to Yarmouth and Gorleston. The fishing industry in Barking collapsed, though other industries were beginning to develop including chemical industries and brewing. Furthermore, the arrival of the railways had allowed Barking to be commutable to London and was therefore soon followed by the development of Barking New Town to the east of the Station. This residential development, built for commuters, comprised terraced houses with bay windows, a small front enclosure and a back yard or garden. The station was rebuilt in 1889 and enlarged in 1908 when the line was electrified.

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The railway line and the station gradually pulled the focus of the town away from Town Quay, which steadily declined through the 20th century.

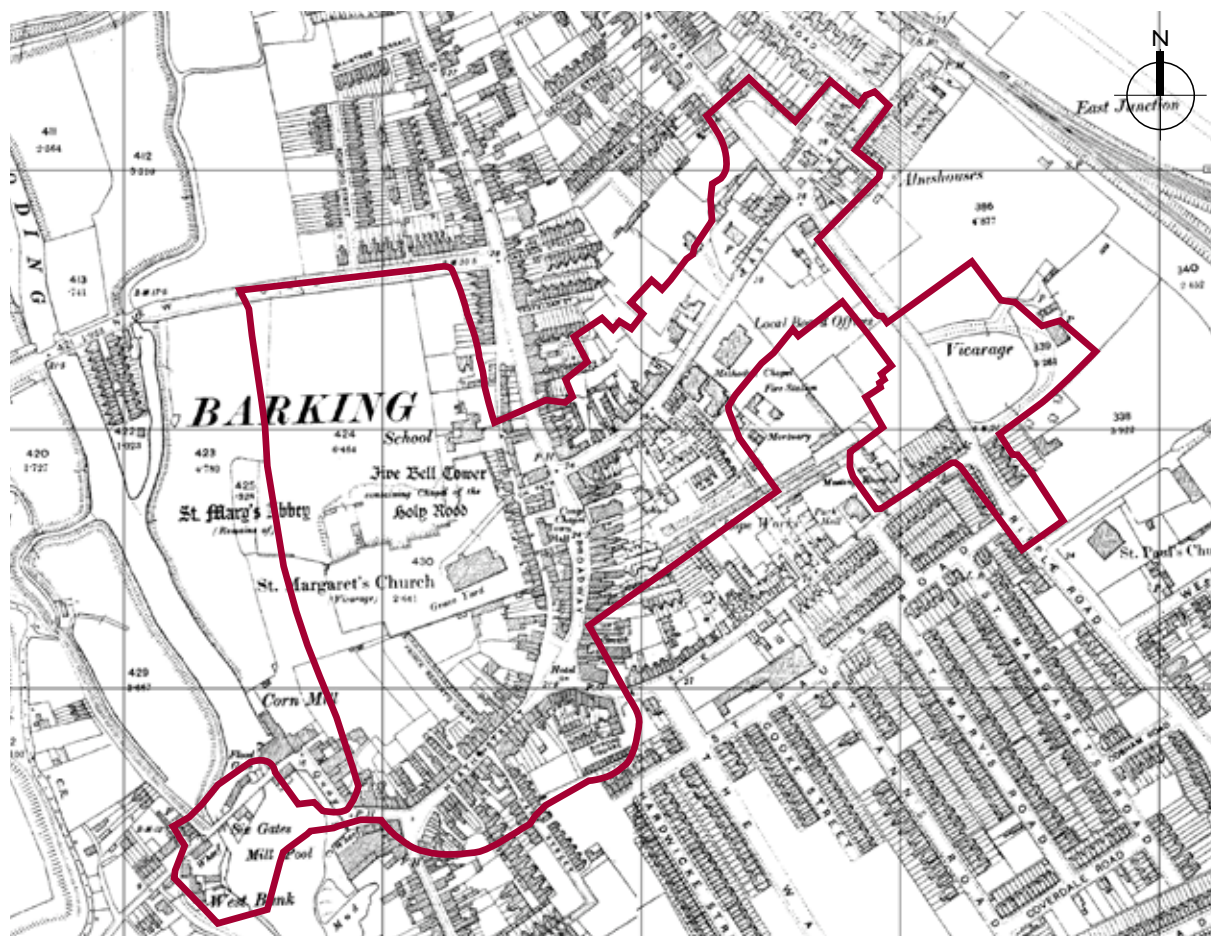


This view of 'East Street' looking north-east shows what is now Station Parade; the street is characterised by the terraced shops with canopies and the tramlines. The shops on the north-west side of Station Parade have since lost their historic shopfronts at ground floor and the condition of the windows has deteriorated substantially. (Barking & Dagenham Archives and Local Studies, Valence House: DS347)

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

LATE 19TH CENTURY CIVIC AND INSTITUTIONAL GROWTH

By the end of the 19th century, the development along North Street had increased, particularly along the west side. Whilst the development along East Street was still less concentrated, the area to the south-west of the station, formerly open fields, had been developed for residential terraces. Besides much of East Street the south-eastern corner of the present conservation area had not yet been developed, instead occupied by the Vicarage and its surrounding lands. The Barking Local Board was formed in 1882 and took over many of the functions of the Parish Vestry, including the management of Barking Town Wharf and public services. This was succeeded by the Barking Urban District Council under the Local Government Act of 1894.



1897 OS map of Barking, the conservation area boundary is outlined in red (National Library of Scotland) (Landmark Information Group)

Barking Magistrates' Court (Formerly Barking Town Hall)

This building, designed in 1897, was built to provide Public Offices for the Local Board and a Free Library. It was designed by C. J. Dawson, Surveyor to the Barking Local Board, in a Flemish Renaissance style, with a board room and committee rooms on the ground floor and a public library at one end. The building's materiality combines brick with warm terracotta and stone dressings. It served as the town hall of the District Council until 1931 after which it became the town hall to the borough of Barking until 1958 when the current town hall opened. Following closure the building was used, until the early twenty-first century, by the magistrates' court committee who were seeking additional premises.



Barking Magistrates' Court in East Street was originally the Local Board Office and a Free Library.

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

The following photographs show Barking in the late 19th century.



This photograph from the church tower shows terraced shops and houses along East Street and streets adjacent. East Street has since been significantly altered although the terraced buildings with ground floor shops and canopies and gable ends are still there. (Barking & Dagenham Archives and Local Studies, Valence House: DS095)



This Victorian shopfront (John H. King) on the corner between East Street and the Broadway shows the building in place before the 1930s 2a-4a East Street (former Burtons). (Barking & Dagenham Archives and Local Studies, Valence House: HHL2621)



This late 19th century photograph shows the Curfew Tower. Whilst today the tower sits in open landscaping, the photograph records the Tower with buildings on a street leading up to it, 'Church Path', now demolished. (Barking & Dagenham Archives and Local Studies, Valence House: DS097)

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

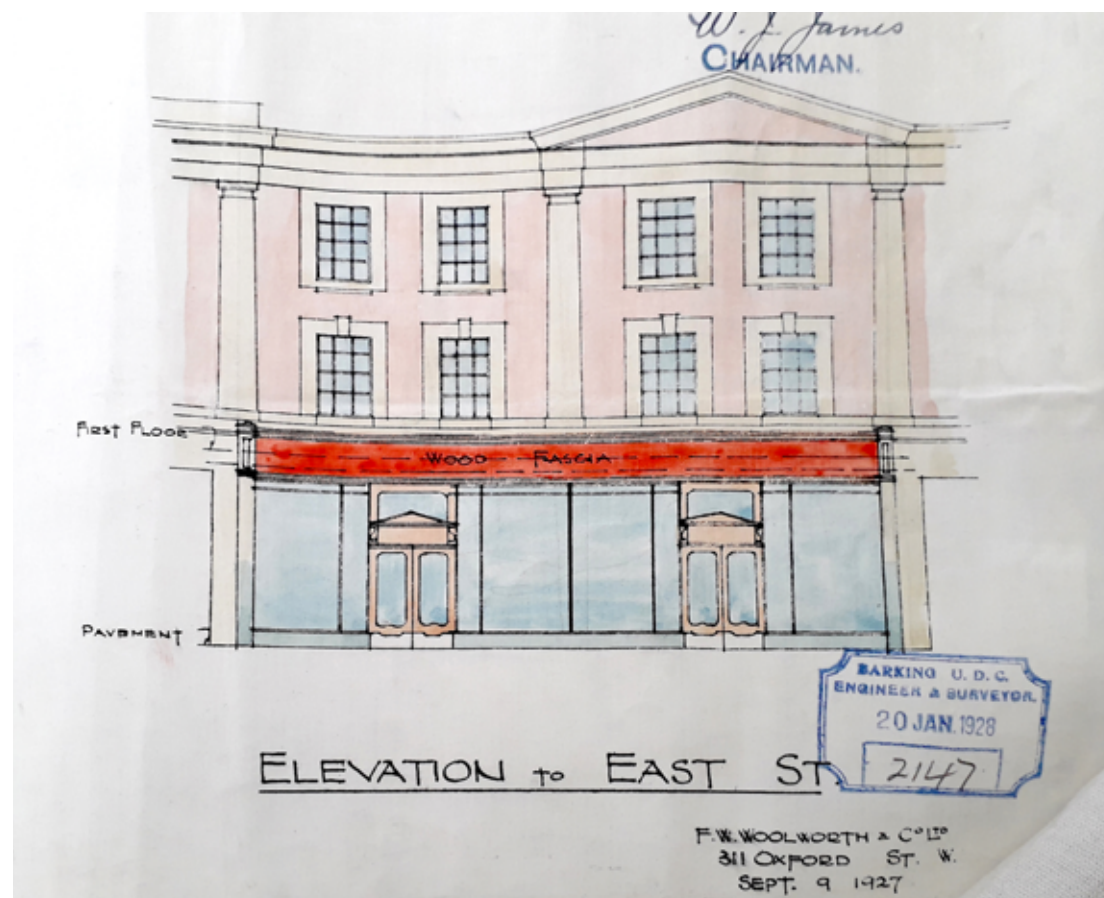
20TH CENTURY TO THE PRESENT

Industry continued to expand in Barking and by 1906 there were at least 20 factories concentrated around the river adjacent to the Town Quay. These made chemicals for a range of uses including soap-making, tar distilleries, artificial fertiliser and sulphuric acid manufacturers. In the town centre itself, shopping remained an important part of Barking town life; prominent stores included the Co Op and Woolworths. Early 20th century drawings of both are shown below along with more general images of the retail centre of Barking in the early decades of the 20th century.

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Front elevation of the Co Op Building on North Street, 28 Feb 1900. (Barking & Dagenham Archives and Local Studies, Valence House)



Elevation for Woolworth's on East Street, produced in 1927-28; the building shown is grand with three-storeys, classical pilasters and pediments at intervals. The pediments are not present today; either they were never realised or removed in the later 20th century. (Barking & Dagenham Archives and Local Studies, Valence House)

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING



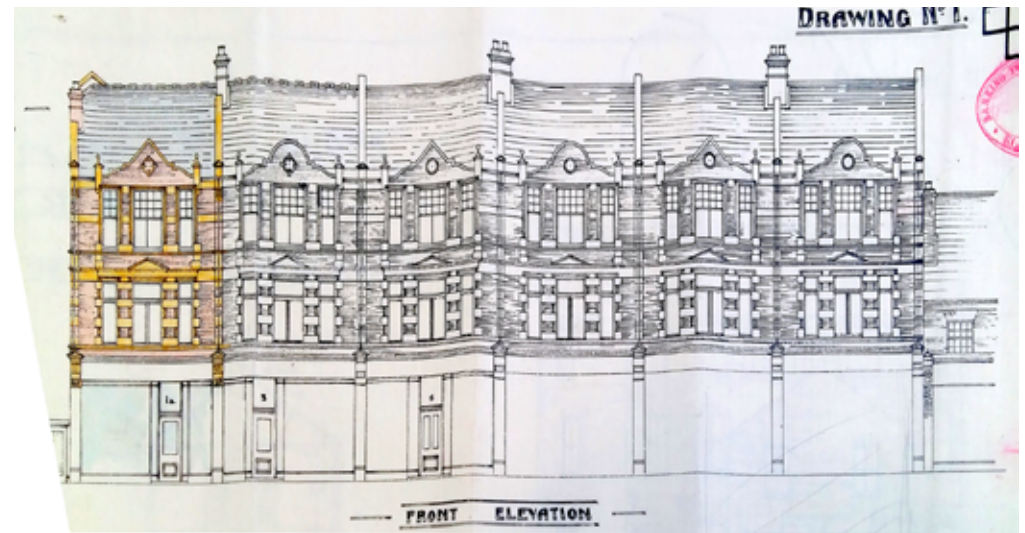
This photograph shows the intersection between East Street and Ripple Road in the early 20th century; it illustrates a lively junction with pedestrians, cars and buses. The Barclays Bank building on the left, now Nationwide, remains. The grand three-storey building with a mansard roof, clock tower and lantern on the corner of Ripple Road and East Street has since been demolished and replaced with a 20th century building which retains the curved nature of the former building. (Barking & Dagenham Archives and Local Studies, Valence House: DS012a)



The crest of the United Westminster Charities Schools remains today in the pediment above each first-floor window.



This photograph, dating to the early 20th century, of the junction of East Street, Ripple Street and Station Parade shows the shopping character of the area, with terraced shops lining the west side of East Street and shoppers along the street. (Barking & Dagenham Archives and Local Studies, Valence House: DS020a)



Front elevations, United Westminster Charities, 1-11 East Street, 1906. These buildings remain today. (Barking & Dagenham Archives and Local Studies, Valence House)

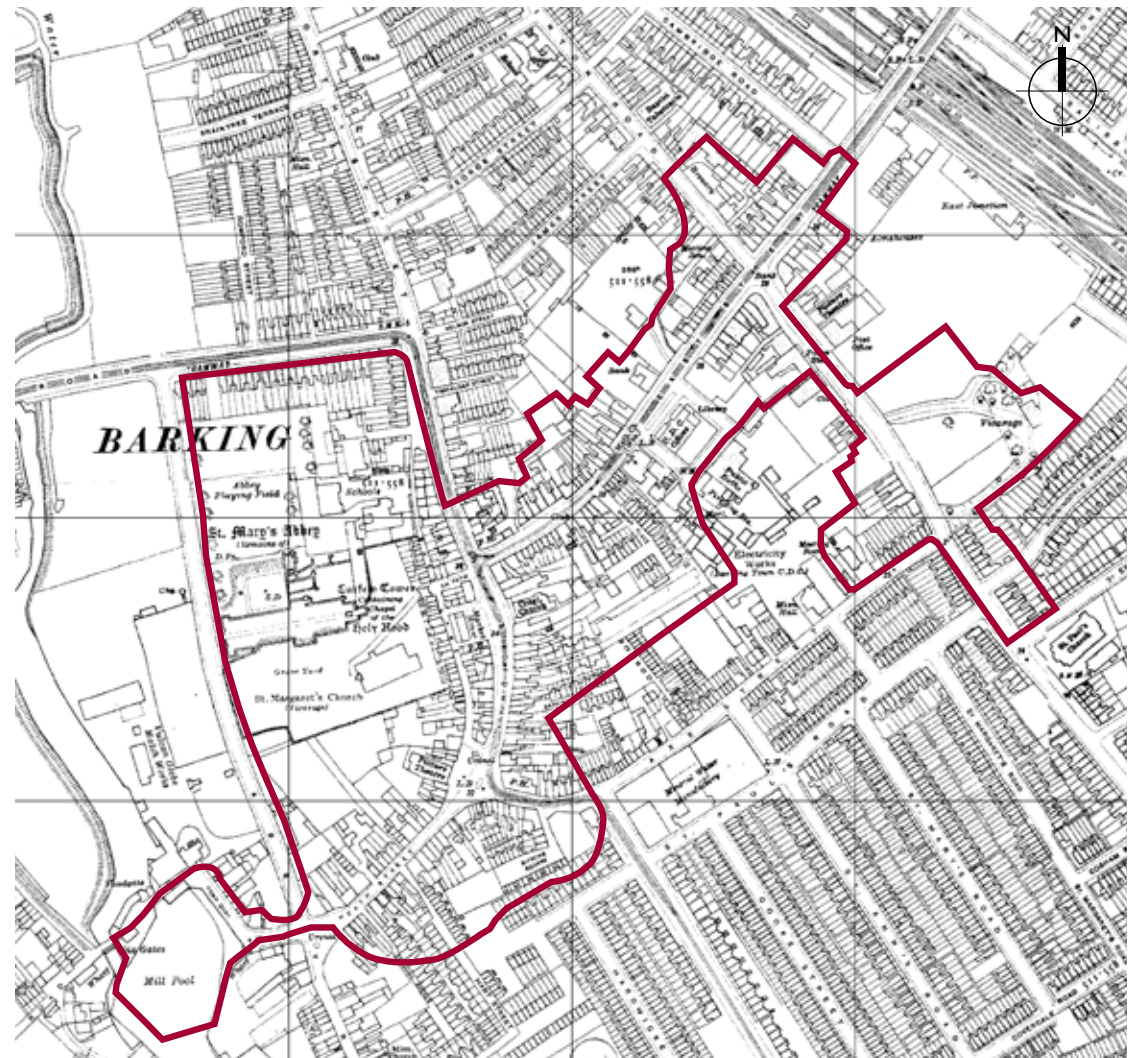
APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

By 1919/ 1920, Barking had expanded significantly as part of the suburban growth of London. Abbey Road had been built to the west of Saint Margaret's and the Abbey ruins, providing a bypass around Barking's centre. Trams were introduced to serve the busiest parts of Barking in the early 20th century with lines along North Street, The Broadway, London Road and East Street. The tramways were closed in the 1930s and were replaced with trolleybus routes. Since the late 19th century, many more buildings had been built along East Street and Axe Street, the parallel road to the south. Beyond the conservation area, Barking had expanded to the north in association with the station. The Vicarage and its landscape still occupied largely undeveloped lands to the south of the station.

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East Street looking north-east in the early 20th century showing the street busy with trams, motorcars and pedestrians. The brick and stucco houses with curved gables on the left remain today and the Magistrates' Court is visible in the right background; the brick buildings in the right foreground however have been replaced by modern buildings. (Barking & Dagenham Archives and Local Studies, Valence House: DS245b)



1919-1920 OS map of Barking, the conservation area boundary is outlined in red (Landmark Information Group)

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

The inter-war years (1920-1930s) saw the consolidation in the shift in focus of Barking from Town Quay to the north-east towards the station. This is indicated by the re-decline of the market, following its revival in the 19th century outside the Curfew Tower, and the demolition of the Market House in 1926 and the buildings to the north of it. Barking Mill and the buildings along the Town Quay were also taken down in the 1920s, which contributed to the loss of much of Barking Creek's (connecting the Roding to the Thames) maritime character. The town-centre shifted to the north-east towards the station and the junction of East Street and Ripple Road. Slum clearance, which had begun before the First World War, accelerated during the inter-war years, and council-built housing estates were constructed.

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This shows East Street looking south-west. The south side of East Street is completely unrecognisable owing to the negatively-contributing modern shops, which replaced the former, more diverse mix of buildings. The Locally Listed 2a-4a East Street (former Burtons) had not yet been built. The Curfew Tower and the church tower are visible in the background. (Barking & Dagenham Archives and Local Studies, Valence House: DS385b)



These photographs of the former Bull public house and hotel at the corner of East Street and North Street date to the early 20th century and show the Bull as rebuilt in 1925. There has been a Bull pub on this site from the late 16th century. The pub closed in 2014 and is under-development. (Barking & Dagenham Archives and Local Studies, Valence House: DS060b and DS060d)

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

A few 19th century buildings survive in East Street, including Fawley House, but generally all the houses, shops and public buildings date from the last 100 years. Between 1921 and 1932, the London County Council constructed 25,000 homes, the Becontree Estate, as part of the national housing scheme Homes Fit for Heroes after the First World War. It is a large, low density suburban estate with 9,000 of the homes in Barking. Whilst this is three miles north-east of the town centre and not within the conservation area, the sudden, substantial increase in population had an impact on Barking Town Centre with increased numbers of shoppers as the Barking part of the Becontree Estate was built with very few shops. This was reflected in the Second World War during rationing when Barking townspeople wanted estate residents banned from shopping in central Barking shops.

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The photograph adjacent, dating to 1935, shows the junction of East Street and the Broadway. The scene is more enclosed and much busier than today owing to the houses lining the west side of the Broadway (now demolished) and 'Church Lane', which linked East Street to the Curfew Tower (also now demolished). The scene is characterised by pedestrians, shoppers, cars and a tramline. The 1930s 2a-4a East Street (former Burtons) had most likely recently been built.

There was some bombing along East Street during the Second World War. There is a war memorial to men lost in both the First and Second World Wars in Barking Park (outside the conservation area).

The town underwent significant change in the period following the Second World War. The Town Hall and Assembly Hall (now the Broadway Theatre) were constructed in the mid to late 20th century. The slums and factories on the area now known as Abbey Green were demolished and new estates were built in the 1970s to provide better-quality homes in Hart's

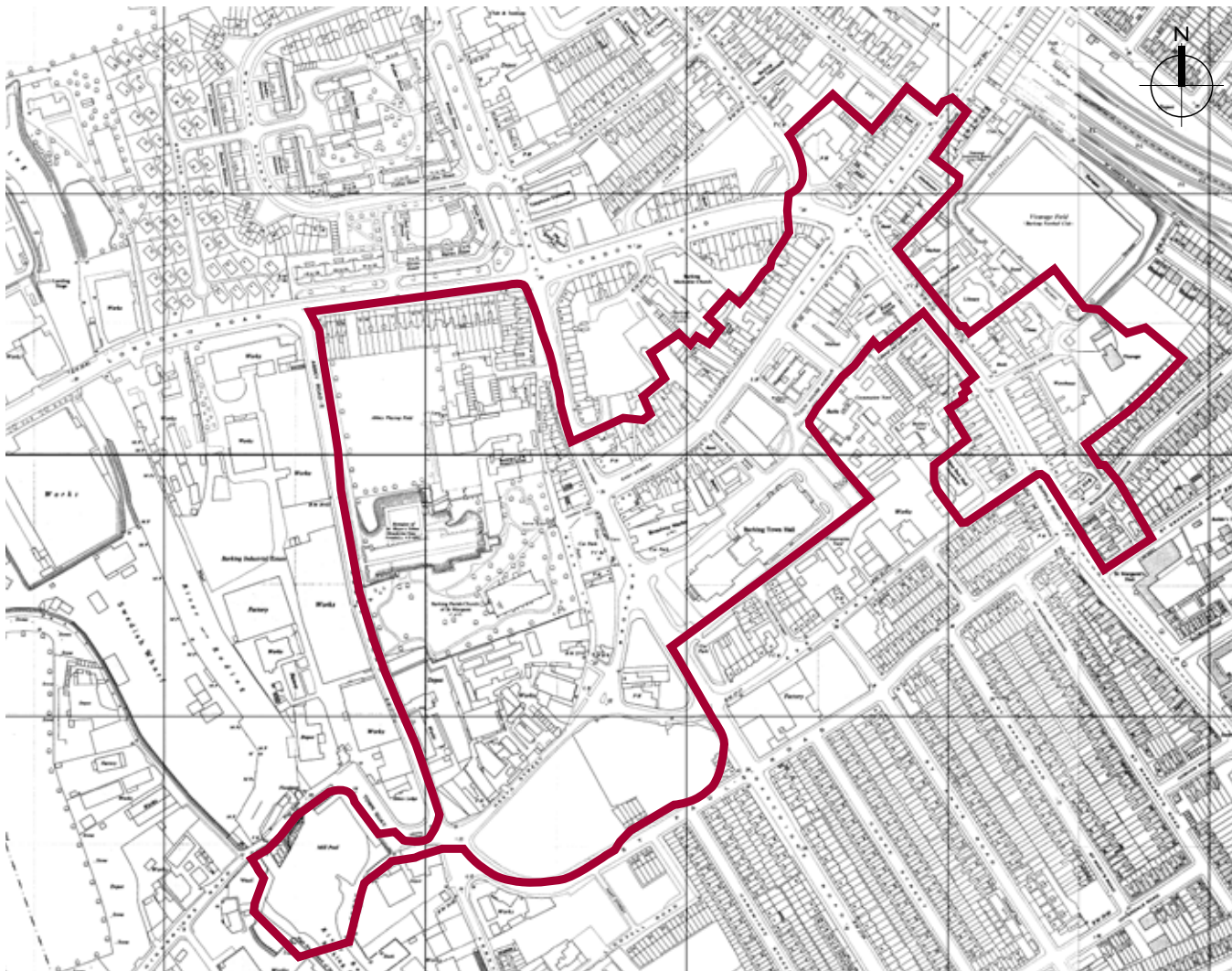
Lane, the Linton's and the Gasgoigne, all outside the conservation area. New roads were constructed such as the North Circular Road (the A406 running parallel to Abbey Road on the other side of the Roding), the northern relief road (the A124 to the north of the area), St Paul's Road (circling the south end of Abbey Green) to ease traffic congestion and improve traffic flow.



Burton Corner is c.1935. (Barking & Dagenham Archives and Local Studies, Valence House: DS053d)

Barking Town Hall

Barking Town Hall was designed in 1936 by Herbert Jackson and Reginald Edmonds in a traditional style characterised by a courtyard plan and red brick materiality with stone dressings. However, following the construction of the basement, the Second World War broke out, with work only resuming in 1954 and finishing in 1958. The Neo-Georgian style of the building, already unusually traditional for the 1930s, would have seemed even more so just under 20 years later. The assembly hall (now the Broadway Theatre) was completed in 1961 in the same materials but in a more contemporary style. The interior combines 1930s formal planning and understated 1950s detailing.



1961-1962 OS map of Barking, the conservation area boundary is outlined in red (National Library of Scotland).

Barking Station was reconstructed between 1958 and 1961 to designed by H. H. Powell; the concrete and glass building was Grade II listed in 1995.

The early 1960s OS map reflects the shift in focal point from the market and the mills around the Abbey and Town Quay towards the station. Since the earlier 20th century OS map, the lands around the Vicarage and open fields to the south of the railway lines had been replaced by rows of terraces showing the increasing residential expansion of the town. The development along London Road had also expanded and the new Town Hall is shown to the south of East Street.

APPENDIX D: HISTORIC DEVELOPMENT OF BARKING

During the latter part of the 20th century, the retail heart of the town centre was redeveloped. The southern side of the south-east end of East Street was rebuilt in the 1970s and the Abbey Retail Park was built opposite the Abbey grounds in the late 1980s. The 1990s showed further development just outside but within the close setting of the conservation area: the Vicarage Field shopping centre was built on the site of the old football ground and the former industrial land on the west bank of the Roding was developed for hotels and a Tesco superstore. East Street and Ripple Road were pedestrianised in the 1990s.

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The Abbey and Town Quay were designated as a conservation area in 1975 and extended to include the town centre in the 1990s.

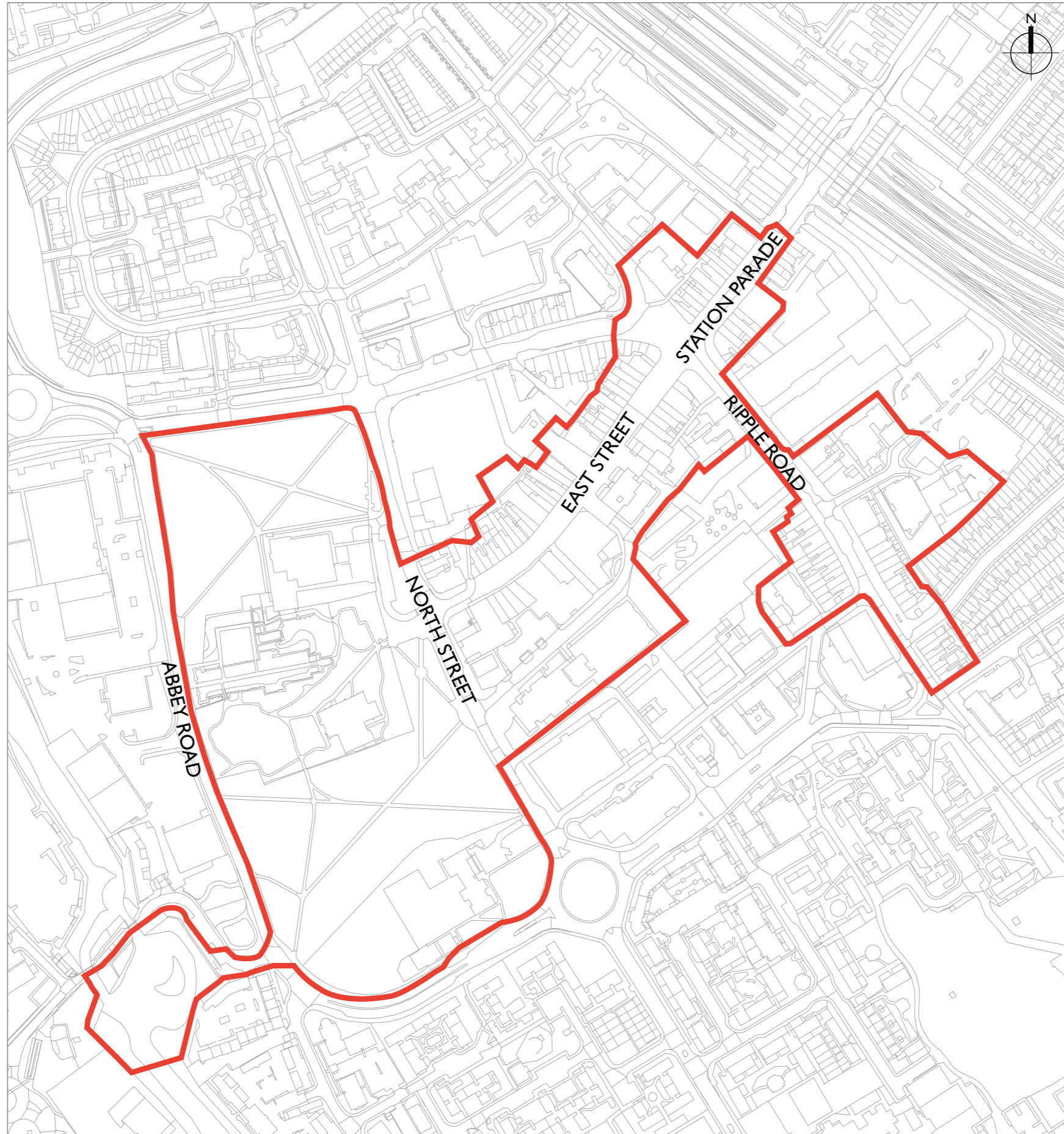
A revived Barking market opened in the 1990s for three days a week in East Street and Ripple Road. This has grown in size and popularity since the mid 1990s and has helped the economy of the town.



Barking Town Hall was designed in the 1930s but not completed in the 1950s.



Barking Station, constructed 1958 to 1961 and Grade II listed, is located just outside the conservation area

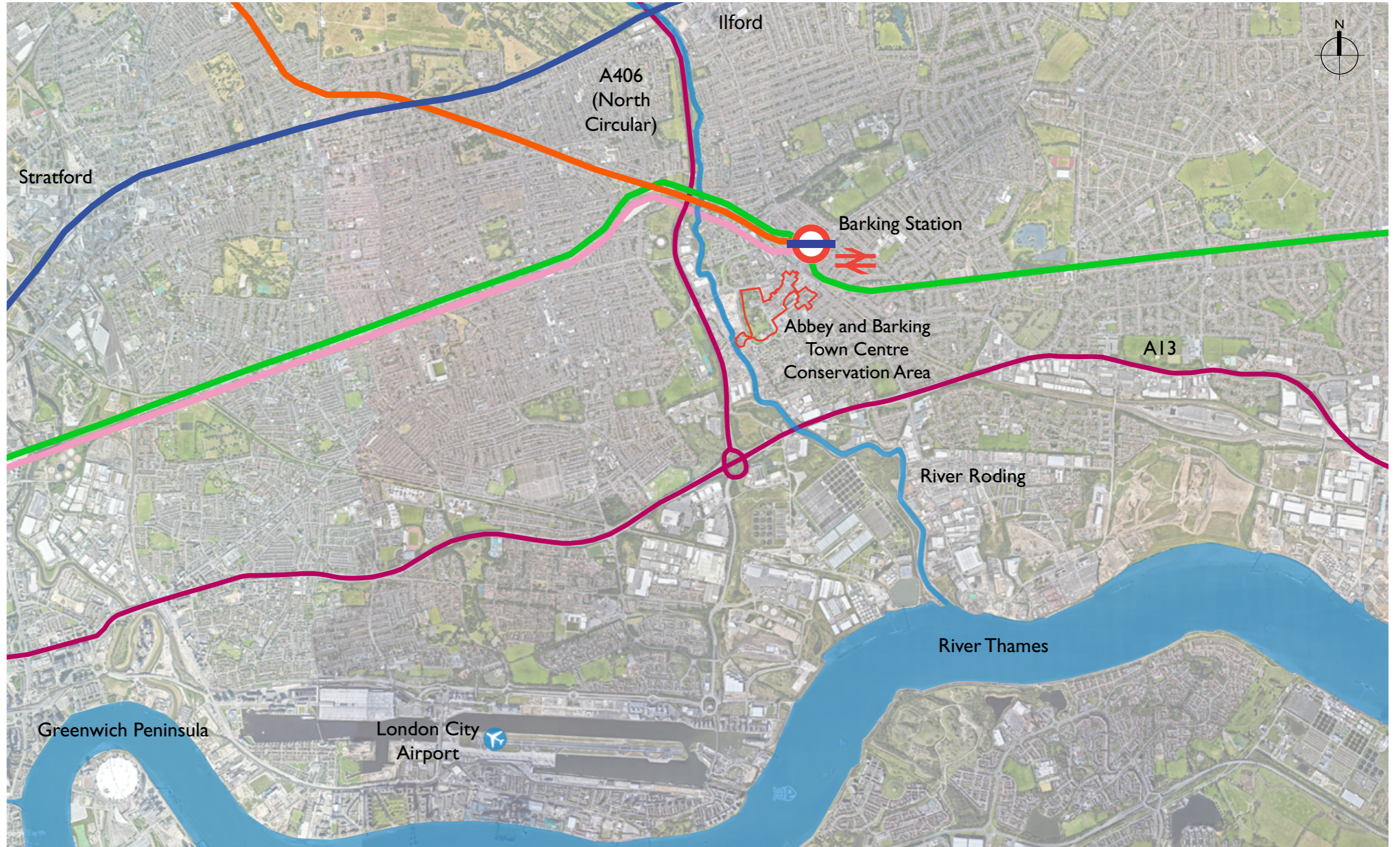


Plan 1: Current Abbey and Barking Town Centre Conservation Area boundary.

LOCATION OF ABBEY AND BARKING TOWN CENTRE CONSERVATION AREA

- Conservation Area Boundary
- District Line
- Hammersmith and City Line
- London Overground Line
- TFL Rail (Elizabeth Line)
- Major Roads

This plan is not to scale

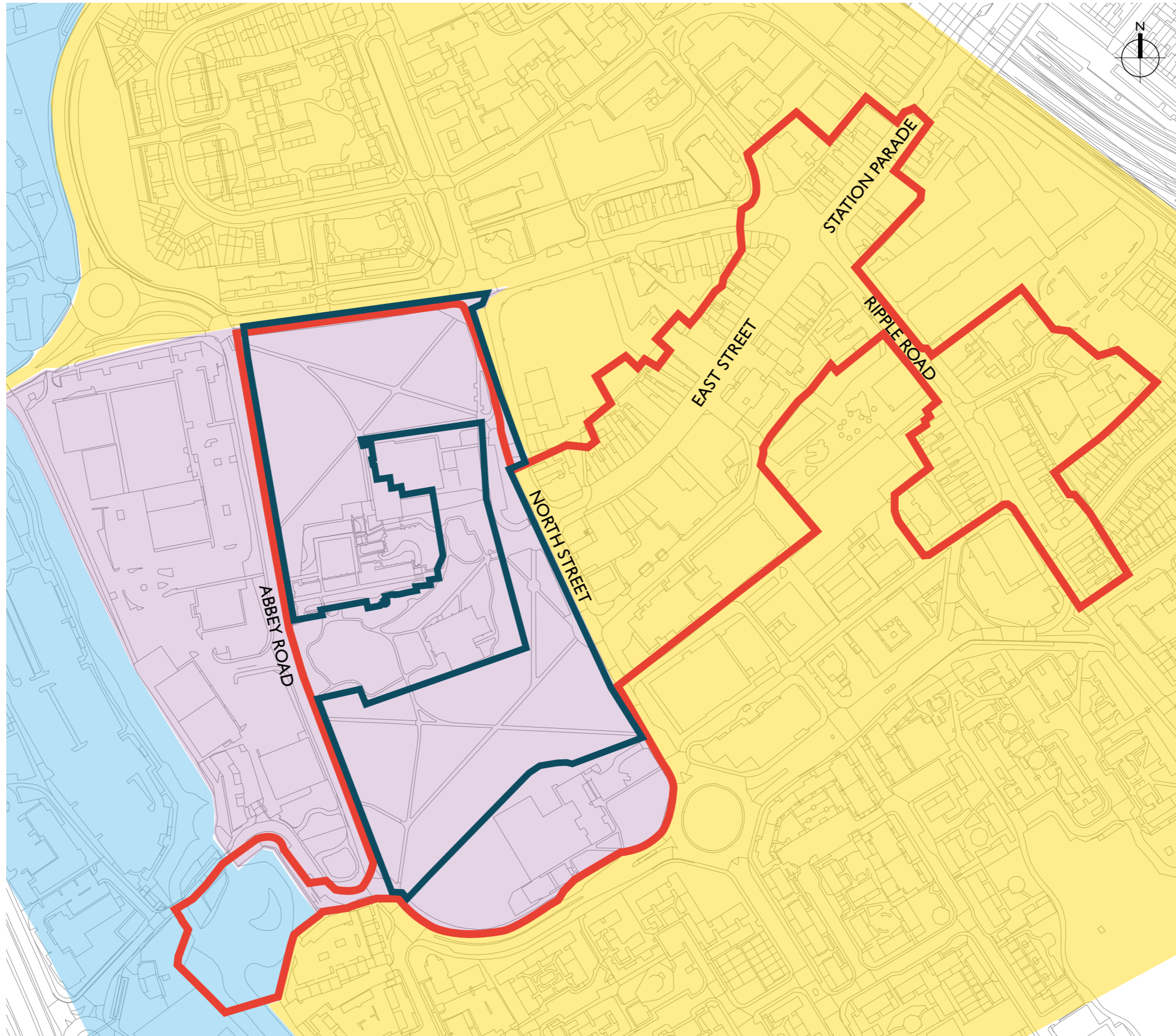


Plan 2: Location of Barking Abbey and Town Centre Conservation Area.

ARCHAEOLOGY

- Conservation Area Boundary
- Scheduled Monument
- Tier 1 APA Barking Abbey
- Tier 2 APA River Roding
- Tier 2 APA Barking Town

This plan is not to scale



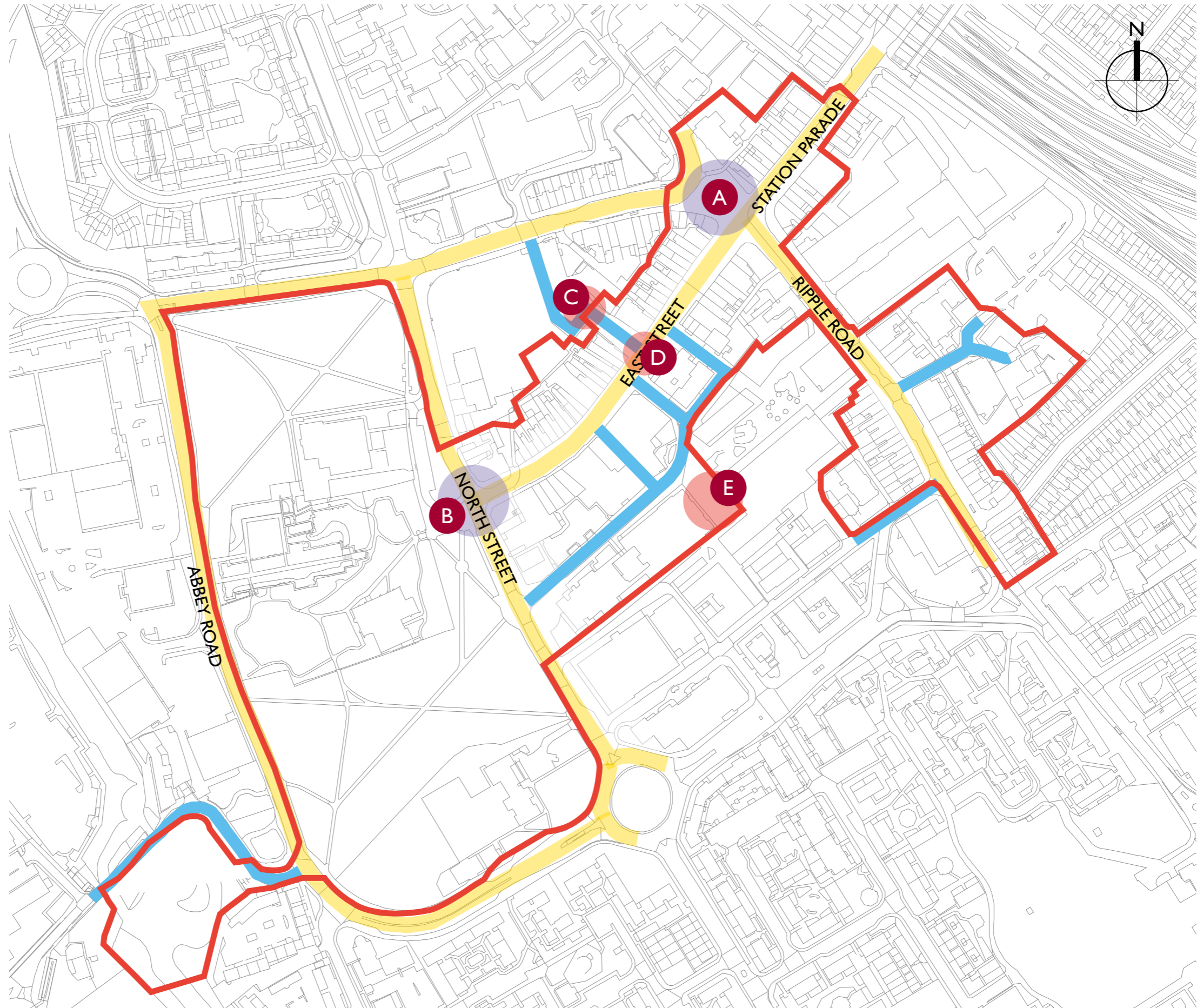
Plan 3: Barking Abbey Scheduled Monument and the Archaeological Priority Areas within the conservation area and its surroundings.

APPENDIX E: LARGER SCALE MAPS

- Conservation Area Boundary
- Primary Junctions
- Secondary Junctions
- Principal Streets and Routes
- Secondary Streets and Routes

- A** Station Parade, Ripple Road and East Street
- B** East Street and North Street
- C** Short Blue Place at the entrance Technical Skills Academy
- D** East Street and Short Blue Place (in front of Magistrates' Court)
- E** Public Square in front of Town Hall

This plan is not to scale



Plan 4: Hierarchy of streets and important junctions within the conservation area.

APPENDIX E: LARGER SCALE MAPS

BUILDING HEIGHTS

— Conservation Area Boundary

■ 1 Storey

■ 2 Storeys

■ 3 Storeys

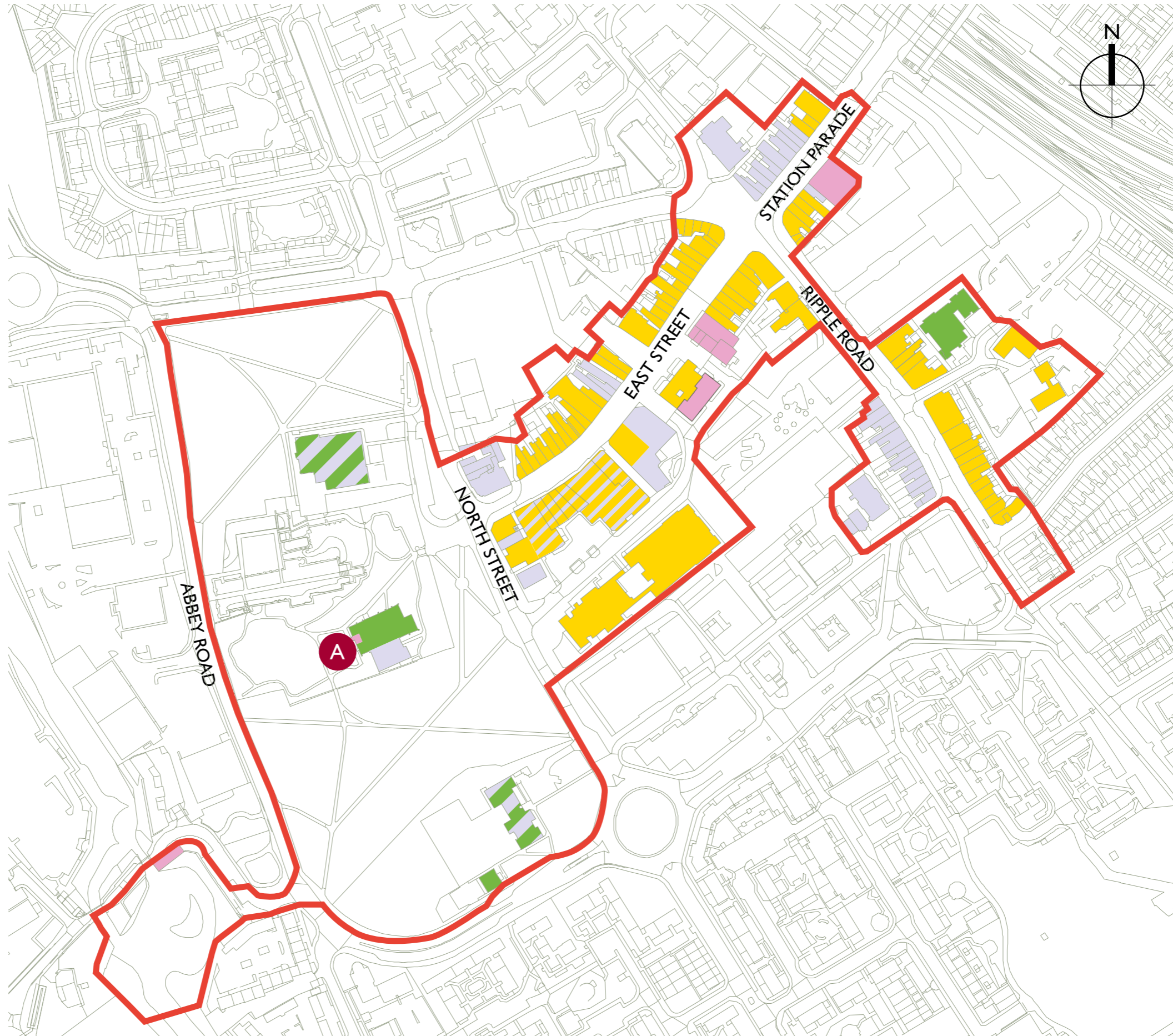
■ 4-5 Storeys

■ 6+ Storeys

A The tower of St Margaret's Church is the equivalent of a 4-5 Storey building

Hatched colours have been used where buildings possess a large area of additional storey but set back so not very visible from the street

This plan is not to scale



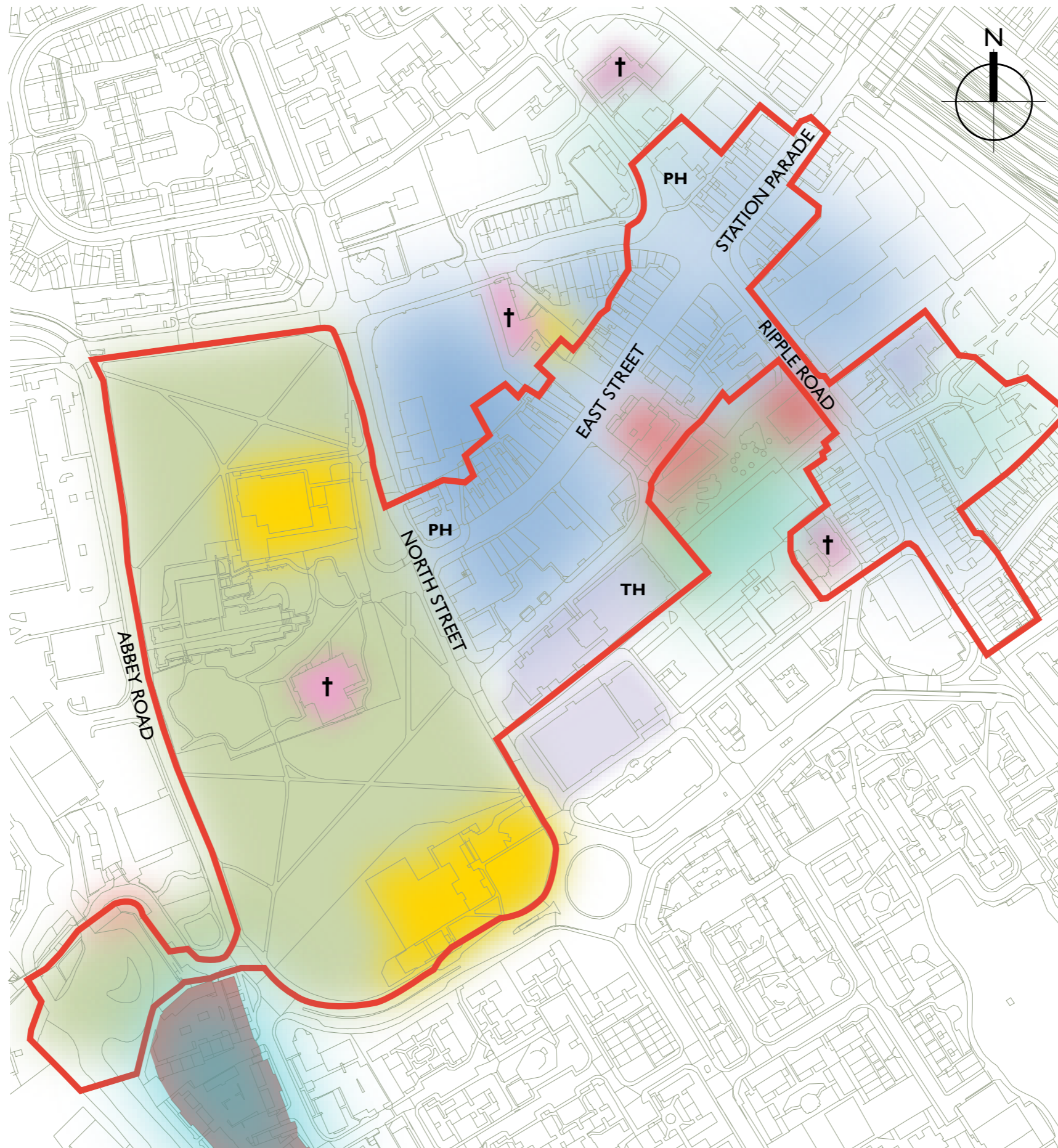
Plan 5: Approximate heights of buildings in the conservation area.

APPENDIX E: LARGER SCALE MAPS

BUILDING USES

- Conservation Area Boundary
- Retail (with Office and Residential over)
- Educational Use
- Residential Use
- Religious Use
- Public Open Space (Green)
- Office
- Civic and Leisure Uses
- † Church
- PH Public House
- TH Town Hall

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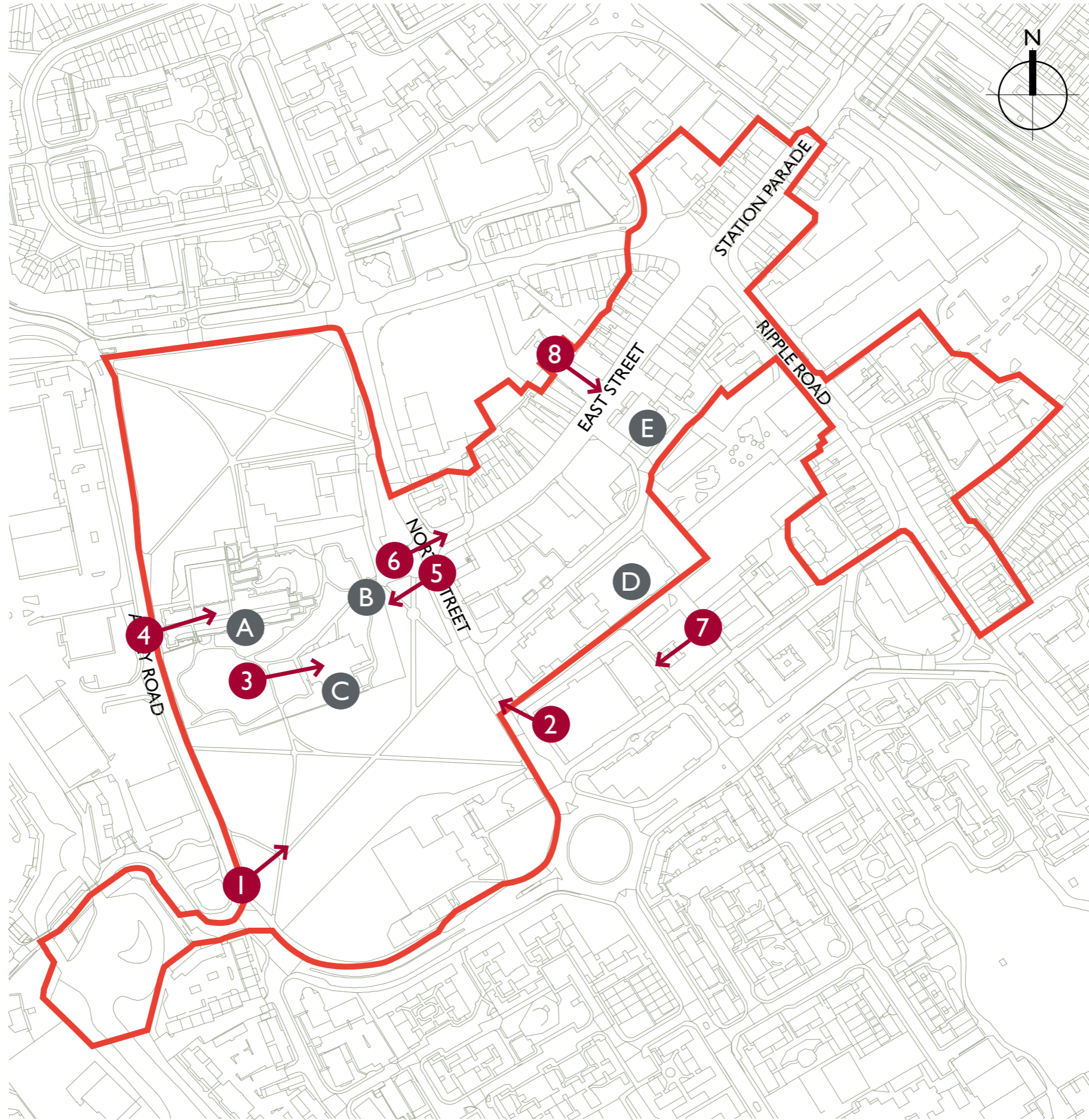
Plan 6: Plan showing the different uses present within the conservation area.

IMPORTANT VIEWS AND LANDMARK BUILDINGS

- Conservation Area Boundary
- View Point
- View Direction
- x Landmark Buildings

- A Remains of Barking Abbey
- B Curfew Tower
- C St Margaret's Church
- D Barking Town Hall
- E Former Magistrates' Court

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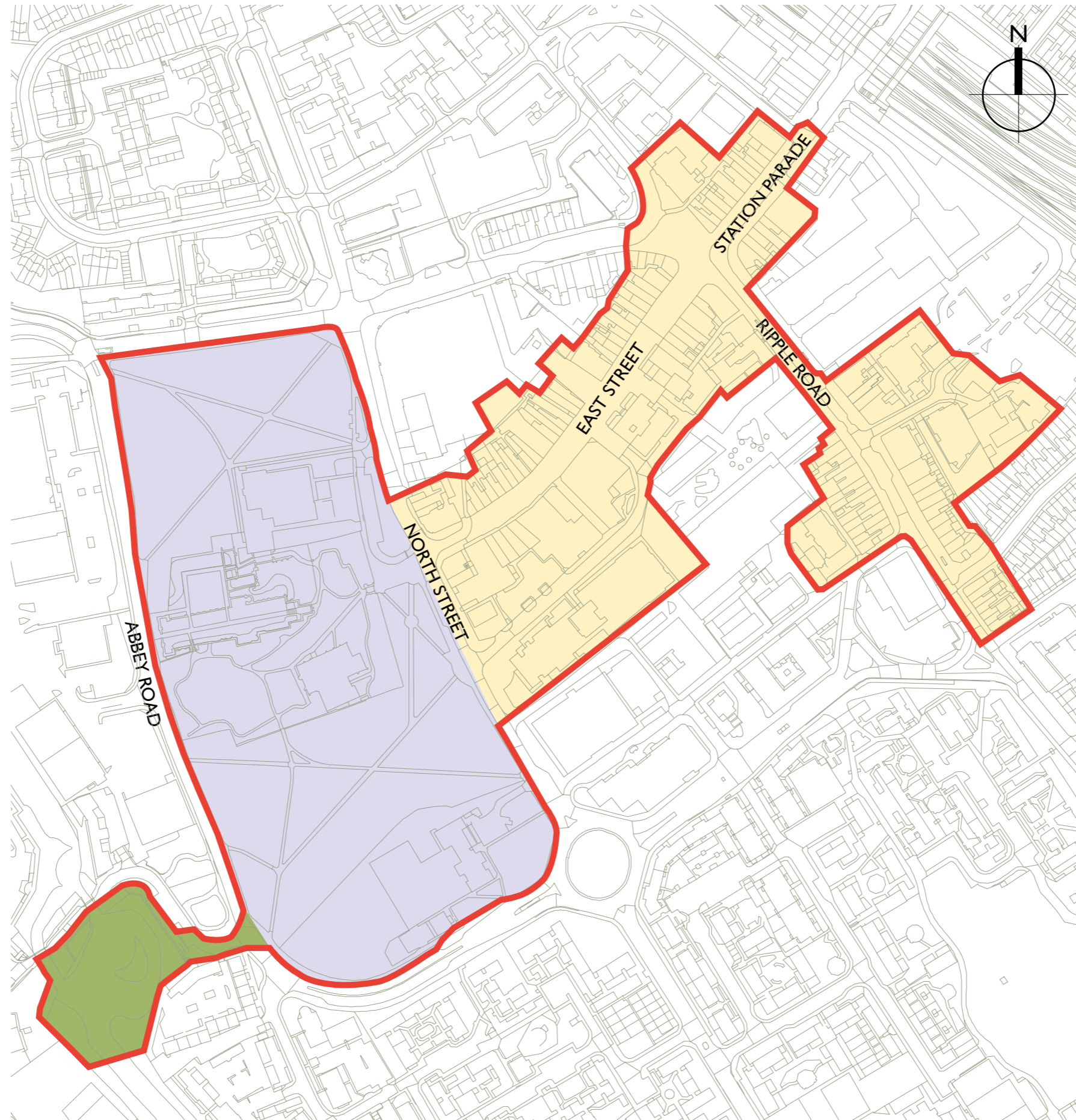


Plan 7: Important views and landmark buildings within the conservation area.

SUB-AREA BOUNDARIES

- Conservation Area Boundary
- Sub-Area A: Town Centre
- Sub-Area B: Abbey Green
- Sub-Area C: Town Quay

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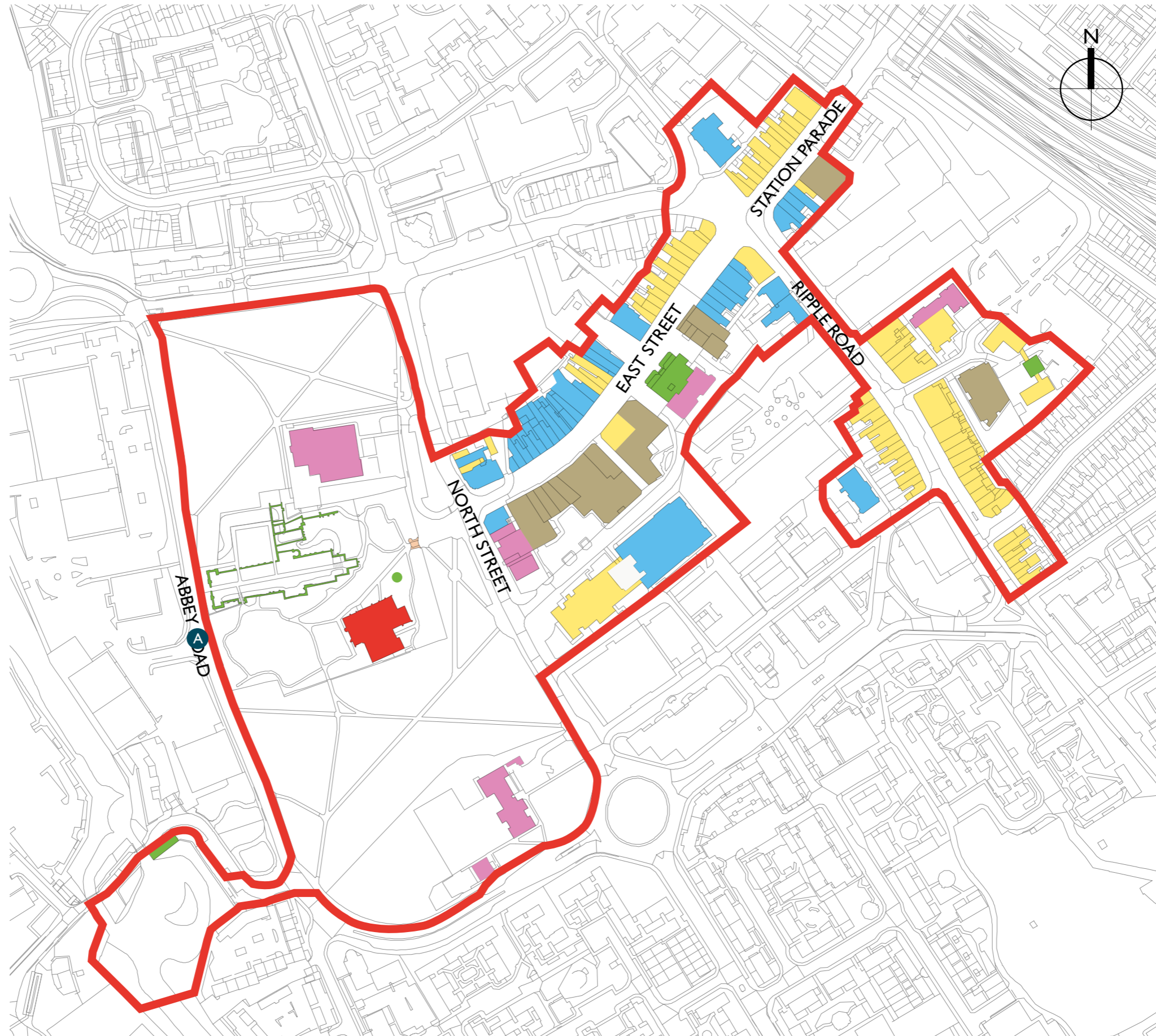
Plan 8: Plan showing the boundaries of the three sub-areas within the Abbey and Barking Town Centre Conservation Area.

AUDIT OF BUILDINGS

- Site Boundary
- Grade I
- Grade II*
- Grade II
- Locally Listed
- Positive Contributors
- Neutral Contributors
- Negative Contributors

A The surviving walls of Barking Abbey, those delineating its plan and the walls of the churchyard are Grade II listed in addition to their designation as a Scheduled Monument.

This plan is not to scale



Plan 9: Audit of Buildings in the Barking Abbey and Town Centre Conservation Area.

Working in partnership



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Working in partnership



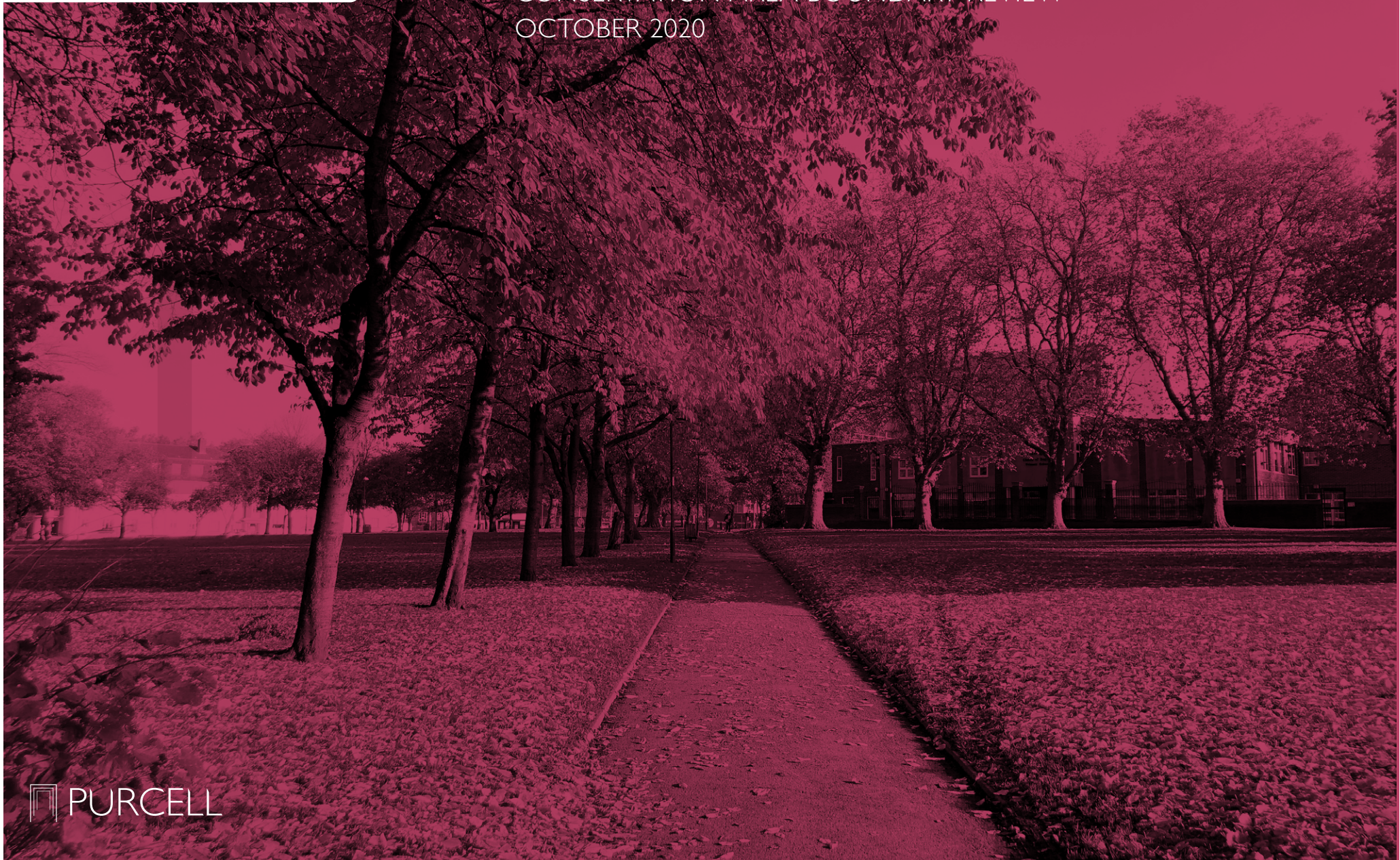
Barking & Dagenham



HERITAGE FUND

ABBEY AND BARKING TOWN CENTRE DESIGNATIONS REPORT: CONSERVATION AREA BOUNDARY REVIEW OCTOBER 2020

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 PURCELL



BARKING DESIGNATIONS REPORT

The Barking Abbey and Town Centre Conservation Area boundary has not been reviewed since 2009. Best practice prescribes that Conservation Area boundaries are periodically reviewed to ensure that the original reasons for designation are still relevant and evident. It is recognised that boundaries were sometimes historically drawn too widely, tightly or illogically, and it may therefore be appropriate to amend them. A review of the boundary, as well as any accompanying guidance and assessments, should generally take place every five years or in response to a notable change, including any changes in policy or legislation.

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Boundary Review has been undertaken concurrently with the review and updating of Barking Conservation Area Appraisal and Management Plan and should be read in conjunction with that report.

The proposed amendments to the boundary, as part of the 2020 review, are listed in this report alongside justification. The proposed amendments are also plotted on Plan 10 at the end of the report.



Nos. 107 to 119 Ripple Road

A: Include Nos. 107-119 Ripple Road in the conservation area

Justification: This terrace of houses with shops at ground floor bears the same appearance and character as those further north on Ripple Road and inclusion would reinforce the character of Ripple Road as an important retail street in the conservation area. It is acknowledged that improvements to the shopfronts and condition of built fabric are required to this terrace as with other properties in Ripple Road.

BARKING DESIGNATIONS REPORT

B: Exclude the Barking Baptist Tabernacle, No. 26 Linton Road and Crown House from the conservation area

Justification: Crown House makes a considerable negative contribution to the conservation area due to its tall height and unsympathetic appearance. Tall buildings are not considered appropriate within the conservation area and therefore its exclusion will reinforce the historic character of the conservation area. Proposals being brought forwards for changes / replacement of Crown House would still need to consider impacts on the setting of the conservation area, the boundary of which would lie adjacent. Exclusion of Crown House means that the Tabernacle and No. 26 will also need to be excluded, due to it being undesirable to have an isolated island as part of the conservation area designation. The removal is also justified within the context of the significant erosion of the conservation area at Linton Road. The Tabernacle is a Grade II listed building and has strong protections relating to both physical change and change within its setting, however, its listed status is not included as a reason for its removal. Due to its relatively isolated nature, No. 26, whilst positive, makes little contribution to the overall conservation area and therefore its exclusion is regrettable but considered to be acceptable in the circumstances.

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Crown House, Linton Road

BARKING DESIGNATIONS REPORT

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Public square in front of the Town Hall

C: Include the Town Hall Square in the conservation area

Justification: This newly refurbished area of public space provides a positive and appropriate setting to the locally listed Town Hall and also provides an important hard-landscaped amenity within the town centre area.

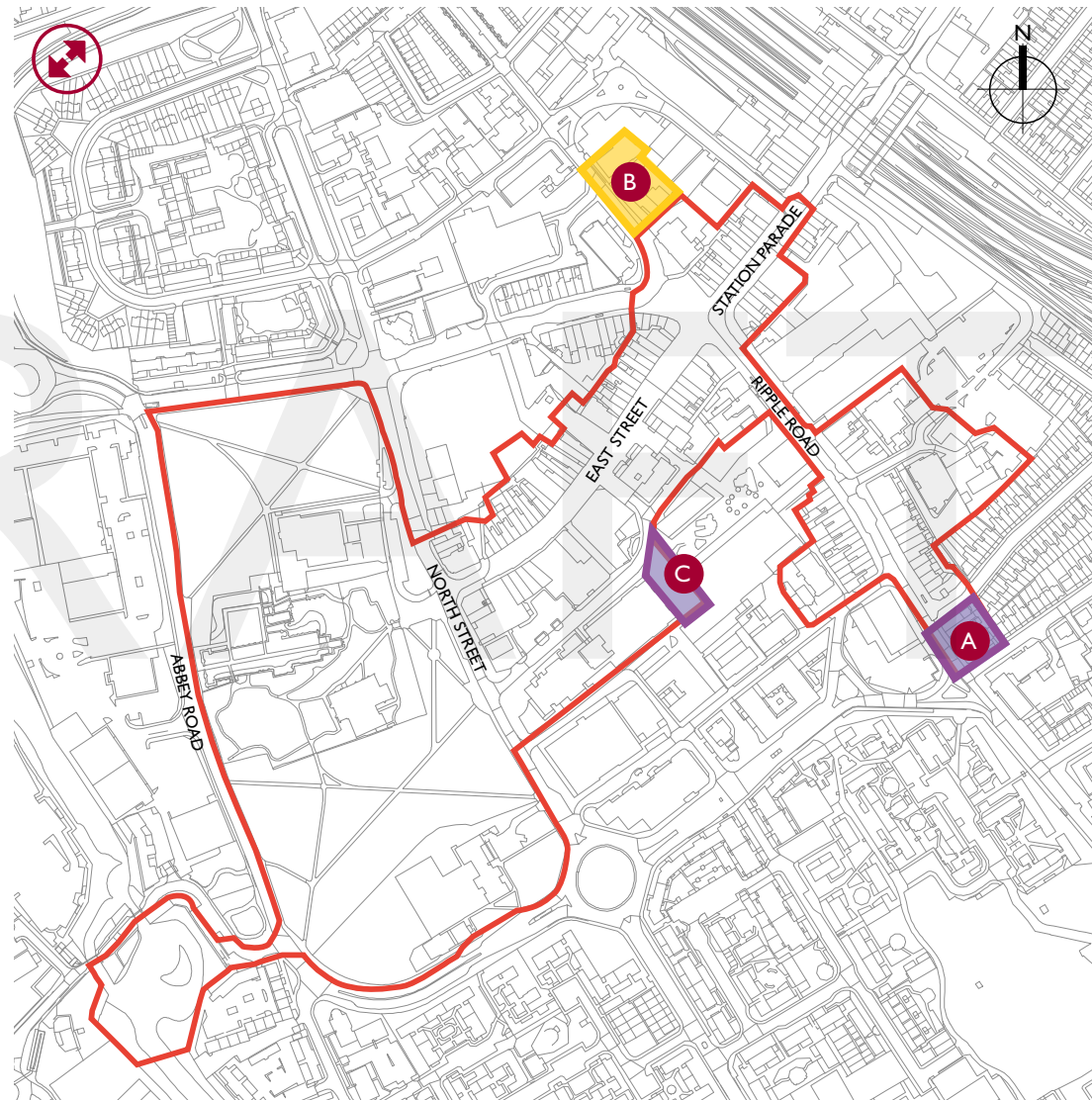
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BARKING DESIGNATIONS REPORT

The following table lists the addresses which are proposed for inclusion / exclusion in the Conservation Area.

AREA	ADDRESS	INCLUDE/ EXCLUDES
A	Nos. 107-119 Ripple Road (odd)	Include
B	Barking Baptist Tabernacle, Linton Road	Exclude
B	No. 26 Linton Road	Exclude
B	Crown House Linton Road	Exclude

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PROPOSED AMENDMENTS TO THE CONSERVATION BOUNDARY

- Conservation Area Boundary
- Area for Inclusion
- Area for Exclusion

This plan is not to scale

Plan 10: Proposed amendments to the conservation area boundary

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Appendix 2: The Abbey and Barking Town Centre Consultation responses

Nature of Response	Consultation Platform	Comment ID	Summarised Comment	LBBD/BeFirst Response
General	One Borough Voice	reindeer7	It would be good if the council promoted Barking historical importance as outlined in "More information about the conservation area consultation.pdf" to a greater extent. Perhaps public information boards would be a good idea in the meantime, before works on the Curfew Tower area are completed.	Noted – physical information boards as well as digital information forms part of the NLHF project
General	One Borough Voice	reindeer7	As and when works commence it would be good to set up signs/boards explaining the importance of the area and what the council is doing. https://www.barkinganddagenhampost.co.uk/news/heritage/curfew-tower-improvement-plans-approved-1-6793612	Yes there will be information boards in place during construction and permanent signage/a model of Barking Abbey.
Conservation area extensions and removals	Via email	Paul Scott, Barking and Dagenham Heritage Conservation Group	Agrees with CA extension to Ripple Road and Barking Town Square however think that Crown House should remain in the conservation area list as it is a good example of 1960's office block architecture. Trocoll House should also be added to the list and be fully refurbished rather than being turned into another tower block which most locals will not be able to afford to live within. More properties on the Station Parade should be made part of the town centre conservation area too as they are also of some great age and architectural worth as well as having a certain amount of local heritage and social value which adds to this borough in a variety of ways.	Crown House is largely vacant and not seen as meeting the needs of modern office occupiers or having viable potential for conversion to residential. In addition it is also the view of Be First/LBBD that it does not have much architectural merit. The appraisal confirms it detracts from the CA, therefore it is suggested that it should be removed. Trocoll House is well outside of the Conservation Area and is not deemed to be of merit to seek to extend the CA. The building numbers of the additional properties on Station Parade have not been specified,

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				however the conservation area and areas surrounding it were carefully scrutinised as part of the character analysis of the CAA and it was deemed that no other buildings were worthy of including in the CA other than the extensions suggested. Guidance from Historic England is that one must be careful not to include buildings which detract from the conservation area.
General	One Borough Voice	Already given	What buildings are you going to remove? I do hope that you are not going to build anything on Abbey Green, there was until sometime ago a pledge from Cllr Bertie Roycraft stating that no building would take place. This plaque has been missing for sometime and I have asked numerous times for it to be replaced.	The area around Crown House is proposed to be removed for the reasons set out in the CAA. There are no buildings proposed on Abbey Green. The CA and Scheduled Ancient Monument designation of the Abbey ensures that it is protected. A plaque to Bertie Roycraft still exists on Abbey Green.
General Section 7.4.2 Exclusion of Area B from CA	Via email	Richard Parish Historic Buildings & Areas Advisor, Historic England	Commented that the document was “exceptionally clear and comprehensive” and “consider the proposed appraisal and management guidelines will have a positive impact in respect of managing change and preserving and enhancing the areas special interest”. They also highlighted the benefits of Appendix C and the assessment of the condition of buildings within the conservation area, this “should prove to be a valuable tool in managing and targeting positive change with the conservation area”. However they did highlight the following issues:	Noted. CA will be amended to make reference to the ‘At Risk’ status of the Ancient Schedule Monument. Section 7.4.2 – add: 2 paragraph, P.67 “The height, bulk and mass of buildings... Proposed buildings should fit within their context in terms of height, width and depth within the plot compared to neighbouring plots. The rhythm of the building

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			<ul style="list-style-type: none"> • Barking Abbey (Scheduled Ancient Monument) is identified as “at risk” on the Heritage at Risk Register for London 2019. • A number of tall developments have not, in our view, demonstrated the high standard of design required to preserve and enhance the significance of the conservation area. With this in mind we welcome the guidance on new development set out in Section 7.4.2 and we would encourage the council to consider how further design and setting guidance can be developed which secure the standard of new development this ancient town deserve. • Area for exclusion of Area B from CA which includes the grade II listed Tabernacle Church we would acknowledge that the setting and extent of connection to the conservation area has been severely eroded. We should stress however that while removal is on balance justified its listed status and the nature of the surrounding site will require a high standard of design and redevelopment which should preserve or enhance the significance of the assets affected. The listed status of the building should not in itself be a justification for removal of the area from the conservation area, its special interest normally being a criteria to warrant consideration for inclusion (this is clear within the draft documentation but poorly worded in the pdf summary for the consultation). 	<p>heights as well as the recesses and projections on the elevations of buildings on the street should also be examined for future developments for example bay windows, fenestration and depth of window reveals to ensure that utilitarian rectangular infill blocks are avoided. Beauty and delight are words often used to describe the historic detailing of buildings within the street scene and these strengths need to be maintained, reflected upon, and not distracted from with poor design that is out of context with the surroundings.</p> <p>CA will reference emerging design and heritage policies (Chapter 4) from the Local Plan.</p>
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Statutory	Via email	Robert Blake, City Planning, TfL	<p>Placemaking & Healthy Streets We are pleased to see a clear vision for placemaking in the conservation area, as set out in section 7.4.8 of the draft appraisal and management plan. TfL is committed to promoting healthy streets, where investments in walking, cycling and public transport infrastructure provide a safer, easier, cleaner and more appealing environment for everyone to enjoy. We support the proposals to improve the public realm and street furniture and hope this will encourage users of the Abbey and Barking town centre to choose active travel options when travelling to/from and within the conservation area.</p> <p>Barking Station Barking Station is of interest to TfL as a London Underground, London Overground and National Rail station, and is located close to the north east boundary of the conservation area. Whilst the station is not included within the conservation area, we believe that the “familial design language” (mentioned in section 7.4.8) and the overall feel of the town centre should be extended to the station, so that it feels more connected to Station Parade, East Street, and the surrounding locality. This would enable the promotion of public transport use in the area which will help to reduce car reliance in the area; providing health and environmental benefits.</p> <p>Pedestrian movements To promote active travel by foot, we are supportive of a review to the path layouts in Abbey Green, as mentioned in section 6.4, in order to support active travel to and from surrounding developments. TfL would be particularly supportive of improvements to the direct pedestrian link between East Street and the proposed</p>	Welcome the supportive comments. In relation to bus routes we confirm there are no proposals which would impede the ability to continue operating bus services in the CA with the level of priority that the current arrangement provide.
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			<p>footbridge across the River Roding which will serve the proposed redevelopment of the Tesco supermarket site. Consideration should be given to allowing cyclist access on paths where this is not already permitted.</p> <p>Bus routes There are a number of bus routes which operate within the conservation area boundary. These include East London Transit routes, which run along Ripple Road, turning onto Station Parade. These bus services contribute to the area's overall connectivity by providing a further public transport choice. TfL would like to ensure that the status of the conservation area and any proposed improvement works will not impede the ability to continue operating these bus services with the level of priority that the current arrangement provide.</p>	
	Via email	Will Clutton, Graduate Planner - Transport, Infrastructure and Policy Planning, Be First	<p>Page 62 of the CAAMP outlines the requirement for this document to “align with the vision for the heritage of the whole Borough and the aims set out within [planning policy]”, being used alongside these policies as guidance for conservation management in the Abbey and Town Centre Area. It is necessary, therefore, to ensure that there is no conflict between current and emerging local plan policy and the proposals outlined in this document.</p> <p>I have examined this document, in the context of the relevant emerging policy, such as Strategic Policy SPP1 of Chapter 3 (Barking Town Centre and River Roding) and the design and heritage policies outlined in Chapter 4. The Conservation Area forms part of a Local Plan <i>transformation area</i>, one of a series of designated areas around the borough “where extensive and/or larger scale development will be focused”. Upon examination, a handful of smaller sites sit within the Conservation area,</p>	Noted – reference will be made to the emerging Local Plan.

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			<p>but whereas the CAAMP outlines a series of key considerations for new or replacement buildings (see page 66 and 67), it should not provide any impediment to bringing forward developments in this area. Examination of Draft Local Plan policies, notably Policy DMD3 (Development in Town Centres) and DMD4 (Heritage Assets and Archaeology Remains) do not appear to demonstrate any conflict with any CAAMP recommendations. Having examined the proposed boundary alterations for the conservation areas, these also appear to be acceptable.</p> <p>On balance, I do not consider there to be any conflict between the direction of local planning policy and the CAAMP and therefore offer no objections.</p>	
		<p>James Coulstock, Deputy Chief Planning Director, Be First</p>	<p>I have no issues here – and agree with the removal of PD rights but think they will likely need to go further including signage, minor works e.g painting and or cladding of buildings etc. This will need a careful run through of the GPDO to ensure nothing fall between the gaps of that which is excluded in a conservation area (by designation) and that which will additionally need to be precluded by the accompanying A4 designation.</p> <p>On boundary – I note the square in front of the town hall is not included. Is this purposeful of just an omission. Given it provides the key views of the TH there may be merit to its inclusion. Care also needs to be given with the drawing of the red line re highways too. It appears at the moment that the boundary is hard up against building lines but I think pavements and highways need to be in as this has impact on how they are surfaced, finished, delineated and the style of road markings.</p>	<p>Noted. The square in front of the Town Hall is included in the proposed new extensions to the CA. The thickness of the boundary line often covers pavements but these will be rechecked.</p>

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		<p>I. M. Chengappa, Parks Development Officer, Policy and Participation, LBBD</p>	<p>Views The draft plan identifies some important views. Is there any means or aspiration to protect these? Given the historic importance of the river, it would be good to emphasise views of this, particularly through Town Quay. It is unfortunate that other key views across Abbey Green have been lost in recent years.</p> <p>Abbey Green open space The design and layout of the open space is itself something that would be worth conserving, and this seems to fit section 1.3 of the draft CAA 'Purpose and scope of the Conservation Area Appraisal'. Some other justification for this is already provided in the draft Heritage Management Plan for the open space. Developments around Abbey Green should consider how the open space itself will be affected by their designs, for instance by the need for provision for through traffic, or by the effects of road traffic on the open space. Some aspects are currently at risk from surrounding developments whose impact on the site has not been considered thoroughly.</p> <p>Trees, vegetation, and nature conservation</p> <ul style="list-style-type: none"> • Apart from mention of planning consent requirements, pretty much all mention of trees in this document refers to Abbey Green open space. There is almost nothing about trees or any other greenery in the 'urban' town centre. There has been a noticeable reduction in the tree cover that was present in the built up area only a decade or so, and some of the remaining mature trees there are understood to be currently in danger from development. 	<p>Noted.</p> <p>Text will be added regarding Site of Interest for Nature Conservation and the western edge of the conservation area touching on another SINC, the River Roding in Barking.</p> <p>A statement as to the need for protection and enhancement of green cover including trees will be included.</p> <p>More detail to be added about the 3 lamps illustrated on page 21, and referred to briefly elsewhere as a 'a decorative Victorian lamp standard' on page 39.</p>
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			<ul style="list-style-type: none"> Nature conservation is of course normally not considered to have much to do with historic and building heritage. However some of the nature conservation aspects are directly connected to the ancient walls, with an interesting flora living on them. Hence the existence of a Site of Interest for Nature Conservation within the conservation area should be mentioned (this is the Barking Abbey Ruins and St Margarets Churchyard SINC, of local importance). The western edge of the conservation area also touches on another more important SINC, the River Roding in Barking. <p>A statement as to the need for protection and enhancement of green cover including trees should be included.</p> <p>Important structures I understand that it is not the function of the document to list every monument. No doubt at least some of these below have been considered, and may not be a matter directly for the council. But it is worth mentioning these –</p> <ul style="list-style-type: none"> The triple lamppost illustrated on page 21, and referred to briefly elsewhere as a ‘a decorative Victorian lamp standard’ on page 39 would be worth some more detail. It has been relocated locally to the current spot, and it is currently missing its original central upper part. It has historic significance locally, including as a meeting or rallying point for social protest and the labour movement. There is an aspiration to refurbish it. At least one unlisted tomb in St Margaret’s Churchyard (with the high spire, and in some danger of collapse) is worth considering for 	
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			<p>listing. This and most other tombs no longer seem to have an active owner.</p> <ul style="list-style-type: none"> • Consider the heritage value of the stone wall on the east frontage of St. Margarets School (with a short section at right angles on the churchyard boundary). Currently unlisted, unremarked, but definitely old, at least up to the earlier 19th century. • I did not see any mention of the few artworks on the site. In particular, the prominent one in the Town Quay open space – is this worth mentioning? 	
		Farah Afshan Operations Delivery, Consultation Team Natural England	No specific comments	Noted
General	One Borough Voice	Colin Newman	I like Crown House and I don't see why a 60s building is out of place or detrimental.	See comments to Paul Scott above
		Thomas Cromwell	<p>The setting of the Abbey is materially affected by the land west of Abbey Road, yet that area is excluded from the Conservation Area. The tall buildings planned for the former retail park will dominate the Scheduled abbey ruins, detracting from their setting, yet without the land being in the Conservation Area there is no practical way for this to be controlled.</p> <p>Why isn't the area surrounding the abbey included?</p>	<p>The buildings referred to are outside the conservation area but in our opinion are a positive contribution to the area and follow good design guidance promoted nationally such as Urban Design London's "New London Vernacular". They also follow emerging design guides from Be First. It was not deemed necessary to extend the area surrounding the abbey as there</p>

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				was nothing of historic merit to preserve. Historic England is clear in their guidance that authorities have to be careful not to devalue a conservation area by extending to areas with low historic merit. CAs also have to be assessed regularly to determine whether areas and buildings have been devalued and in which case, they should be removed from the CA.
		Felicity Hawksley	Greater enforcement of changes to buildings in conservation area eg shopfronts and signage	We hope that this CAA will improve this situation. We also hope that an easy user guide and training for shop owners will help.
		Mr. Paul Scott	<p>Better preservation of listed buildings and the conservation area itself. More protection of the heritage and conservation area from being overshadowed by the amount of tower blocks being built around the town centre.</p> <p>Planting more trees and having a bandstand like we used to some years ago that will give Barking town centre more character whilst still respecting its heritage.</p> <p>More of the properties on the Station Parade should be included and the Trocoll House building ought to be as well so that can be renovated rather than being turned in to unaffordable high density housing which we have enough of within Barking town centre already.</p> <p>How exactly will all the conservation area be guaranteed full protection?</p>	<p>The aim of this new CAA is to do this, but also see comment to Thomas Cromwell above.</p> <p>Planting trees and extra street furniture is being planned for the public realm works at the Curfew Tower. This is part of the Townscape Heritage Initiative (THI) funded by the National Lottery Heritage fund and include renovations to many buildings and shopfronts on North Street, East Street and Station Parade.</p> <p>It's possible that further improvement schemes could lead off this for more street trees and furniture in the Abbey open space for example.</p>

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				Please also see comments on Paul Scott's questions above.
		Anabel Allam	The quality of the shops. We need more restaurants and coffee shops instead of the 99p shops or random shops on East street which are degrading the appearance of the conservation area. The market also does not contribute to the area and instead just makes it filthy.	These shops and the market still have a place in Barking and the important thing is that the shops are not vacant and that there is still vitality in Barking town centre. The renovations we propose to the buildings and shopfronts through the THI project will ensure that Barking will remain a thriving shopping experience which will continue to retain businesses and attract new ones.
		Steven Foley	Remove lodge Avenue flyover and put it into a under pass	This is not within the CA
		Ian Drew, Urban Designer, BeFirst	I am in agreement with the proposed boundary changes.	Noted

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