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Appendix 1  Consultees

Peter Higgins, Glenny LLP
Nick Robinson, Dobbin and Sullivan, Chartered Surveyors & Commercial Property Consultants
Karthik Durgaprasad, Barking and Dagenham Enterprise
Steve Whittaker, Dagenham Dock Occupiers
Christopher Broster, GLA
Appendix 2  National Retail Trends

The economic downturn is still having a significant impact on the sector. A number of national operators have failed and a number of retailers have required financial rescue. This has included high street retailers e.g. Woolworth and retail warehouse operators (MFI and Comet). This has led to major voids within centres and retail parks e.g. at Abbey Retail Park and Whalebone Retail Park. Many town centre development schemes have been delayed and the demand for traditional retail warehouse operators has also been affected. Even some of the main food store operators have seen a reduction in growth.

Assessing future expenditure levels within this study needs to take into account the likely speed of recovery from the economic downturn, particularly in the short term. Careful consideration is needed to establish the appropriate level of expenditure growth to be adopted over the Local Plan period. This study takes a long term view for the Local Plan period recognising the cyclical nature of expenditure growth. Trends in population growth, home shopping/internet sales and growth in turnover efficiency also need to be carefully considered and a balanced approach taken.

An overview of national trends within the retail sector is set out below.

Expenditure Growth

Historic retail trends indicate that expenditure has consistently grown in real terms in the past, generally following a cyclical growth trend. The underlying trend shows consistent growth and this trend is expected to continue in the future. However, the current economic downturn is expected to lead to limited growth in the short term.

In the past, expenditure growth has fuelled growth in retail floorspace, including major out-of-centre development, particularly in the 1980s and 1990s. The economic downturn suggests that rates of growth during the past few years are unlikely to be achieved in the short term, but the underlying trend over the medium and long terms is expected to lead to a need for further retail floorspace. These national trends are anticipated to be mirrored in London and LBBD.

New Forms of Retailing

New forms of retailing have emerged in recent years as an alternative to more traditional shopping facilities. Home/electronic shopping has also emerged with the increasing growth in the use of personal computers, the internet, tablets and smart phones. The growth in home computing, internet connections and interactive TV may lead to a growth in home shopping. These trends will have implications for retailing within LBBD and the UK in general.

On-line shopping has experienced rapid growth since the late 1990s but in proportional terms the latest available data suggests it remains an insignificant
The household survey results suggest 2.1% of households in the LBBD Study Area last did their main food and grocery shopping on the internet. However, a higher proportion (4.4%) of households suggested they regularly buy their groceries from the internet. Experian suggests that around 7% of convenience expenditure is via home shopping. Home food shopping may be slightly lower in LBBD due to relatively high levels of accessibility to food stores and local shopping provision, when for example compared with rural areas.

Home shopping varies significantly for different types of comparison goods. The household survey results indicate that home-shopping accounted for only 2% of the most recent DIY and health/beauty/chemist goods purchases. Home shopping accounted for 24% of books/CD/toys; 15% of domestic electrical and 12% of other electrical goods. The weighted average for all comparison goods suggested by the household survey is 11.6%. Experian suggests that around 14% of comparison expenditure is via home shopping. Again home shopping may be slightly lower in the Borough due to high levels of accessibility to retail facilities.

More details on internet shopping habits in LBBD are set out in the results of the household survey, summarised in Appendix 4. While the figures for LBBD are lower than the current national average, we expect that growth in internet sales in LBBD will increase, and this assumption is reflected in the allowance made for a growth in the proportion of non-store spending, as set out in the retail capacity methodology in Appendix 3.

Recent national trends suggest continued strong growth in this sector, and these trends are expected to continue but at a slower rate. Experian’s Retail Planning Note 11 (Sept 2013) states:

“Non-store retailing continues to grow rapidly, outpacing traditional forms of spending. We retain our assumption that non-store retailing will increase at a faster pace than total retail sales well into the long term. There were 52.7 million internet users in the UK (representing 84.1% of the population) in mid-year 2012 according to Internet World Stats. So growth of the internet user base will be less of a driver than in the past decade. But growth momentum will be sustained as new technology such as browsing and purchasing through mobile phones and the development of interactive TV shopping boost internet retailing. We expect that the SFT market share will continue to increase over the forecast period, although the pace of e-commerce growth will moderate markedly after about 2020. Our forecast has the SFT share of total retail sales reaching 17.4% by 2020 rising to 20% by the end of the 2020s.”

The implications of these trends on the demand for retail space are unclear. For example, some retailers operate on-line sales from their traditional retail premises e.g. food store operators, therefore growth in on-line sales may not always mean there is a reduction in the need for retail floorspace. However, the impact of growth in “click and collect” may reduce the demand for space,
particularly showroom, if not storage space. Click and collect is effectively an extended shop window, which is likely to increase turnover efficiency.

Some food store operators have developed large warehouses, known as “dark stores” to service their on-line sales rather than existing stores. This trend may reduce operator demand for traditional retail space.

This Study makes an allowance for future growth in e-tailing/home shopping and growth in turnover efficiency based on Experian projections. It will be necessary to monitor the amount of sales attributed to home shopping in the future in order to review future policies and development allocations.

Given the likely growth in internet shopping in proportional terms, this assessment has adopted relatively cautious growth projections for retail expenditure (as set out in the retail capacity methodology, Appendix 3).

In addition to new forms of retailing, retail operators have responded to changes in customers’ requirements. For example, extended opening hours and Sunday trading increased significantly in the 1990s. Retailers also responded to stricter planning controls by changing their trading formats to include smaller store formats capable of being accommodated within town centres (such as the Tesco Metro, Sainsbury Central/Local store and Marks & Spencer’s Simply Food formats). The main food store operators have also increasingly sought representation in small towns in predominantly rural areas. The expansion of European discount food operators Aldi and Lidl has also been rapid during the last decade.

Food store operators undertook a programme of store extensions, particularly Tesco, Sainsbury and Asda within out-of-centre locations. These operators, faced with limited growth in food expenditure, have often increased the sale of non-food products within their food stores, including clothing and electrical goods. The recent recession has though first halted this trend, and is now reversing it.

Comparison retailers have also responded to market conditions. The bulky goods warehouse sector has rationalised, including a number of mergers and failures, and scaled down store sizes. Other traditional high street retailers often seek large out-of-centre stores, for example Boots, TK Maxx and Poundstretcher. Matalan has also opened numerous discount clothing stores across Great Britain. Sports clothing retail warehouses including Decathlon have also expanded out-of-centre.

Within town centres, many high street multiple comparison retailers have changed their format. High street national multiples have increasingly sought larger modern shop units (over 200 sq.m) with an increasing polarisation of activity into the larger regional and sub-regional centres for example the Westfield development at Stratford. Nationally and in London the demand for high street comparison shops has reduced significantly during the recession. However the discount sector has grown. The audit of centres in LBBD indicates that the proportion of multiple comparison retailers is relatively low,
with a predominance of discount operators and charity shops. Barking town centre has the main concentration of multiples, but the demand for units remains strongest amongst discount retailers.

The slow recovery from the recession may continue to have an impact on shop vacancy levels in LBBD. The demand for premises within the bulky goods sector, i.e. furniture, carpets, electrical and DIY goods, is particularly weak at present. This was due in part to the slump in the housing/mortgage lending. The bulky good sector has also been affected by the growth in home shopping more than many other sectors.

The proportion of vacant units provides a strong indication of a town centres health and the effects of the recession. The national Goad vacancy rate increase form around 9% to nearly 14%. The number of vacant units in Barking town centre increased significantly during the recession, increasing from 24 in 2008 to 51 in 2012, as shown in Table 2.3 below. However the 2012 increase is distorted by vacant premises earmarked for redevelopment along North Street and London Road. The 2013 vacancy figure (27 units) is a better reflection of the post-recession health of Barking town centre, and the change between 2008 and 2013 is not significant. Barking has not been effected in terms of increased shop vacancies during the recession to the same extent as many other centres across the country. The 2013 vacancy rate is now lower than the national average.

Table A4: Comparison of Vacant Units in Barking Town Centre

<table>
<thead>
<tr>
<th>Vacant Units</th>
<th>2004</th>
<th>2008</th>
<th>2012</th>
<th>2013</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
<td>%</td>
<td>No.</td>
<td>%</td>
</tr>
<tr>
<td>Barking</td>
<td>15</td>
<td>5.7</td>
<td>24</td>
<td>9.0</td>
</tr>
</tbody>
</table>

Source: Barking Town Centre Retail Study 2012 and Goad Plan 2013

The continuation of national trends will influence future operator requirements in LBBD with smaller vacant units becoming less attractive for new occupiers and existing retailers looking to relocate into larger units in higher order centres. If operator demand improves in the future then centres in LBBD are most likely to benefit from lower middle and middle sector retailers rather than high value and luxury retailing.

Across the country and in Greater London operator demand for space has decreased during the recession. More up-market operators have generally opened new stores in larger centres such as Westfield Stratford and intu Lakeside. Recent demand for units in smaller centres has tended to be focused on mid to lower market and discount sectors. The future demand from multiples is likely to reflect the market position of LBBD’s centres in the shopping hierarchy and the proximity of competing centres, as outlined below. The future challenge for LBBD centres is to attract mid-market and higher quality retailers, whilst facing increasing completion from electronic shopping.
and improvements within competing centres, e.g. expansion proposals at Lakeside
Appendix 3  Economic Strategies and Initiatives

Key relevant economic development strategies and background documents are summarised below insofar as they relate to the potential future economic direction and employment space requirements of LBBD.


The Economic Development Strategy for London sets out a vision for London ‘to be the best big city in the world’ and how this vision can be realised. It is projected that the number of jobs in London could increase by 750,000 by 2031 however, only 18% of this employment growth will occur in outer London (equivalent to around 135,000 jobs). It is recognised that in order to ensure continued economic growth, London will need to reinvent itself and explore new economic opportunities.

The strategy is underpinned by five key objectives to enable the strengths of the economy to flourish and to address weaknesses. The objectives are as follows;

- Objective 1: to promote London as the world capital of business, the world’s top international visitor destination, and the world’s leading international centre of learning and creativity,
- Objective 2: to ensure that London has the most competitive business environment in the world.
- Objective 3: to make London one of the world’s leading low carbon capitals by 2025 and a global leader in carbon finance.
- Objective 4: to give all Londoners the opportunity to take part in London’s economic success, access sustainable employment and progress in their careers.
- Objective 5: to attract the investment in infrastructure and regeneration which London needs, to maximise the benefits from this investment and in particular from the opportunity created by the 2012 Olympic and Paralympic Games and their legacy.

This strategy recognises the requirement for the workforce to be equipped with a range of skills, the importance of a good quality of life, innovation and the need for continued investment to achieve the vision.

The London Plan (2011)

The London Plan is the overall strategic plan for London, and sets out a fully integrated economic, environmental, transport and social framework for the development of the capital to 2031. It forms part of the development plan for
Greater London and ultimately seeks to ensure that London is a city that meets the challenges of economic and population growth; and an internationally competitive and successful city. It sets out the following policies of relevance to economic growth:

**Policy 4.2 - Offices**

A The Mayor will and boroughs and other stakeholders should:

a. support the management and mixed use development and redevelopment of office provision to improve London’s competitiveness and to address the wider objectives of this Plan, including enhancing its varied attractions for businesses of different types and sizes including small and medium sized enterprises;

b. recognise and address strategic as well as local differences in implementing this policy;

c. encourage renewal and modernisation of the existing office stock in viable locations to improve its quality and flexibility; and

d. seek increases in the current stock where there is authoritative, strategic and local evidence of sustained demand for office-based activities.

**Policy 4.3 - Mixed use development and offices**

Outside of the Central Activities Zone and the north of the Isle of Dogs Opportunity Area, mixed use development and redevelopment should support consolidation and enhancements to the quality of the remaining office stock in the types of strategically specified locations identified in paragraph 4.12.

**Policy 4.4 - Managing industrial land and premises**

The Mayor will work with boroughs and other partners to:

a. adopt a rigorous approach to industrial land management to ensure a sufficient stock of land and premises to meet the future needs of different types of industrial and related uses in different parts of London, including for good quality and affordable space; and

b. plan, monitor and manage release of surplus industrial land where this is compatible with a) above, so that it can contribute to strategic and local planning objectives, especially those to provide more housing, and, in appropriate locations, to provide social infrastructure and to contribute to town centre renewal.

**Policy 4.7 - Retail and town centre development**

The Mayor supports a strong, partnership approach to assessing need and bringing forward capacity for retail, commercial, culture and leisure development in town centres (see Policy 2.15). In taking planning decisions on proposed retail and town centre development, the following principles should be applied:
a the scale of retail, commercial, culture and leisure development should be related to the size, role and function of a town centre and its catchment;
b retail, commercial, culture and leisure development should be focused on sites within town centres, or if no in-centre sites are available, on sites on the edges of centres that are, or can be, well integrated with the existing centre and public transport; and

c proposals for new, or extensions to existing, edge or out of centre development will be subject to an assessment of impact.

Policy 4.8 - Supporting a successful and diverse retail sector

The Mayor will, and boroughs and other stakeholders should, support a successful, competitive and diverse retail sector which promotes sustainable access to the goods and services that Londoners need and the broader objectives of the spatial structure of this Plan, especially town centres (Policy 2.15).

Policy 4.10 - New and emerging economic sectors

The Mayor will, and boroughs and other relevant agencies and stakeholders should:

a support innovation and research, including strong promotion of London as a research location and encourage the application of the products of research in the capital’s economic development;
b give strong support for London’s higher and further education institutions and their development, recognising their needs for accommodation and the special status of the parts of London where they are located, particularly the Bloomsbury/Euston and Strand university precincts;
c work with businesses and, where appropriate, higher education institutions and other relevant research and innovation agencies to ensure availability of workspaces;
d support the development of green enterprise districts such as that proposed in the Thames Gateway; and
e promote clusters of research and innovation as focal points for research and collaboration between businesses, HEIs, other relevant research and innovation agencies and industry.

The London Plan identifies London Riverside as one of 33 Opportunity Areas across the capital, with the focus of development on Barking Riverside, Dagenham Dock, South Dagenham, Beam Reach, Beam Park and Rainham West sites with scope for intensification in Barking town centre, Rainham Village and South Hornchurch. The 2,500ha area is earmarked for 14,000 new jobs and 25,000 new homes over the Plan period.
London Plan SPG on Land for Industry & Transport (2012)

This SPG provides guidance on the implementation of policies relating to land for industrial type activities and transport in the London Plan. Boroughs should provide for sufficient land and premises in industrial and related uses, including waste management, logistics, utilities and transport functions to meet future demand in good quality, flexible and affordable space.

Having regard to the net reduction in demand and taking account of vacancy rates, the London Plan indicates scope to release 41.0 ha per annum between 2006-26. The SPG updates and extends this benchmark to 2031, setting a new figure of 36.7 ha per annum for London as a whole.

For Barking & Dagenham, a release benchmark of 35 ha is indicated for the 2011-2031 period (equivalent to 1.8 ha per annum). This makes it a limited transfer borough, although it is also noted that this figure should be reviewed through an Employment Land Review for the Borough. In addition, although a gross indicative land requirement of 18.9 ha for waste management and recycling activities is identified for the Borough, Barking & Dagenham’s net additional indicative land requirement for this use is -15.7 (i.e. over-capacity).

Draft Further Alterations to the London Plan (FALP) (January 2014)

The Mayor recently published Draft Further Alterations to the London Plan (FALP) for consultation to address key housing and employment issues emerging from an analysis of census data released since the publication of the London Plan in July 2011, and which indicate a substantial increase in the capital’s population. The broad Borough level groupings for transfer of industrial land to other uses have been updated, although there is no change in the benchmark for Barking & Dagenham.

Planning for the future of Barking and Dagenham: Core Strategy Adopted (July 2010)

The Barking and Dagenham Local Plan 2010 - 2025 (formerly called the Local Development Framework) sets out policies for economic growth whilst ensuring those things which make the borough special are preserved or enhanced. It sets out a number of Strategic Objectives, including the following:

- **SO.2** Ensuring development and growth helps to reduce inequalities and promote community cohesion by providing high quality, accessible, inclusive and integrated social infrastructure.

- **SO.5** Addressing low income and qualification levels and high unemployment rates by helping local people into more rewarding, better paid jobs and supporting developments and new schemes that will provide accessible and high quality employment, education and childcare opportunities.
• **SO.6** Taking advantage of Barking and Dagenham’s locational advantage in heart of the Thames Gateway to support the growth, retention and competitiveness of businesses in the Borough, especially with regards to existing local businesses and the newly emerging creative and cultural industries and sustainable technology sectors.

• **SO.7** Promoting a vibrant Barking Town Centre and District Centres, including a new District Centre at Barking Riverside which offer a mix of uses including retail, leisure, culture and entertainment, housing, community facilities and food and drink, and making sure residents throughout the Borough and beyond have access to them.

• **SO.8** Making sure the major new developments, re-developments and regeneration projects which will take place in Barking Town Centre, Barking Riverside, South Dagenham, Dagenham Dock, and in many of our town centres and estates, meet the needs and reflect the aspirations of both existing and new residents and businesses.

The Core Strategy states that by 2025, there will be at least 12,000 new jobs focused in Barking Riverside, South Dagenham, Dagenham Dock and Barking Town Centre.

Policy CM1 (General Principles for Development) identifies the broad locations for future development as follows:

• **Residential development** (particularly higher density development) will be focussed in the Key Regeneration Areas of Barking Town Centre, Barking Riverside and South Dagenham, and on previously developed land in other areas which have high Public Transport Accessibility Levels (i.e. levels 4-6).

• **Employment growth** will be focussed on Dagenham Dock as well as the other designated Strategic Industrial Locations and Locally Significant Industrial Sites as defined in the reasoned justification to Policy CE3 and as shown on the Proposals Map.

• **Retail and other town centre development** will be focussed within the centres set out in the hierarchy defined in Policy CM5.

• The Green Belt, Metropolitan Open Land and other important open spaces will be safeguarded from development.

As the biggest brownfield regeneration site in the Borough, Barking Riverside is identified to provide 10,800 new homes along with three new schools, healthcare facilities, shopping areas, parks, river access with new cycle and path ways, and excellent transport connections. It presents a unique opportunity to create a housing-led mixed use development which incorporates and sustains a good range of community facilities with good access to jobs, key services and infrastructure.
Barking & Dagenham Growth Strategy 2013-2023

The ‘Barking and Dagenham Growth Strategy 2013-2023’ produced by the Council consolidates the previous Economic Development Strategy (2003) and the Regeneration Strategy 2008-2013. The overarching vision is ‘encouraging growth and unlocking the potential of Barking and Dagenham and its residents’ and to ‘increase the wealth and household income of Barking and Dagenham residents by utilising the growth opportunities and expanding the local economy to create a sustainable future’.

The strategy has four objectives required to deliver growth and raise household incomes in line with the overarching vision. These objectives include;

2 Attracting investment;
3 Creating a higher skilled workforce;
4 Building businesses; and
5 Widening the housing choice.

A number of sectors are identified as providing growth potential including:

6 Green and environmental industries;
7 London serving industries;
8 Science and technology research and development;
9 IT and digital technology,
10 Creative and cultural industries; and
11 Advanced manufacturing.

This document highlights a number of key opportunity sites that are the focus for attracting investment (see Figure A6.1 below) and emphasises the role Barking town centre has to play in serving new populations in the Borough. It also identifies a number of estate renewal projects (see Figure A6.2) to widen the choice of housing in the Borough as well as helping to change perceptions and creating mixed communities. A strategy has been developed to strengthen the town centre via a number of key, defined initiatives.
Figure A6.1  Key Development Opportunities

Source: Barking & Dagenham Growth Strategy 2013-2023

Figure A6.2  Estate Renewal Projects

Source: Barking & Dagenham Growth Strategy 2013-2023
This is a proactive strategy that sets out key deliverables for achieving growth in LBBDD by addressing the key challenges the Borough faces and availing of new opportunities.

**London’s Newest Opportunity**

LBBDD Council’s ‘London’s Newest Opportunity’ initiative promotes untapped potential in LBBDD by presenting opportunity sites, highlighting the Borough’s strategic location and transport linkages and employing measures to facilitate business development and attract new businesses. These measures include;

12 Engaging a ‘Can Do’ approach through local investment, joint ventures and positive planning;
13 Improving education facilities and results;
14 Partnership and collaborative working with the business sector and;
15 Provision of business support.
Appendix 4  Policy Strategy for Barking Town Centre

The Barking Area Action Plan (BAAP), February 2011, seeks to define the Council’s vision for how the town centre will function and look by 2025, and sets out policies and site specific allocations to stimulate the economic and commercial regeneration of the town centre, while protecting and enhancing the quality of the environment and improving the quality of life for local residents.

The BAAP identified a number of opportunities within Barking Town Centre for development. The specific sites identified in the BAAP in terms of the potential to accommodate future retail and town centre requirements are considered in detail in Section 9.0 of this report.

Policy BTC1 of the BAAP encouraged additional retail development within the town centre, and referred to the Barking Town Centre Retail Study Update 2009, which advised up to 9,000 sq.m net additional retail shopping floorspace should be provided in the town centre in the period up to 2016. The BAAP suggested this should be split 2,250 sq.m net convenience goods floorspace, 5,800 sq.m net comparison goods floorspace and the remainder for retail services.

LBBD’s Growth Strategy 2013-2023 states that raising the profile of Barking town centre is a key priority, and that the town centre will serve the emerging population in London Riverside. While a number of developments have taken place over recent years that have improved the town centre, such as the new town square, the Strategy notes that there is still a need to move away from fast food outlets and low value goods. The centre should seek to encourage chains, specialist shops, restaurants and other leisure attractions, and improve the evening economy. A strategy has been developed by the Barking Town Team to address the strengths and weaknesses, and its main objectives are as follows:

- **Retail and prosperity**: Develop a strong and resilient retail core to help revitalise the town centre.
- **Accommodation and the evening economy**: Increase overnight stay, catering and the leisure offer.
- **Housing and place making**: Promote residential living and attract inward investment through creating high quality spaces.
- **Office space**: Upgrade existing and provide new office stock to support the local economy.
- **Transport and accessibility**: Continuously enhance and improve accessibility in and around the town centre.
• **Attractiveness and safety of the environment**: To enhance the appearance and character of the town centre and create a safer environment.

• **Marketing and promotion**: To effectively establish a clear strong message of the town centre’s offer and utilise various media to promote it.

The presence of a market in Barking town centre is important to maintain the vitality and viability of the town and in providing a key local service. The importance of markets is recognised in “The Portas Review – an independent review into the future of our high streets” (Mary Portas, December 2011). This report states:

“Markets are a fantastic way to bring a town to life. There’s a market for all of us. From a bustling ‘roll up, roll up’ veggie market to a thriving organic middleclass farmers’ market. What both these types of endeavours share is people coming together to buy, to sell, to meet, to share, to discover and enjoy each other’s company. It is the oldest type of commerce. But strangely, more than any other type of retailing, I believe markets can serve as fundamental traffic drivers back to our high streets.

From food, fashion, homemade, second hand, organic, craft, gardening and flowers, car boot fairs and recycled goods; mixing up all these types of markets will bring all types of people of every age group into the town.

On a market stall people can try out their ideas and get their business booming without too much upfront cost. And it’s great for our town centres too, bringing in fresh ideas and products and preserving our nation’s cultural heritage to boot.”

The LBBD Growth Strategy identifies that Barking market attracts significant footfall, but there are concerns that its appearance detracts from the town centre. A proposed new market layout and public realm scheme should ensure that the market helps to support growth in Barking town centre.

The Consultation Draft London Riverside Opportunity Area Planning Framework (LROAPF) covers a wide area to the south of the Borough, including Barking town centre and Barking Riverside. In terms of broad land use strategy, the LROAPF acknowledges that Barking town centre is the major centre in the OA, and should be the main focus for retail development. Strengthening Barking’s town centre functions is considered to be paramount to the success of London Riverside as a whole, and its regeneration is key to the delivery of a number of new homes and new jobs in the OA. Some additional retail is expected to come forward in other existing and emerging centres.
Appendix 5  IDBR Map of the Borough