

No-one left behind: in pursuit of growth for the benefit of everyone

Report of the Barking and Dagenham Independent Growth Commission

February 2016

Foreword

Dear Councillor Rodwell,

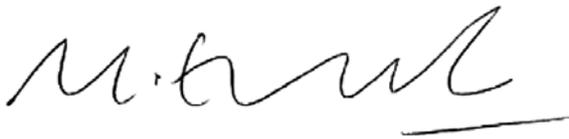
With this letter is attached the final report of the Barking and Dagenham Growth Commission.

We believe that this report fulfils the remit you gave us last year and provides both a long-term goal and set of recommendations to help achieve it as well some practical short-term steps to enable the council and its partners in the community and in business to take the vital first steps.

I would like to place on record my thanks to the members and officers of the Council for their support. Thanks also go to my fellow Commissioners and to the team of people including Emma Clarence and Kelly Rowson who, along with Lee Watson, did much of the hard work that enabled this report to be written.

With every good wish.

Your sincerely,

A handwritten signature in black ink, appearing to read 'M. Emmerich', with a horizontal line underneath the end of the signature.

Mike Emmerich

Table of Contents

Executive Summary	7
Introduction	10
Section One: Context – How Barking and Dagenham is Changing	11
1. The Borough	12
2. London’s Growth Opportunity	14
One Borough?	14
The Time is Right	14
3. Outward Looking Outward, Inward and Facing the Future	15
4. The Need for Change	15
A Change in Direction	16
Engagement and Community	16
Moving On	17
The Vital Role of Vision	17
Excellence	17
Section Two: Creating the Conditions for Change	19
Vision	20
Ten Key Steps for Barking and Dagenham	21
1. Ambition	21
2. Principles	22
3. Engagement, Participation and Consultation	23
4. The Focus of the Council	23
5. The Development of the Borough	24
6. Leadership Capacity	24
7. Making London Work for the Borough: A Barking and Dagenham Manifesto	25
8. One Borough	25
9. A Commitment to Report Progress	25
10. An Annual Review	26
Section Three: The Recommendations of the Commission	27
The Borough and its Urban Form	29
A Broadly Based Plan: Physical, Economic and Social	29
A Comprehensive Strategy for New Community Building	30
Area Strategic Frameworks and Design Guides	31
Improving Planning Decision-Making	31
The Borough’s Areas	32
Barking town centre, including the Upper Roding River	32
Barking Riverside, including the Lower Roding River	33
Becontree, including Dagenham Heathway	36
Chadwell Heath	37
Dagenham Riverside	37
A13 Corridor	38

Opportunities and Potential: Supporting People	39
Early Years	40
Education and Aspirations	40
Skills and Employment	42
Social Cohesion and Well-Being	43
Supporting and Growing Business	45
Immediate Next Steps on Business	46
Strategic Projects for Business	46
Anchor Institutions	47
Working Together	48
Conclusions	49
Annex 1: Growth Commission Terms of Reference	50
Annex 2: The Commission and the Commissioners	51
Annex 3: Types of Delivery Vehicles	55
Annex 4: Detailed List of Recommendations	57

Executive Summary

The London Borough of Barking and Dagenham is at a key moment. It has the ambition and the political will to become an inclusive, prosperous and resilient place, in which all communities have the opportunity to fulfil their potential.

To help achieve this, the Council established an independent Growth Commission to examine options, and the likely impact of pursuing those options, for the future development of the Borough. This is the report of the Commission.

The Commission concludes that the Council has the right vision: that Barking and Dagenham really is London's Growth Opportunity. But much needs to be done, across the Borough, to turn this vision into reality. This is not a job for the Council to do alone. It is one that requires every part of the Borough to play its part.

The Council needs to continue the lead it has established and be both bolder and more strategic whilst being prepared to step back in other areas. Above all the Council needs to empower the people of Barking and Dagenham to play a greater role in shaping the future of the Borough and the public service offer. The business community has a bigger role to play too.

The acid test for the Council will be whether it is prepared to lead in developing the culture of the Borough for the challenges ahead, building on the powerfully strong sense of place but flexing too, taking responsibility where the Council is best placed and stepping back elsewhere; building on existing, and developing new, partnerships. This process needs to start with the Council committing to its vision for the very long term. Thereafter the Council needs to set out what it is seeking to achieve, which should be nothing short of the mobilisation of the whole Borough in a process of transformational change. So the Commission recommends that:

- a. The Council commits itself to a 20 year vision, backed by a series of goals, and commits itself to seeing these through.
- b. Central to this new mission will be a series of major transformations in the Borough. The Commission proposes:
 - i. A renewal of the civic culture through the development of a vibrant community with high levels of volunteering, organised and empowered to underpin, support and challenge the public and private sectors.
 - ii. The development of the housing offer of the Borough to reflect London's diversity: more and better affordable sub-market stock, a well regulated private rented sector and a very substantially increased stock of owner occupied housing.
 - iii. A vibrant local business base providing a home for local entrepreneurs and businesses, large and small from around the world.
 - iv. A commitment that no-one, and no ethnic group, is left behind, and that the Council will support every person and every family to fulfil their potential, through education, work and, where needed, social support.

- c. The Council commits itself to doing everything in its power to ensure that the burden of fulfilling the vision will be borne by those best placed to do so, with the community and business, as well as the Council and other public sector organisations, each playing an appropriate leading role.
- d. Excellence will underpin everything the Council does in the delivery of its goals. The excellence that underpins the best of the Borough's history in housing and manufacturing should be the benchmark for everything the Council does in the future.
- e. The Council commits itself to take decisions based on the very best available evidence.

The Growth Commission has identified some potential goals set out below, but maintains that their finalisation should be through collaborative and consultative processes, signalling the new approach from the Council and engendering a shared sense of responsibility for their delivery.

The Commission's suggested goals for 2035 are that the Council should:

- create a new city district in the town centre with the variety and interest of London's best centres;
- open up the Roding Riverside as an attractive, accessible, active riverfront;
- develop a destination attraction for London with national and international visitors;
- have built 35,000 new homes;
- have created 10,000 net additional jobs in the economic growth sectors;
- be at or above the London average for Level 4 (Key Stage 2) in reading, writing and maths;
- have met the London average for GCSE 5 A*-C (including English and mathematics) grades;
- have the same, or a higher, percentage of children achieving grades AAB or higher (in A Levels) as the England average;
- be sending as many children to a Russell Group University and Oxbridge as the Outer London average;
- have rates of unemployment level and incapacity at or below the London average;
- have increased the proportion of the population with NVQ3 and above qualifications to the London average;
- have reduced its Standardised Mortality Ratio (SMR) to the British average as a minimum; and,
- have attracted at least two anchor institutions.

These are long term and in many cases stretching ambitions. The Commission has therefore set out an early action programme to ensure that the momentum towards the achievement of these goals can be started immediately. These are set out in section two as 10 steps that are the pre-requisites for the Council: the things that need to happen next. Agreement to the goals above is the first of these. The others are:

- a proposed set of operating principles;
- a new and different approach to community engagement;
- a focus on people issues for the Council;
- the creation of a new organisation to take forward business and regeneration;
- investment in leadership;
- a Borough manifesto;
- a one Borough programme;
- a public commitment to report progress; and,
- an annual public review.

Section three of the report sets out policy recommendations. These recommendations are not definitive. Rather they should be read as providing a framework for a discussion with a wide range of stakeholders as the Council, and they, work together to examine how the Borough can be what it wants to be: inclusive, prosperous and resilient, all as a part of being London's Growth Opportunity. Not all recommendations are of equal importance. Some are essential: in particular, the ten early action points set out in section two. This is what the Council should focus on immediately. Thereafter, as capacity comes on stream, the wider recommendations should be considered and prioritised and an action plan developed and implemented.

Introduction

This is the final report of the Barking and Dagenham Growth Commission, and it is the Commission's report alone. It is presented to the London Borough of Barking and Dagenham in fulfilment of the terms of reference given to the Commission in the summer of 2015. These are set out in Annex 1, along with a list of Commissioners in Annex 2.

The Commission is keenly aware of the importance attached to this exercise by the Council and other stakeholders and believes that the report needs to be read by as many people as possible, so as to galvanise thought and action in every part of the Borough and beyond. That is best done if the report is clear, simple and short. We have aimed therefore to produce something which is all of these things. But many of the ideas are new and some will be seen as challenging. So to back the findings of this short report, is a longer analytical one, which sets out in more technical detail the reasoning behind the key aspects of this shorter document.

This report begins with a first section on the Borough, its strategic context and how it is changing. Section two deals with the way in which the Council should begin to lead a new process of change. It is heavily focused on the 'how' issues of the way in which a new and more visionary yet practical approach can be embedded in the fabric of Barking and Dagenham: in the Council, the community it serves and in business too. Section three sets out the key findings of the Commission and a series of policy recommendations.

Section One

Context – How Barking and Dagenham is Changing

1. The Borough

Change is not new. From the great Abbey and its dissolution, through to the fishing industry lost with the arrival of the railways and the industrial era, Barking and Dagenham has long been an area of change. Understanding how processes of change are again affecting the Borough is necessary before considering the best way for it to forge a new future.

The Borough is what it is, but may not be what people think. These recent demographic and other changes have challenged traditional notions of the Borough and its population. Partly that's because of the fixed view held by many long-term residents, reflective of and reinforced in wider society about the origins and economic purpose of the Borough over recent decades. The popular image of Dagenham is but one relatively recent feature of the Borough's history and indeed of its present. The response to the Commission needs to celebrate that tradition, build on its strengths, as well as embrace other parts of the Borough's rich history, including its role as a centre of the British fishing industry and its role in London's fish trade, its medieval and religious history as well as the diversity of the population arising from migration from the East End which belie the popular image. Each element of the Borough's history has a role to play in helping guide its future.

The Borough is working class. There is a perception of crisis. To some extent this is borne out of data when analysed by ethnic group. However, the data are mixed. Educational attainment figures highlight the underperformance amongst the white community. Elsewhere it is less unambiguous. What seems hard to deny is that a community, the white working class, whose status and security were clear a generation ago now lack that clarity: for many, and in contrast to other groups, the social trajectory is downward and the path to social progress, unclear.

Trajectories within the Borough

Population

The change in the Borough's demographic composition speaks to the fact that it is in the process of becoming one of London's most rapidly growing and diverse areas, something very different from past stereotypes rooted in images of Ford. The population is growing: from 186,000 people at the 2011 Census to an estimate of over 198,000 just three years later. Between 2001 and 2011, the non-white population increased from 14.6 per cent to 41.7 per cent. By 2016, it is anticipated that the Borough will have a majority Black, Asian and minority ethnic (BAME) population. At the same time, the Borough has the highest population of people aged 10 to 19 in the whole country and has seen an increase in the 20 to 29 age group of just under a quarter.

Education

The youthfulness of the Borough brings with it both opportunities and challenges. Despite significant improvements in recent years, educational attainment continues to be an area of underperformance. Between 2005 and 2015, GCSE attainment improved by over 56%, however such improvement has not kept pace with that achieved elsewhere. In 2005 Barking and Dagenham was fifth from bottom amongst London Boroughs for students achieving 5+ GCSE A*-C (including English and maths), whilst in 2015 it was third from bottom. At A-level, the Borough's performance was significantly below the English average in 2015.

Employment

The qualification profile of the Borough also highlights the challenges that exist in helping people to less precarious employment opportunities. Whether they be long-term unemployed or moving between unemployment and low-skilled, low pay work, their economic position is fragile, compounded by a skills and qualifications deficit. In 2014 the proportion of the resident population (aged 16-64) with qualifications at Level 4 and above was 29 per cent, compared to a London average of 49 per cent. Those with no qualifications were, at 15 per cent, nearly double the London average of eight per cent.

Unemployment

Unemployment is decreasing from its recent high of 15 per cent (July 2012-June 2013) and in 2014/15 was 11.6 per cent. However, this is considerably higher than both the London and the Great British averages of 6.6 per cent and 5.7 per cent. Estimates from October 2015 indicate that 2.3 per cent (2,898) of the 16-64 population were claiming Jobseeker Allowance (JSA) in the Borough; 675 of whom have been on JSA for over 1 year. This compares to a London average of 1.8 per cent. Data from May 2015 shows that 7.1 per cent of the working age population in the Borough are on Employment Support Allowance, well above the 5.4 per cent average in London.

2. London's Growth Opportunity

London really is moving east. The capital's unprecedented growth over the last 20 years, allied to continuing restrictive land use planning policy and the western-centric nature of development thus far, means that the growth imperative is now very much with east London. Even the adjacent Borough of Newham, with acute areas of deprivation, has seen house price spikes making it unaffordable to a great many people. Barking and Dagenham is the next obvious growth point and the Borough has land on a scale few other places in the south-east do, something that will be necessary to accommodate London's growing population.

One Borough?

For an area as geographically small as Barking and Dagenham, the Borough is remarkably diverse. The overall strategic vision for the area must build on and be informed by the role that each different part of it can play in building the whole. Barking town centre and Roding Riverside are very different from Barking Riverside. The Becontree estate, and Dagenham more generally, are different again. There is no one size fits all solution for the Borough and any attempt to create one will be destined to fail. Unity can only come from a due respect for diversity which has spatial and physical, as well as human, elements. Such respect should not, however, tolerate a plateauing in performance, or a decline relative to other parts of London. In short, this is not yet one Borough, but a Borough where different trajectories are in evidence – including in educational attainment, qualifications and health outcomes.

The Time is Right

A variety of factors come together to create a propitious moment for Barking and Dagenham. The London economy remains strong. Growth, and the pressures it creates, allied to strong London institutions in the Greater London Assembly and Transport for London, have put any area with significant growth potential into the spotlight as areas of major strategic importance for development. So the attention from outside the Borough is very much on what goes on within it.

Property prices in the Borough, the lowest in London, enable the Council to consider its wider role in London's housing market and to develop and implement strategies that enable it to harness the opportunities that housing brings.

The critical questions are how does London's Growth Opportunity result in a stronger, more prosperous and inclusive Barking and Dagenham? And how can a growth London be facilitated in ways that ensure that all communities benefit from the opportunities this brings? Getting the balance right will be vital and not easy: creating new developments that create a more liveable place and which work sympathetically with the existing urban and suburban environment means learning from the best of UK urban regeneration as well as that in Europe and elsewhere. If the Borough was not ready for the change of the last 20 years, it must be ready for the change that lies ahead.

3. Outward Looking Outward, Inward and Facing the Future

The Borough is already looking outward to a degree not seen in generations. Barking and Dagenham sustained a culture for decades which saw it less engaged than others with the world beyond its boundaries. This is changing through an act of deliberate political will by the Council, something which is to be recognised and commended. Conversely Barking and Dagenham has had a strong internal dynamic, characterised by strong links in the community, with employers and its politics. In many respects it has been like a new town.

Yet this was never universally or monolithically true. Barking, as the easternmost town of east London has always looked west into central London. The estates of Dagenham, particularly those parts with a long history linking the people who lived there with Ford and other local plants, are part of one of the most important global trading networks the world has ever seen. But in the political day-to-day life, the last few decades saw the Borough become more introspective and different to the rest of London.

The very rapidly changing population of the Borough is one manifest sign that it is looking outward; the newly arriving communities including many who commute daily into central London are a sign of that. And the politics too are changing, with the Council's renewed emphasis on "One Community" and "One Borough" as an organising ambition. But vision is insufficient to help the Borough maximise its potential. It needs to understand what it is about the place that makes it strong and deal with those aspects of its weakness that could undermine the fulfilment of the potential of the place and its people.

4. The Need for Change

Places grow over time, not just in a demographic way, nor just in terms of employment. These are just two important features among many others which shape the economy, society, politics and culture of each place.

In places that have a traditionally dominant industry or employer, the long term effect can be to create a culture in which the world of work and that of the Council become particularly powerful. In the past, this brought some prosperity and certainty to the Borough. However, as traditional industries have shrunk or closed completely, this has had significant consequences. High quality, well paid local jobs have been lost. So too have many of the people who worked in them. There is ample evidence from the review that the jobs that replaced them have been less local, less well paid and for many, less stable too. But the effects of employment change run much deeper than the labour market. What has happened in Barking and Dagenham over the last 20 years has left major scars on the physical environment, and on communities where families had depended on employment in traditional industries but also on the politics of the Borough.

A Change in Direction

Doing nothing is not an option. A failure to act, to accept the status quo, will lead to a worsening situation. Population growth, accompanied by the development of a more mixed tenure approach to housing, could lead to sharp spatial divides, with greater vulnerability concentrated into specific parts of the Borough.

This is for several reasons. First, for a place that has known homogeneity and prosperity, population growth and diversity, allied to the rapidly widening gaps in household income may continue to lead to divisiveness. Second, the public service offering is unsustainable based on the likely pressures in government funding over the next few years, as are traditional assumptions about what the state can do.

Finally, as the Commission has heard from the Ambition 2020 work streams, there is ample evidence that the Council and its partners have work to do to raise their game to ensure that public services support people to look after themselves rather than, as too many do at present, treat the symptoms rather than the causes of poverty and exclusion.

So in setting out the future of the Borough as the quest for a more strongly growing and inclusive place, the Council needs to re-make the relationship between its community, government of every kind and the role of employers. This whole system approach requires a unity of purpose, strength of leadership and a clear sense of direction. The starting point has to be the community: empowering everyone from the most traditional to the newly arriving groups to fulfil their potential for themselves, their families and the wider economy and society.

Engagement and Community

Engagement is key. Empowering people through the design of services which meet their needs is more important. But most important of all is the involvement of people in the reimagining of the Borough. Whilst the Council has a key role to play in meeting the needs of the community, and encouraging and supporting enterprise to relocate into the area, the whole process needs to be preceded by bringing the Borough's diverse communities into a shared understanding of how the area will change, and what the effects of that will be for them, and their families.

This means the role of the Council will change and that it should seek to be enabling and supporting, setting the direction with people, businesses and the community and voluntary sector, as well as government of every kind. It will take responsibility for, and bear more of the burden of, change. The traditional role of the Council as the provider needs, in many areas, to evolve into an equally important but more facilitatory mode of operation.

Moving On

In its physical form, the memories of large parts of the community, and in the very fabric of the politics of the place, the Borough is in the shadow of Ford. Less than the memory of the company and its factories is the passing of the age with which it was associated: of large employers and mass employment; well-understood trades to which every part of the community could aspire (even if employment practices meant that people couldn't actually access the jobs). In the public sector, the era of big government saw the Council providing most people's homes, and the National Health Service and welfare state driving major improvements in the health and well-being for the population.

This story of the Borough's recent history is too easily viewed either as ancient history or as the beginning middle and end of the story. Neither is true. The memories, views and instincts of many residents and leaders of the community were forged in this era: so it is far from dead history. But nor is it the whole story: the communities descended from the residents in the more distant past are from a place that was a major seat of medieval power and the home to one of the great fishing fleets. But in the end neither the ancient history nor the more recent one mean anything to those residents arriving in the last twenty years, or now, and who will soon form the majority of its population.

The Vital Role of Vision

The Council has a strong vision. But it needs to be based on a celebration or at least an understanding of all the Borough's pasts: its richness of industry and housing, of diverse communities that have co-existed for generations. This needs to suffuse and power the forward-looking vision, which needs to be available to anyone who wants to know about the place they have chosen to live, work or visit. And the fact is, that at the moment it is not doing so, with the result that every community, indeed the whole Borough, lacks a feeling of rootedness that is so essential to its future.

The Commission believes this is important. The Borough is resilient. The profound changes in its very purpose are testament to that. Barking and Dagenham's communities have changed too. Arriving for one industry, they have adapted to new times. What marked out the most recent phase of the Borough was ground breaking, large scale change, a rejection of nineteenth century urban poverty and a focus on creating excellence.

Excellence

Writing in 1934, Terence Young argued that Becontree was a profound achievement: "If the Becontree Estate were situated in the United States, articles and news reels would have been circulated containing references to the speed at which a new town of 120,000 people had been built. The work of the firm of contractors would have been shown as an excellent example of the American business ideal of Service to the Community.

If it had happened in Vienna, the Labour and left Liberal Press would have boosted it as an example of what municipal socialism could accomplish...If it had been built in Russia, Soviet propaganda would have emphasised the planning aspect...But Becontree was planned and built in England where the most revolutionary social changes can take place, and people in general do not realise that they have occurred." That achievement, that excellence, is something that the Council, and the Borough, need to strive for again.

So the challenge for the Growth Commission, and in due course for the Council, is how to create an agenda for the Borough which takes the Council's vision and creates the conditions needed to bring it to reality using as building blocks these three enduring features of the Borough: its resilience, diversity and excellence. These speak more to the reality of the place than any one industry or moment in time. That is best done by embedding these ideas in a series of practical steps to create a momentum in fulfilling the vision. So the Commission proposes ten key steps that it believes are fundamental to creating the conditions for the implementation of the recommendations in a way that ensures they have the desired impact.

Section Two

Creating the Conditions for Change

Vision

The Commission thinks that the Council has the right vision: “One Borough, One Community, London’s Growth Opportunity”. The fact is that no other part of Greater London has the potential to play the role that Barking and Dagenham does in the expansion of the city. But the Borough is not yet ready to embrace the scale of change this will mean. There is much work to do to prepare for this future if growth is going to be inclusive and sustainable, making the Borough a better place for those already resident, and for those residents yet to come. The onus is on the Council to lead that process, to earn the right to be what the vision describes; this is a role the Council’s leadership understands very well. There will be much work to do in the months and years ahead if this understanding is to be translated into a better future.

The challenge now is to make the vision live: to make it real and meaningful for every part of the Borough, starting with the Council. A galvanising purpose such as this mission takes time to seep into every part of a place. That is work in progress within the Council: among members and officers and in the wider community. This would take time anywhere. But it is taking too long in Barking and Dagenham, partly because of the scale of change, both under way and expected, and partly because of the Borough’s recent history. A step-change is required. The new and purposeful politics evident within the Council are crucial to this. The Council cannot act alone and if that new agenda is to be as successful as it has the potential to be it will be critical that it engages business, the community and other stakeholders.

The Commission’s early action plan, encapsulated in the ten key steps for the Borough outlined below, accompanied by the detailed recommendations in Part three, combined with the purposeful politics of the Council, herald a new agenda in the Borough. An agenda which gives the Council the right to claim that Barking and Dagenham is London’s Growth Opportunity.

Ten Key Steps for Barking and Dagenham

1. Ambition

The Borough should identify and adopt a series of ambitious, measurable targets (Recommendation 1). They should be real, challenging and of a scale that will make a significant improvement to the quality of people's lives in Barking and Dagenham. They should be things to which the Borough will publicly commit itself and clearly understandable to the public, big and SMART. Below are some suggested targets that fulfil these goals based on the 2015 baseline. The final articulation of these targets should be developed through processes of consultation with the community and voluntary sectors, business and other stakeholders in the area (Recommendation 2). This would have the value of signalling the new ways of working that will be central to the future activities of the local authority as well as contribute to enabling stakeholders to feel a sense of ownership and responsibility for the delivery of these targets.

We would propose the following.

By 2035 the Borough should:

- create a new city district in the town centre with the variety and interest of London's best centres;
- open up the Roding Riverside as an attractive, accessible, active riverfront;
- develop a destination attraction for London with national and international visitors;
- have built 35,000 new homes;
- have created 10,000 net additional jobs in the economic growth sectors;
- be at or above the London average for Level 4 (Key Stage 2) in reading, writing and maths;
- have met the London average for GCSE 5 A*-C (including English and mathematics) grades;
- have the same, or a higher, percentage of children achieving grades AAB or higher (in A Levels) as the England average;
- be sending as many children to a Russell Group University and Oxbridge as the Outer London average;
- have rates of unemployment level and incapacity at or below the London average;
- have increased the proportion of the population with NVQ3 and above qualifications to the London average;
- have reduced its Standardised Mortality Ratio (SMR) to the British average as a minimum; and,
- have attracted at least two anchor institutions.

2. Principles

The Commission believes Barking and Dagenham should adhere to a series of principles in the delivery of its ambitions (Recommendation 3) based on the analysis in the last section. This is because the Borough is embarking on a major process of change. It will be a long-term programme with work by many people in different areas of activity. So even with clear objectives in the long run and targets embedded in the various strategies and plans of the Borough and its partners, more is needed. The issue is about the way in which the Council, the community and the private sector start to address the challenges and inequalities facing the Borough and seize the opportunities, embedding new ways of working from the outset.

The principles proposed by the Commission are:

- a. The Council commits itself to a twenty-year vision, backed by a series of goals (as set out above), and commits itself to seeing these through.
- b. Central to this new mission will be a series of major transformations in the Borough. The Commission proposes:
 - i. A renewal of the civic culture through the development of a vibrant community, organised and empowered to underpin, support and challenge the public and private sectors.
 - ii. The development of the housing offer of the Borough to reflect London's diversity: more and better affordable sub-market stock, a well regulated private rented sector and a very substantially increased stock of owner occupied housing.
 - iii. A vibrant local business base providing a home for local entrepreneurs and businesses, large and small from around the world.
 - iv. A commitment that no-one, and no ethnic group, is left behind, and that the Council will support every person and every family to fulfil their potential, through education, work and, where needed, social support.
- c. The Council commits itself to doing everything in its power to ensure that the burden of fulfilling the vision will be borne by those best placed to do so, with the community and business, as well as the Council and other public sector organisations, each playing an appropriate leading role.
- d. Excellence will underpin everything the Council does in the delivery of its goals. The excellence that underpins the best of the Borough's history in housing and manufacturing should be the benchmark for everything the Council does in the future.
- e. The Council commits itself to take decisions based on the very best available evidence.

3. Engagement, participation and consultation

During the work of the Growth Commission, the level of interest from the people of the Borough has been remarkably limited. In other places, civil society organisations of every kind see the opportunity or indeed the threat of an exercise such as this Commission as an important phenomenon to be engaged with, supported or resisted. So an important early step for the Council is to bring the Borough on a journey of change is to start to mobilise the silent majority of the population into an emergent but strengthening dialogue about what it means to live in and/or work in the Borough. This needs to bring the community into the creation of the Borough's future.

The Commission proposes three specific early actions to achieve this:

- a. An action plan to develop civil society organisations and a more participative culture characterised by greater levels of volunteering both across, and in different parts of, the Borough. This should include the provision of very modest funding to enable meetings to be held and information to be circulated. Support should be available both to enable existing organisations to modernise and increase their reach in the community and to enable new community interests to come together and find their voice. (Recommendation 4)
- b. A commitment to do market research to underpin everything that the Council does next, in order to establish what the residents of the Borough want from it and its partners. (Recommendation 5)
- c. A very significantly improved communications capacity to steward the interface between the Council leadership and its workforce, the community and stakeholders. (Recommendation 6)

4. The Focus of the Council

The bulk of the Commission's work was undertaken in the period preceding the announcement of the 2015 spending review at the end of November. Even before the cuts announced are known and well before they take effect, the scale of the public service challenge facing the Council of doing more with less resources to tackle increasingly complex social and health issues, is clear. Mindful of what the Council does, where its professional skills lie alongside its statutory duties, the Commission takes the view that this, public service reform, should be the Council's priority. Working with delivery partners in schools, commissioners in the NHS, with neighbouring boroughs on matters of shared interest, the focus of the Council and its staff should be on enabling every resident of the Borough to fulfil their potential through the reform and the delivery of services aimed at reducing dependency and increasing employment, skills and wage growth in every part of the community. This is principally the work of the Ambition 2020 programme in the Council. The Commission's view is that seeing that programme fulfilled ought to be the driving focus of the Council. (Recommendation 7)

Of course, the Council is the principal strategic body for the area more generally, and the seat of democratic political leadership. It must therefore continue to set the strategic framework for all activity. This includes public services but also its ambitions for the Borough's housing, regeneration and business objectives as well, working with partners in London, as transport and environment.

5. The Development of the Borough

It is in its approach to delivering housing, transport and physical regeneration, as well as in business, that the Council's vision as London's Growth Opportunity will primarily be shaped. The Borough currently has strength in this area. It has pioneered initiatives in the private rented sector and new models of sub-market renting. Whilst respecting the Council's experience in this area the Commission's view is that the scale of the opportunity (and the potential downside risk of not having the capacity to respond to growth pressures adequately) is such that a new and different approach is needed. The Council should retain its essential strategic role in setting the housing and regeneration frameworks. But the delivery of as much of the activity flowing from these should be devolved into a vehicle which brings together the expertise of the Council, the Greater London Authority (GLA), Transport for London (TfL) and the private sector. The creation of a Borough-wide regeneration vehicle would be an early statement of the Council's new-found intent and this is what the Commission recommends that the Council should do. (Recommendation 8)

6. Leadership Capacity

The process of transformation needed to exploit the Borough's potential as London's Growth Opportunity requires in-depth leadership across a range of areas. The history of the Borough, and recent cuts, have served to reduce the strategic capacity at officer level which is needed to begin, let alone to sustain the kinds of reform programme proposed in this report. The same is true in relation to regeneration. The creation of a new delivery vehicle will require upfront investment if the gains are to be secured. In this area, leadership can be brought in with new people. The same is true at the top of the Council, where further investment at third tier level is vital. But at every level throughout the Council, the new approach needs to be embedded. This needs to be done through a major commitment to organisational development. (Recommendation 9) Finally, politically, there is evidence from the work of the Commission, including recent planning and other decisions, that the kind of change programme which the Council is to embark on should be accompanied by a programme of member development. (Recommendation 10) This is needed across all executive and scrutiny positions, accompanied by engagement and development across the whole of the Council's membership.

The Commission believes that:

- The Council, once its top team is significantly in place, should undertake a top team development process, leveraging the experience of other places such as Manchester which have gone through significant change. (Recommendation 11)
- A particular emphasis in organisational development should be placed on policy expertise and research skills. Some of these must be in-house within the Council. Some might also be located in partner organisations such as the North East London Strategic Alliance. (Recommendation 12)
- Some of the leadership that is needed will come from the devolution of responsibility to new delivery vehicles as set out above.

7. Making London work for the Borough: A Barking and Dagenham Manifesto

One of the most remarkable changes in the recent past has been the extent to which the leadership has sought to engage stakeholders in the public and private sectors across London, nationally and internationally, in the development of the Borough. Thus far this has been a significant diplomatic effort, symbolic of a new way of working.

This now needs to become much more embedded in how the Council works. Arising from this Commission's work should be a clearly articulated statement of what the Borough needs from its London and national partners, a manifesto with a programme to develop these proposals and a sustained commitment to seeing them delivered on the ground. (Recommendation 13)

8. One Borough

During the course of the work of the Commission, the recent political history of the Borough has rarely been far from the discussion. Whilst the politics of the Borough are no concern of the Commission their impact on its future development is very much so. Divisiveness, between different parts of the community and between different parts of the Borough, has been, and remains, an issue in perceptions of the Borough, saps its political vitality and in so doing compromises its future. So, central to the embedding of a new way of working across the Borough needs to be a "One Borough" programme.

The Commission believes the best way is to intensify community outreach combining heritage and cultural activities. (Recommendation 14) This would serve both to promote the Borough and provide a forum to engage with, and more importantly, to listen to concerns from community, business and political organisations about the needs of different parts of Barking and Dagenham and how they need to be represented and involved in decision-making at every level. The Council will need to act on the messages it receives, building momentum towards a more inclusive way of operating so that everyone who lives in the Borough can have a positive sense of what it means to be from Barking and Dagenham.

9. A Commitment to Report Progress

It is of fundamental importance that there is a commitment at the outset to report publicly on the progress being made in the implementation of the new agenda. In practice this means that in addition to reporting through Council mechanisms, there should be pre-agreed staging posts at which progress will be reported, achievements celebrated and setbacks discussed. (Recommendation 15) This is particularly important in a Borough where, as noted above, levels of community pressure are lower than is often the norm. It is vital that the Council does everything in its power to encourage the aspiration and participation of its people, leading by example by submitting itself to stretching deadlines and bold ambitions, reporting the successes and setbacks along the way.

10. An Annual Review

Even if the Council reports regularly on its progress, the same logic that the Council used to appoint this independent Commission would suggest that having an annual and independent process of reporting on progress will be beneficial during the early implementation of the reform programme. So, either by reconvening the Commission or by appointing an independent reviewer, the Council should commit at the outset to a public annual review report, and its wide dissemination across the community, which would set out the achievements and obstacles in the past period and assess the likely immediate future in the delivery of the Council's objectives. (Recommendation 16)

Section Three

The Recommendations of the Commission

Having outlined the 10 key early steps that need to be undertaken, the report now turns to specific recommendations. These recommendations are not all encompassing, but provide examples of the types of actions that the Council should undertake as part of the development and implementation of its new, ambitious agenda. That development and implementation cannot be done alone; other stakeholders will have a critical role to play. The Council should also look to what support is available in developing effective strategies that respond to the challenges in the Borough. (Recommendation 17)

The Growth Commission has taken place against a background of the leadership of the Council being prepared to be far bolder and ambitious, more outward looking and inwardly reflective than has been seen previously. The role of the Growth Commission is to embed this way of working in a new approach to how the Borough works.

Too often in the recent past, physical regeneration policy has operated separately from action to help people, and business policy operated independently of both. Given the challenges and opportunities facing the Borough now, all three need to work together. But in the view of the Commission, there is an opportunity to go further still.

The modern Barking and Dagenham was based on much more than housing and business. It was part of a rising tide of social progress which sought to overcome social ills, creating jobs and decent housing as an overtly political and moral exercise. The Commission believes that such a new sense of purpose is needed and possible in the Borough now. It is for the Council and its residents to work out what that means in practice. The recommendations below set out what some of the tools available are likely to be, and how they should be used. But the overarching view of the Commission is that they need to be used together with a new and voluble political agenda in which citizenship is celebrated, an active community is encouraged to emerge, the responsibilities of the residents are emphasised as much if not more than the rights and that this new agenda is made believable to a cynical public through the creation of plausible and deliverable opportunities for environmental, employment and social betterment by each family in every part of the community.

A determination to create this new agenda is the prerequisite. However, it is necessary rather than sufficient. The Council should be relentlessly entrepreneurial in looking for new partnerships, new sources of funding and new ways of taking forward its new agenda.

By way of illustration, during the course of the work of the Commission discussions were held with the Behavioural Insights Team (BIT). BIT is owned jointly by the government, Nesta and its employees, and provides innovative solutions to complex public policy problems using insights and tools derived from behavioural science. There is considerable appetite at BIT for working with the Council. In the period during which the Council is considering its response to the Commission, discussions with BIT should be ongoing with a view to identifying the scope for a possible partnership between BIT and the Council to take forward aspects of the recommendations of the Commission. (Recommendation 18) Two strands of work might be envisaged: a general stream looking at issues such as increasing educational performance across the board, and a second strand focused specifically on Dagenham and the Becontree Estate in particular, looking at how the detail of policy implementation can help better secure the Council's objectives for estate improvement, accelerated residential development and improved satisfaction among residents through action on issues such as obesity and smoking cessation.

The Borough and its Urban Form

Good urban form and design make places that people want to live and work in, create positive conditions for economies to flourish, and foster social cohesion and community well-being. It should be embedded in the way planning and regeneration are done.

A Broadly Based Plan: Physical, Economic and Social

A Borough-wide economic, housing and land use plan reflecting strategic and urban design ambitions should be prepared that sets out the desired overall structure for the different areas of the Borough. (Recommendation 19) The plan should be a shared vision amongst a wide group of stakeholders, and also identify key points of disagreements to be considered early to reduce issues at the planning stage.

The Borough is not a single place. Different areas can be identified, from the town centre to the suburban character of the Becontree Estate, from large-scale new development at Barking Riverside to new, more urban housing, accompanied by the industrial areas in the east of the Borough. These areas all fulfil important roles on which to build. That growth is, however, going to be very substantial and the Borough needs to develop a much stronger direction in its physical development, reconnecting to its roots whilst simultaneously recognising the different dynamics of each part of the Borough.

The Borough can broadly be divided into five areas for action:

- Barking town centre, including the upper Roding River;
- Barking Riverside, including the lower Roding River;
- Becontree, including Dagenham Heathway;
- Chadwell Heath; and,
- Dagenham Riverside.

The balance of housing tenure types and designs will be different in each area, just as it is at present. Two principles should apply throughout however. First, there is a need for housing in the Borough to provide social justice: an adequate quantity of decent housing in every tenure, including social housing. Secondly, there is a need to diversify the housing mix, providing opportunities for a broader range of housing types and income levels.

These two principles are far from irreconcilable. On the contrary they are essential to ensuring that the area is true to its roots as a working class area whilst embracing the need to diversify its offer, being open as well to new and different communities.

A Comprehensive Strategy for New Community Building

The focus on creating a more coherent physical environment has strong implications for housing. Alongside the development of a land use plan, and the more specific urban design frameworks and guides for different areas within the Borough, are two other considerations. First, housing should be of all tenure forms. (Recommendation 20) This is important both for attracting a range of residents to the Borough, and for community building within specific areas, and across the Borough more generally. Second, it will be necessary to put in place appropriate safeguards to ensure that areas become and remain attractive for the private market. (Recommendation 21) For social housing tenants that will mean that rules and regulations should be clearly articulated and enforced where there are breaches. For the private rented sector, licensing accompanied by enforcement is crucial. Failing to enforce sends the wrong messages to landlords and tenants, and where breaches are tolerated, ultimately have a negative impact on an area. Finally, for owner-occupied properties, restrictive covenants should be used to limit the conversion of such properties to multiple occupancy. The Council needs to take further external advice but the Commission's view is that correctly applied covenants that restrict the tenure use of new residential developments, where the Council is either the landowner or has a land interest in the development or where the owner agrees voluntarily to introduce such covenants, could be used. This is an established feature of development in London, having been used by the GLA in the Albert Docks, Canning Town and elsewhere.

The Commission has also heard differing views on the future of social housing in the Borough. Its view is that the principles set out above of social justice and diversity of provision are the starting point for resolving the future of the Borough's housing: social and otherwise. The commitment to social justice is much more important than attachment to any particular tenure type. The Commission's view is that the creation of a vibrant mixed community with more, better quality and better managed stock is of greater importance than tenure type. But questions of tenure need to be resolved.

In relation to the existing council stock, the Council's 2007-2010 Housing Strategy reported on its exploration of undertaking a Large Scale Voluntary Transfer (LSVT). At that time, a LSVT was not pursued. However, changes in market conditions and policy options available to the Council suggest that there is a case for re-investigating a LSVT. (Recommendation 22) There is likely to be a financial advantage to the Council were it to pursue this avenue. However, a LSVT process may not be appropriate and tenure is, in any event, less important than enforcement.

New development is different. The intent and impact of the Government's housing policy are still emerging. It is hard to see a future in the near term for major building of traditional council housing. This has not stopped the Council innovating new forms of sub-market rented property. This should be accelerated with new forms of publicly provided private rented sector, starter homes and part ownership schemes brought forward. But Registered Providers, working with the Council could and should play a pivotal role in a more diverse provider base, building on the key role London & Quadrant now have in Barking Riverside.

To repeat, the traditional debate about tenure is less important than creating social justice and a more diverse community using the policies and funding as well as the market to deliver. This should be the focus not least since, with the New Homes Bonus and Forced Asset Sales now likely to affect the Council's finances profoundly, a failure to grow the market will cost the Council financially.

Area Strategic Frameworks and Design Guides

A strategic planning framework and urban design guide is needed for each area of the Borough. Each identified area is very different, and the process of preparing its specific design guide should reflect that character both in its content and in the process by which it is prepared. The active involvement of area stakeholders should be sought in highly participatory processes. (Recommendation 23). The complexion of key stakeholders, residential, retail business and interest group communities will however vary from area to area, and the process should reflect that diversity. Once agreed, there would be material considerations in planning applications and could, in some areas, lead to simplified planning zones being introduced without sacrificing the high quality the Council should expect.

Improving Planning Decision-Making

At present, planning in the Borough is overseen by an 18 member Development Control Board on which every ward is represented. The view of the Commission is that this is not fit for purpose, that the Board is mis-named and that it needs to be reformed. (Recommendation 24) As it currently stands it is unwieldy and this hinders its operation and application of a clear strategy for the Borough creating market uncertainty. It is not clear that it and the processes of consultation and deliberation with which it is associated are the ideal way of securing the interests of the community either.

The process of developing policy, engaging the community in the process and consulting are all issues dealt with elsewhere in this report. The view of the Commission is that these are more important than the Council currently allows for and need to be built in to the formation of policy. Once the Council has adopted policies, design guides and, in particular, where it has, as it should, simplified planning, essentially strategic planning decisions need to be the remit of a smaller executive body as is common in most other councils.

The Borough's Areas

Barking town centre, including the Upper Roding River

Barking town centre should be the initial priority and should be used as an exemplar for the Council's new approach to its urban areas. (Recommendation 25) The superior transport connectivity and close proximity to key economic areas in other parts of London, have already seen the housing market start to move positively. The tenure and price mix of the area should encourage a more aspirational population, although the town centre should be an area for all household income and family types, with a well-designed urban feel.

To achieve this, the town centre should continue its direction towards becoming a more urban centre, with an active, interesting street life, a broad range of retail and restaurants and places of employment. The attention currently being shown to the public realm should be extended across the town centre, connecting key features such as Barking Station, the heritage areas around the Abbey and the riverside.

To the west of the town centre the Upper Roding area should become a destination with well-designed, compact, high-quality housing with a distinct sense of place. (Recommendation 26) The Upper Roding should become a place for both leisure opportunities and a particular kind of new economy workplace, with the possibility of other institutions alongside the Ice House explored. The potential, discussed later under the business section, for the relocated Billingsgate fish market and associated visitor attraction could have a significant positive impact at the edge of the town centre if properly designed from a functional and visitation perspective.

The Commission recommends that:

- The planning framework for the town centre should consider how to link retail and transport areas to the wider town centre and adjacent residential areas, including the Upper Roding River area. (Recommendation 27)
- The Council should develop an urban design framework for all new town centre housing developments. This should include a specific sub-section on housing on the Roding Riverside to articulate key design features and the need to build high density, high quality, flexible housing with a mixed tenure, including aspirational ownership as well as private rental. (Recommendation 28)
- A major retail redevelopment is a medium-term priority for Barking town centre. The initial focus should be on public realm improvements, making better connections to the station, the riverside and heritage features and on improving the residential offer. Further evaluations of retail redevelopment should be undertaken once this has been achieved. (Recommendation 29)
- The master planning of the town centre and the Upper Roding should improve the legibility of pedestrian routes between them and Barking Station. (Recommendation 30)
- Working with stakeholders, including TfL and C2C, to ensure that in the short-term Barking Station is upgraded, such as with increased ticketing facilities and entrance/exit barriers, alongside improved access, should be a priority for the Council. In the medium and longer-term effective, integrated transport links connecting Barking Station with areas across the Borough will need to be developed. (Recommendation 31)

- River-edge design on the Roding River should enable access for all to leisure facilities at Barking Riverside, working with stakeholders to create an open, accessible, attractive area. (Recommendation 32)
- Options to encourage residential, restaurant and retail moorings along the Upper Roding should be explored. (Recommendation 33)
- Tactical purchasing of properties on the Roding Riverside should be undertaken to support the development of the area and ensure easy access. (Recommendation 34)
- The Ice House area should be extended and some of the existing offices converted to produce flexible live workspace catering for the needs of the cultural, digital and creative sectors. Mixed-use zones should be created to facilitate mixed residential/art areas across the Borough. (Recommendation 35)

Barking Riverside, including the Lower Roding River

Barking Riverside is an area of great importance to the Borough. It represents a major land development resource of metropolitan significance, an opportunity to create a significant new London district and an important component of the repositioning of the role and character of Barking and Dagenham.

The Commission does not believe the development of Barking Riverside solely through the partnership between the developers, the GLA, and the Council as currently structured is likely to maximise the value of the site in the long run. The Commission is persuaded that the lines of accountability and leadership are neither sufficiently clear nor present enough in the Borough and that these two facts alone constitute a continuing likely barrier. This is one of the principal reasons why the Commission recommends the creation of a Borough wide regeneration company which would have the developers, GLA, TfL and the Council represented at senior level on the board and in its day-to-day operation.

Development of Barking Riverside has been underway for a decade. It is the view of the Commission that now is the time to pause and to assess the successes and shortcomings of what has been developed to date and set the direction for its future build-out. (Recommendation 36) This assessment should be undertaken involving the opinions and attitudes of those most affected by the character of the development – those who are now living and working there. It should also take broader opinion, from precedents and practitioners with experience in new community building, urban design, employment creation, environmental design and transport.

This mid-development review comes at a propitious time as the development management responsibility for Barking Riverside is in flux. A new community development and design plan would set a new mandate for this critical opportunity. (Recommendation 37)

Barking Riverside remains a 15 to 20-year project and only some of the total immediate and medium-term housing development in the Borough will be met from this development. However, it is in contemporary times as important a development as the Becontree estate was in the 1930s. It is therefore critical that it is made a great place.

The Commission recommends that:

- A formal review of the successes and shortcomings of Barking Riverside should be undertaken, with the intensive involvement of the current population, both living and working, and seeking expert advice in the areas of community building, urban design, employment creation, environmental design and transport. (Recommendation 38)
That review should be structured around the issues listed below.
 - Overcoming Isolation: Current connections between Barking Riverside and the rest of the Borough are poor, blocked by power line pylon corridors, residual industrial areas and the A13 corridor. The unattractiveness and extent of these unsatisfactory connections to the rest of the Borough, and to London, risk leaving Barking Riverside as an isolated place apart, an unhealthy condition for any urban district with potential negative consequences for good community building.
 - Community Use Structure: Barking Riverside risks becoming a single, residential use area, with little employment, leisure, retail or other activity. Experience with other new communities suggests it is critical to ensure a healthy mix of reasons for people outside the development to visit it and that the place has the richer character of a multi-use urban district. Live/work, local entrepreneurship and similar employment opportunities must be built into the master plan, along with more conventional business locations. (Recommendation 39)
 - Transport Connectivity: The extension of the London Overground line into the development is to be welcomed but it can only be a part of a much richer network of transport connectivity within Barking Riverside and to wider London destinations. The extension of the London Overground line from Barking to Gospel Oak into Barking Riverside is welcome. However, a broader transport plan must be developed to properly service a sustainable community. (Recommendation 40)
The segregated busways of the kind envisaged thus far are the bare minimum that is needed for a development of this size and importance. Additional transport options should remain under investigation including the longer term extension of the Docklands Light Railway. (Recommendation 41) Given the cost and timescales involved in these options, early alternatives should be investigated including extending segregated/guided busways from Barking Riverside across the River Roding into the Royal Docks area. (Recommendation 42)
 - Urban Design: The as-built results in land-use and urban and open space design of the current master plan should be re-visited after a thorough assessment of their success. Much of what has been built appears to lack variety and diversity and thus the flexibility to adapt to change. There may be scale issues in the relationship of open spaces to buildings and the asset of the river frontage appears under-developed. A range of architectural and landscape design should be involved so as to avoid a 'project' feeling that would be negative to its broader attractiveness. (Recommendation 43)

- Community Infrastructure: There is a critical need to support the emergence of a healthy, vibrant and welcoming community through the provision of both major community infrastructure – schools, day care, leisure facilities – and the emergence of informal meeting places – cafes, street life, small public spaces, etc. The master plan should be revisited to assess strategies and locations for both large and small community infrastructure. (Recommendation 44)
- Strong consideration should be given to the removal or burying of the existing power lines and other non-desirable industrial assets without which Barking Riverside is unlikely to fulfil its full potential. (Recommendation 45)
- The Barking town centre/River Roding/River Road entranceway to Barking Riverside needs to be improved in the short to medium term, both as an entrance to the area and as a connection to other parts of the Borough. (Recommendation 46)
- Discussions should be initiated with public service and other large-scale employers pan-London to establish Barking Riverside as an area for key workers to live with sub-market rental properties, as well as owner occupied and shared ownership options. (Recommendation 47)
- The next phase of development of Barking Riverside should be linked to that of the Upper Roding Riverside and Barking town centre regeneration. (Recommendation 48) First, dramatically improving road access from Barking town centre via the A13 including action to enhance the visual appeal of the area, dealing with some of the worst industrial dereliction and improving the quality of the road. Second, there needs to be a better developed link between Barking Riverside and Barking town centre, through early action to relocate the existing waste and light industry industries that exist. This could be done through the provision of an alternative space within the Borough, such as in Dagenham Riverside, and through the use of incentives. The area between the town centre and Barking Riverside could then emerge as inexpensive, flexible business and live/work space, similar in many ways to the kind of districts emerging in Shoreditch and Hackney.
- There is a compelling case to look at what can be done to open up the Thames Riverside in the years before it is redeveloped as well as to ensure in this period and subsequently, that the Riverside is open to the public. The area has a rich natural heritage which too few residents can currently enjoy. So merely opening up access and creating leisure use is an important start. The mud flats to the east of the wharf could become a wetlands area and the Council should examine if there is a role for the Wetlands Wildlife Trust to undertake a venture similar to that at the Barnes reservoirs. (Recommendation 49)
- Whilst the Commission is mindful that meanwhile uses can be expensive, and can distort priorities because of this, the Council should, nevertheless, work with developers and other local stakeholders to identify meanwhile uses. (Recommendation 50) Using temporary buildings, such as containers and school buildings, are potential sources of space. Such meanwhile uses could include retail and business space as the area grows, as well as areas for the community to share.

Becontree, including Dagenham Heathway

The Becontree estate was an area of excellence when built, and has proved resilient in the decades since. The area should continue this role as a high-quality suburban neighbourhood with excellent amenities and a distinctive character. The Council's objectives in this area should be to support that character by reinstating some of the soft infrastructure lost in recent decades including trees and hedges, by infilling in and around the estates with new housing and by improving community facilities.

The Becontree estate in Dagenham should be an important early priority for action. The Council's aim should be to restore the estate to its former glory as a place with not only an urban form of character but also a 'moral purpose', with the recreation of sense of suburban dignity central to the conception of the estate.

The Commission recommends:

- The development of a master plan framework and urban design guide with two essential purposes. First, it should identify and guide the infill housing development opportunities that could be built in the area. Second, it should identify a programme of environmental improvements to be made in the area, including tree planting, the reinstatement of hedges and fencing in properties currently owned by the Council. (Recommendation 51)
- Management regulations should be developed for the estate to constrain and to enforce the stronger regulation of private landlords through the Council's licensing scheme. This will contribute to making the area a desirable, 'suburban' area that will attract and retain families. (Recommendation 52)
- Limited on-street parking (by paid permit), accompanied by free, communal parking, should be made available in some of the infill sites to residents. (Recommendation 53)
- The area should become a Conservation Area and associated regulations appropriately enforced. (Recommendation 54) This is an area of unique character whose resilience has an important role in the Borough's future. Protecting the features that have contributed to its past strengths is critical to enabling it to fulfil its future potential.
- Iconic community facilities should be improved, with the community encouraged to manage them. (Recommendation 55) This would not only improve facilities, but also create spaces in which communities can interact, with all of the accompanying benefits to social cohesion.
- The selective redevelopment of existing retail areas would help improve the attractiveness of the area to current and new residents. (Recommendation 56) Such redevelopments should be in keeping with the area, and the Council should examine schemes, such as the Heritage Lottery Fund's Townscape Heritage Initiative, to support that redevelopment.
- The capital requirements of regeneration in this part of the Borough are unlikely to be met solely through receipts from new infill developments. With external funding likely to be scarce, the Council should look to its Borough wide regeneration company to undertake the management of the Borough's housing assets, including taking responsibility for some infill development. (Recommendation 57)

- The Council should consider the tactical purchasing of properties in the area. These properties could be developed as exemplars of the 'moral purpose' the Council is seeking to reinvigorate. (Recommendation 58) They, and other properties, could be used as key worker housing, such as for teachers and social workers, helping to support the recruitment and retention of such staff necessary for the raising of educational and community standards advanced elsewhere in this report.

Chadwell Heath

The regeneration of Chadwell Heath should be a priority by virtue of the imminent arrival of Crossrail. (Recommendation 59) At the moment the area is mixed with a large and diverse residential offer alongside industrial and limited retail opportunities. The Council plans to relocate existing light industrial uses to facilitate new housing. Such uses should be retained elsewhere in the Borough whilst an investigation should also be made of what new business uses could be encouraged on other sites, as well as retail, to take advantage of the newfound connectivity of the area.

Once Crossrail is operational in 2019, Chadwell Heath will have the highest level of connectivity in the Borough, an opportunity not to be restricted just to residential development. The potential for retail and employment opportunities that could be brought to the Borough should be examined, focusing on those that would add to rather than displace activity from elsewhere in Barking and Dagenham.

The Commission recommends that:

- A strategic framework should be prepared that plans for a mixed residential, employment and retail area, proposing a rich mix and working with developers as well as communities in its formulation. (Recommendation 60)
- The Council should ensure that the residential developments in the area are of mixed tenure, including aspirational housing. (Recommendation 61)
- It seems likely that the evolving plans at Chadwell Heath may lead to the need for relocation of some existing industrial premises. Proactive work is needed with employers to find alternative sites in Barking and Dagenham. (Recommendation 62)

Dagenham Riverside

Dagenham Riverside, in the south-east of the Borough, contains a mix of residential and industrial areas, as well as significant areas of vacant land. It is the part of the Borough with the least clearly defined identity but a unique balance between housing and employment uses. Retaining some industrial areas is important for the development of the Borough. The strategy should not be to sterilise the Borough by removing what are often unpopular industries, but about carefully considering what types of activities are economically valuable and/or can be made compatible with a broader environmental agenda.

The Commission recommends:

- A strategic land-use framework for the area should be prepared that acknowledges the value of different land use in the area, and provides clear guidance on the way in which these different uses can be sympathetically accommodated. (Recommendation 63)
- There are already key areas of economic activity in Dagenham Riverside, including the London Sustainable Industries Park, and this is one area the Council could consider for the relocation of some businesses, such as those in the 'entrance' to Barking Riverside. (Recommendation 64)
- A proposal has been made to develop an industrial museum, based on the Borough's heritage, on the Beam Park site. A destination attraction should be welcomed provided it is integrated into transport links, such as the new station, and that the wider needs to make the area a 'destination' are considered, including what other leisure facilities there will be. (Recommendation 65)

A13 Corridor

The A13 is a major arterial road that links central London with east London and south Essex. Despite its strategic importance, it has a significantly negative impact on the surrounding area within the Borough of Barking and Dagenham. Due to the high volume of traffic, including freight, the road represents a visual as well as physical obstacle, causing noise and reducing air quality. In addition, in the 1960s, a temporary flyover was built at Movers Lane/ River Road which is still to be replaced with a permanent structure.

One of the recurring themes in debates about physical development of the Borough has been the pivotal role of, and the problems caused by the A13. The Council has outlined the proposals developed jointly between it, the GLA and TfL for the road to be partially tunnelled and indicated it is a priority for the Council leadership and the GLA.

The Commission recommends:

- The removal of the barrier of the A13 corridor by burying the roadway. The development of lands freed up by that initiative should be an important medium to long-term priority. (Recommendation 66) The regeneration benefits for the Borough are considerable and could probably not be achieved through any other route. The transport benefits are less clear, as is the level of risk the Council would bear if the project were to proceed. However, because the project has the potential to leverage considerable external funding that would not otherwise be available to Barking and Dagenham, the Commission supports the further development of this proposal subject to the caveats above.

Opportunities and Potential: Supporting People

The excellence and resilience found in the Borough have also been a feature of the people who live there. Enterprising, ambitious and adventurous: residents of the Borough have caught fish in distant seas, come from Dundee, Cork and Manchester to work in new factories from jute to Ford, and more recently have come from even further afield to build new lives for themselves and their families in Barking and Dagenham. And in 2013, rates of business formation in the Borough outstripped both the London and UK averages. This is not about failing to recognise the challenges that many people in the Borough confront in fulfilling their potential – but that there is an excellence and a resilience that tell a story about the Borough and its people that is relevant today.

The challenges the white, working-class community confronts has been associated with the idea of the precariat. Although at first understood as referring to seasonal workers, it has come to be used to refer to those who are in insecure labour market positions, epitomised today by the zero-hours contract or periods of low-pay/low-skilled work and unemployment. The unity of work, which once bound people, such as those who worked for Ford, is lost.

Instead, labour market insecurity, accompanied by the longer-term consequences, including ill health, a sense of rootlessness and a loss of ambition is what many face. Beveridge's five ills of want, disease, ignorance, squalor and idleness appear to be just as relevant as they were in 1942, although the solution is not.

Although vulnerability and precariousness are not the preserve of a single group within the Borough the white working class communities, have faced daunting challenges with the loss of traditional industries. The data suggest that significant interventions will be required to address their needs if every one in the Borough is to have the opportunity to fulfil their potential. However, such interventions should not just be focused on one specific ethnic group; evidence should be used to identify problems. In short, the root causes that frame many of the challenges in the Borough are the low skills and qualifications base, and low incomes. For some communities in the Borough there is a high level of motivation to change that, for others there is little motivation. Tackling those root causes will be central to improving the position and outcomes for all in the Borough.

The Borough is a low wage Borough. In 2013, the Office of the National Statistics estimated that 29 per cent of the Borough's residents who were employees earned less than the London Living Wage, the fourth lowest in London. The consequences of this are about far more than financial insecurity and have far-reaching impacts for individuals and families, with children living in low pay households more likely to experience negative cognitive, socio-behavioural and health outcomes. Such relationships are complex but what is clear is that raising the income levels within the Borough would have a wider, positive consequences.

Ensuring that people have the capabilities and capacities to benefit from the opportunities that come to the Borough, and those around it, will be critical to creating prosperity and cohesiveness. In the short-term it will require a commitment to ensure that every child's most basic social needs are met: no child should go to nursery or school hungry and inadequately clothed, as is experienced by some in the Borough.

It will require vision and a long-term commitment to driving up the ambitions of the people, businesses and public services within the Borough, and enabling them to fulfil those aspirations. Success will require working in partnership with a wide range of stakeholders in order to leverage the skills and assets that exist that can contribute to this agenda. There is no quick fix. However, without a sustained commitment to improving the opportunities for people in the Borough the ambition will be lost.

To that end, the Commission therefore makes the following recommendations.

Early Years

The Children's Centres within the Borough are already performing well, with 100 per cent rated good or better. Tackling the complex challenges many children confront and enabling them to make the best of their lives demands early, cross-sector action. Indeed, the whole community approach which involves a wide range of actors, from families to the community and statutory services, is needed for children to achieve the best outcomes. Interventions are required across a variety of areas, but a holistic approach that ensures families and children receive the support they require is essential. (Recommendation 67) Tackling disadvantage early will contribute to addressing longer-term challenges.

Unicef works with a number of UK local authorities, supporting them to become better equipped at addressing the needs of children through collaboration and empowering children to play a more active role in the actions and decisions that effect them. The Council has already adopted Unicef's child rights-based approach which puts children at the centre of public services. Further work with Unicef should be examined to increase the focus on changing the way in which services that affect children are planned and delivered, in order to enable children to reach their full potential. (Recommendation 68)

A multi-agency early intervention strategic partnership could play a critical role in developing and implementing the range of interventions needed during early years. Such a partnership should be driven by the Council, and have as its focus the need to break the cycle of poor outcomes, including health, poverty and education. (Recommendation 69) Nor should the partnership only be narrowly focused on children. A partnership approach focused on providing parents with the support they require should also be integral to their work. Work has already been undertaken in this area, both through the Troubled Families Programme and the Children's Centres, and there is the potential to broaden and scale up effective interventions.

The Council should take a creative approach to the identification of institutions, organisations and companies who could be partnered with to support childhood and educational development. (Recommendation 70) These could include livery companies adopting early years provision, companies providing resources, such as school breakfasts to help ensure children have their basic needs met, through to organisations that bring the holistic approach encapsulated in the Canadian 'Pathways to Education' programme.

Education and aspirations

Despite notable improvements, including an increase in GCSE attainment 18 per cent higher than the London average (2005-2015), educational attainment in the Borough remains low by the standards of London. Greater ambition within the Borough is central to driving up educational attainment more rapidly and expanding the opportunities for people in the Borough.

The Commission recommends that the Borough should be more ambitious in raising aspirations and educational outcomes. (Recommendation 71) This is not just a matter for schools, but requires a holistic approach that recognises the crucial role a wide range of stakeholders play in contributing to widening horizons and raising aspirations.

The Council should put in place a programme to raise awareness of educational underachievement, and its long-term implications, amongst teachers, officers and members. (Recommendation 72) Practitioner-led training programmes should be developed that focus on informing and supporting teachers to raise educational attainment amongst students.

Schools have a critical role to play in raising aspirations. The Council should ensure that raising aspirations and educational attainment is central to the activities of every school in the Borough. (Recommendation 73) Detailed data on every child will be crucial to this process, enabling the identification of underachievement and the deployment of early interventions amongst those students at risk of failing to fulfil their potential.

Some of the significant steps in improving educational attainment that occurred in the Borough took place during the London Challenge. A new London Challenge-style programme should be introduced to tackle the disparities in educational attainment in the Borough. The Council should examine how funding can be accessed to support the programme. (Recommendation 74)

Targeted encouragement and support should be focused on disadvantaged groups within the education system. (Recommendation 75) In particular, white British boys who have been identified as falling behind in the Borough, should benefit from out of school learning and study opportunities.

Recognising the holistic approach required to address educational underachievement, strong partnerships between schools and other stakeholders, including the community and voluntary sectors, and business, should be established focusing on providing the social, emotional and practical support children and families require. (Recommendation 76)

The Council should pursue an initiative with Teach First that would ensure teachers stayed longer within the schools. (Recommendation 77) This could be linked to the provision of affordable housing and the Council should examine negotiating a reduction in student loans as part of a wider incentive to retain teachers.

The Council should engage with livery companies associated with traditional industries in the Borough and seek long-term partnerships through school 'adoption'. (Recommendation 78) The potential of the livery companies-schools link to provide employment, training and other opportunities directly and through their networks for students in the Borough should also be examined by the Council.

Ensuring that there is affordable and desirable housing, of various types, is important in recruiting and retaining teachers, particularly at senior levels. In order to help make the Borough an attractive one for teachers, and other key workers, the Commission recommends that the Borough make available housing, in a mix of styles that meet the needs of people at different stages of their lives (smaller apartments through to family homes). (Recommendation 79)

Specific tutoring support, either in one-to-one or small groups, has been shown to be beneficial to increasing the attainment of students. The Council should persuade tutoring organisations, including those that draw on tutors from the private sector (such as The Access Project – which matches students from disadvantaged backgrounds with volunteers from the private sector to help them get into Russell Group universities) or those that utilise university students, such as the Manchester based charity Tutor Trust, to support students in the Borough. (Recommendation 80)

Working with parents is crucial to raising aspirations, but the challenge of doing so should not be underestimated and a multi-stakeholder approach is required. Schools should identify and develop strategies, drawing on successful examples from both inside and outside the Borough, to help engage parents where low aspirations are a hindrance on children's performance. (Recommendation 81)

Schools should adopt an experiential approach to the curriculum, which incorporates the cultural entitlement statements adopted by school governing bodies in the Borough, enabling students to have wide-ranging experiences that both inform their learning and contribute to widening their horizons. This could include activities across London, as well as a 'Model UN' activity, harnessing philanthropy to support the activity. (Recommendation 82)

The Council should ensure that schools in the Borough are providing careers education, as distinct from individual advice and guidance, to students from a young age. (Recommendation 83) Widening vistas to a wider-range of opportunities would contribute to helping improve ambition and educational attainment amongst students.

The Council should build on the early work of the Cultural Education Partnership, and explore with stakeholders as to how its approach could be harnessed not only to raise educational attainment and progression in the creative sectors, but also to build and foster inclusive and cohesive communities. (Recommendation 84)

The Council should explore the potential of working with high quality academy chains, and other education providers, to contribute to improving educational attainment. (Recommendation 85)

The educational performance of the Borough is considered elsewhere in this report. There is a case for urgent investigation for the creation of a consolidated new sixth form centre for Barking and Dagenham and indeed to serve a wider catchment area. (Recommendation 86) This could be a new facility providing footfall around one of the existing urban centres in either Barking or Dagenham, although its principal objectives naturally would be to provide an excellent new facility to improve educational performance, linking local students with higher education including the best universities in the country.

Skills and Employment

Increasing the skills and qualifications base of the Borough is crucial to tackling the precariousness which many individuals confront. The absence of a skills strategy and baseline studies around the growth sectors and job creation potential, or an explicit consideration of the skills needs of areas with high employment growth potential, such as Stratford and Canary Wharf, highlights that this is an area where the Borough needs to invest.

To that end:

The Council should develop an in-depth evidence base, including baseline studies, around the potential growth sectors within the Borough. (Recommendation 87) This should be mapped to skills within the area, and a strategy developed in partnership with a range of stakeholders from the business, and education and training sectors, to develop skills amongst local people.

Given the role of the Borough within London's wider economy, notably as a net exporter of labour, the Council should identify employment growth potential in other areas of London, including Stratford and Canary Wharf, and ensure training and skills provision is aligned. (Recommendation 88)

New business and retail developments, with job growth potential, should be accompanied by Council co-ordinated stakeholder engagement that provides targeted, integrated support in neighbourhoods to provide pre-employment and employment preparation. (Recommendation 89) Working in this way can help to ensure that residents are job ready for the employment opportunities that accompany new developments.

Addressing social and economic vulnerability is an important step in fostering a more prosperous community. The Council should work with stakeholders, including employment support organisations and demonstrably successful organisations, to identify how people at a distance from the labour market can be supported into work. (Recommendation 90) Partners, such as trade unions through the UnionLearn programme and the Workers' Educational Association, who have successfully delivered skills and training development to those both in and out of work, should also be included.

Ensuring that those able to work are supported to do so is crucial. Within the Borough Employment Support Allowance (and incapacity benefits) are at rates significantly higher than in London. Enabling those who can work to enter the labour market, requires targeted support. The Work Programme is being replaced with the Work and Health Programme. Ensuring that health care and employment support are integrated will be essential and the Council should play a facilitative role in bringing employers, health care professionals and employment service providers together to focus on supporting people into work. (Recommendation 91)

Working in partnership with a range of stakeholders, including health care and social economy organisations, the Council should ensure that the tangible and intangible barriers, such as skills and confidence, that many distanced from the labour market confront are addressed. Peer support mechanisms, alongside individual placement and support services, should be an integral part of these activities. (Recommendation 92)

Social Cohesion and Well-Being

The changes the Borough has faced in recent decades, as traditional industries have declined and the population has radically altered, have brought with them challenges for building and sustaining social cohesion. Creating social cohesion is complex and requires approaches that recognise the multi-faceted barriers that can impact on it, including poor health outcomes, education and skills, precariousness and vulnerability. Given the complexity of the challenges, the Borough cannot act alone, but it should nevertheless play a catalytic role.

More inclusive policy and strategy making, as well as implementation, can play an important role in fostering social cohesion, contributing to building and engaging civil society, and empowering communities. The Borough needs to ensure that there are consistent cues and signals from officers and members that demonstrate its ongoing commitment to more collaborative ways of working. (Recommendation 93)

In order to facilitate the involvement of the community and voluntary sectors, capacity development will be required. To that end the Borough should invest in this, in order to enable the community and voluntary sectors to develop the skills needed to participate fully in such processes. (Recommendation 94) This will also support the creation of alternative power bases and dissonant voices within the Borough, which is important in improving the quality of involvement and debate.

Complex linkages exist between the range of factors that contribute to precariousness, including health, housing, educational attainment and employment. Such complexity requires innovation, however innovative capacity within both the local authority and the voluntary sector is low. Enhancing the innovative capacity of the local authority, and the institutional and policy environments in which the voluntary sector functions, will have a positive impact on it. Rather than being reactive, the Council and others need to work together to maximise the impact of resources available and develop strategic/innovative approaches. Acknowledging the assets partners bring and developing trust between partners will help develop that innovative capacity.

Schools should support the development of healthy lifestyles and active citizenship through their curricular and extra-curricular activities. (Recommendation 95) This needs to be more than information and encouragement, but embedded in the way in which schools function.

Ensuring that there is mixed housing tenure, rather than pockets of affluence, is only part of the process for creating social cohesion. The Council should ensure that there are appropriate, neutral spaces included in developments that support and facilitate the coming together of different communities. (Recommendation 96)

Peer support schemes can be highly effective in helping people to manage new and chronic illness. The Council should work with health care providers and social economy organisations to identify where peer support schemes could be put in place beyond those that already exist in the Borough. (Recommendation 97) For those who are unable to work, they can play an important role in creating and sustaining social cohesion. For those for whom a return to work is possible, their role in providing support could in turn be linked to training and skills provision, helping people towards work in specific sectors.

There is a strong role for culture to play in the Borough. Culture can contribute to socio-economic development, and also helps support the creation and maintenance of social capital. The Council should harness the potential of cultural activities to support their wider well-being agenda and as a way of creating a strong, positive vision of the area. Activities such as a biennale in Barking Riverside or a Festival of Suburbia in Becontree should be examined. (Recommendation 98)

Supporting and Growing Business

The Borough is best understood as part of the London economy. The employment that will be coming online in Stratford around the Olympic Park and which exists in central London and Canary Wharf are fundamentally important to the future of the people of Barking and Dagenham. This is not new. The Borough has always had a role as a commuter area. But this is increasing and is expected to continue to do so. Accordingly, residents need the skills to be able to access the range of jobs available throughout London.

But the local business space matters too. Ford remains a major employer but one with whom there is little dialogue. This needs to change. There are many other existing smaller employers where links seem similarly under-developed. There also seems to be something of a track record of losing major businesses that might, with relatively modest changes in policy, have remained a source of local employment at all levels of the labour market. The manufacturer of electronic equipment, Alba, is one name that has repeatedly cropped up. And, with the advent of the Crossrail station at Chadwell Heath, it is likely that there will be losses of businesses there too unless the Council actively seeks to keep them in the Borough which, at the moment, it is not.

So the Borough has a business base and it also has within close proximity important institutions such as CEME: The Centre for Engineering and Manufacturing Excellence. This is a very high quality centre for research, business support skills and education. It plays an insufficient role in the life of the borough and, given its origins (with Ford) and focus of operations, could and should play a bigger one.

At present there is no obvious strategy on the part of the Council (or indeed east London more generally) for ramping up the levels of activity or even working with the companies in the area now. Most strikingly of all, CEME has given the Commission evidence that they suffer from a lack of grow-on space for the companies they incubate and indeed they lack incubator space. The companies for whom facilities are not available are often lost to the Borough. This is consistent with other anecdotal information the Commission has received and the clear evidence in the data of a robust new business formation rate.

So the conclusion of the Commission is that in many material respects, the Borough and indeed its partners in east London have got work to do on the basics of economic development: stewarding the existing business space, ensuring the ready supply of sites and premises and quite possibly of adequate skills and other support as well.

Immediate next steps on business

- The Commission recommends that the Borough undertakes five immediate steps to help to formulate a new approach to the development of its business base:
 - A register of businesses should be compiled and a survey of all businesses undertaken. (Recommendation 99) The principal aim of this would be to establish immediate locational issues such as the potential for growth or indeed withdrawal, satisfaction with existing services and identification of business needs.
 - A market assessment should be undertaken drawing in property agents and advisors from across London to establish market perceptions of the Borough and the kinds of projects for which it needs to create capacity in terms of available sites and premises. (Recommendation 100)
 - A full inventory of available sites and premises should be undertaken to analyse the stock. (Recommendation 101) This should not be a merely quantitative exercise but also a qualitative one. The key issue is ensuring that the Borough has a ready supply of what businesses need.
 - To guide the Borough through this process, a Business Leadership Team should be established to advise the Leader of the Council. (Recommendation 102) This should be a small group comprising a handful of large, medium and small businesses whose role would be, in the short-term, to ensure that the business agenda is developed in a timely fashion, providing a business perspective. This group might wish to consider the idea of publishing a business manifesto for the Borough.
 - The Council should establish a ‘task and finish’ team to work with businesses in Chadwell Heath in order to retain them within the Borough. (Recommendation 103)

The Commission has identified a number of projects which should be further developed and pursued by the Council. These projects, along with aspects of the immediate steps set out above, could be undertaken either by the Council acting alone or together with the other members of the North East London Strategic Alliance. Either way the Commission is of the view that this activity would be best undertaken in Barking and Dagenham by the Borough wide regeneration company.

Strategic Projects for Business

There are some sectors where the Borough ought to have comparative advantage because of its location and existing business base. These are relatively few. Rather than take an excessively sectorally led approach to growth sectors, the Commission takes the view that the priority for the Borough is the creation of suitable conditions for businesses generally. In this regard, a number of priority projects emerge:

- Smart Business Parks. The Commission has looked at a number of examples of such parks, including The Sharp Project in Manchester. It seems highly likely to the Commission that there is a niche, for the private sector to be encouraged to develop, for a facility as appropriate to the Borough as The Sharp Project is to Manchester. (Recommendation 104) This is likely to have the characteristics of being cheap and flexible, whilst having outstanding levels of service including highly specified internet access.

- A digital pilot. Given the amount of residential and business development likely to take place in the Borough over the next few years, and in the light of the commitment by the Government in the Spending Review for improved high-speed digital access, there is a case for the Borough to make more strongly than most for being a pilot area for a high speed digital hub. (Recommendation 105) Broadband speeds in London are generally low and a specification in all regeneration schemes for ducting to be brought directly from the main fibre pipes to each business and residential premise could provide enough incentive for a broadband operator to enter into partnership for a high-speed (100 megabyte plus fibre based service) to be trialled.
- A programme of environmental and transport improvements in business parks, alongside the development of new facilities, such as incubator space at CEME, all are highly likely to form part of the programme in the next phase although the precise nature of these should await the outcome of an urgent business survey and other activities in the early action programme.
- Also to be specified quickly following the business survey would be requirements for live/workspace. These should be integral to each of the urban design frameworks described elsewhere in this report.

Anchor Institutions

One of the very noticeable features of the Borough is that it has a remarkably limited number of these institutions. An anchor institution refers to a significant, non-profit institution which once established, tends not to move location, becomes identified with the area, and is a significant driver of visitor numbers and therefore of economic growth throughout the area. Securing such institutions is a difficult task indeed. But, given the opportunities and needs of the Borough, the Commission believes that the Council should pursue a number of different opportunities:

- Pre-eminent among these is the relocation of the Billingsgate fish market. As the Borough is aware, the City of London is pursuing a variety of potential relocation options. Nowhere can have a better claim on locational or heritage grounds than Barking and Dagenham. Moreover, the Commission believes that a relocated Billingsgate fish market could be allied to a visitor attraction based on the heritage of Barking and its fishing fleet as well as providing an anchor for a visitor offer for food related retail and leisure activities. (Recommendation 106)
- The work of the Commission has taken place against the background of a burgeoning London construction sector with almost weekly reports of skills shortages and a clear evidence base that these are hampering the development of the economy of the capital. There is inadequate capacity in core construction trades and indeed for a range of specialised trades too. Given that London is currently badly served and that the Borough has local labour supply capacity, a facility to provide an anchor institution for the Borough, and to meet the needs of the capital seems an obvious target for further investigation. (Recommendation 107)

- One anchor institution the Borough does have on its boundary is CEME. It is a very well-designed institution which could be further developed to serve the needs of the Borough and indeed the wider east London area. The Commission is aware that a review process of developments is under way there. The Council should work with this process, along with other partners, to establish how CEME could develop further to meet the needs of local, national and international businesses. (Recommendation 108) One option would be to seek designation of CEME as part of a Catapult Centre.

Working Together

Central to the future success of the Borough will be the capacity to work together with others. The Commission has an additional recommendation from those above. The Council should put in place a formal structure that brings together representatives from the public and private sector as well as community and third sector organisations. (Recommendation 109)

The purpose of this would be to provide a structure where there can be meaningful discussion and engagement around the development and implementation of the strategic priorities of the Borough. By providing a place for debate and discussion there is the opportunity for people to feel that their needs and concerns have been heard and understood, and from there to create a greater sense of ownership and responsibility for strategic priorities and their implementation. The success of such a 'civic forum' will rest on some of the earlier recommendations, including building capacity amongst the community and voluntary sectors, as well as engendering trust and a belief in the new agenda for the Borough.

Conclusions

The Borough's stated ambition of being "One Borough – London's Growth Opportunity" raises a crucial question of how it does that whilst facilitating a more prosperous and inclusive Barking and Dagenham, enabling and empowering the community to fulfil its potential.

The Borough has solid foundations upon which to build. But harnessing that potential requires new ways of working. The Growth Commission has focused on how the conditions that will enable this to occur can be created. Central to this is the need for the Council to recognise when to lead, and when to step back, allowing the most appropriate stakeholders to lead. Developing this shared leadership model will not be easy. But without the willingness to embrace new ways of working the potential of the Borough will not be developed to its fullest.

Crucially the Council must accept that the ways of working embodied in the early action plan and recommendations of the Growth Commission are:

- I. Necessary. There is no room for complacency. If the Council is to create the step-change necessary to entitle it to be what the vision describes then it is necessary to accept that new ways of working are needed.
- II. Long-term. Short-term fixes are not the answer. Everything has to be about creating a long term agenda, with short term achievements being stepping stones to the achievement of this goal. The Council must recognise that the new ways of working, of leading some things and letting others lead where appropriate, is permanent.
- III. For everyone in the Council and beyond in the Borough. The whole system approach needed to work in new ways demands a unity of purpose across the whole organisation, with every part of the Council and in every part of the community supporting and actively delivering on the new agenda.

This report sets out a wide range of recommendations. Not all are of equal importance. Some are essential: in particular, the 10 point programme of early action points set out in section two. This is what the Council should focus on immediately. Thereafter, as capacity comes on stream, the wider recommendations should be considered and prioritised and an action plan developed and implemented.

Annex 1: Growth Commission Terms of Reference

The Growth Commission will be an independently run review, requested by the Council and supported by our key partners in London and the sub-region, but run independently, taking place in 2015, reporting by the end of the year.

The Commission will review the Council's vision that it becomes London's Growth Opportunity.

It will provide advice on the extent to which that is realistic and if it is to be achieved, what needs to be done and by whom to enable the vision to be delivered.

The Growth Commission will:

- Examine a range of options, and the likely impact of pursuing those options, for the future development of the Borough.
- Identify and critically evaluate a series of potentially game changing proposals aimed at:
 - Maximising the contribution of London Borough of Barking and Dagenham and its people to, and their integration with, the London economy;
 - Growing the economic base of the Borough by forging a new relationship between the public and private sectors, including the investor community;
 - Creating new, vibrant and sustainable communities within the Borough, ensuring effective integration both between existing communities and with the economy and built environment;
 - Enabling everyone in London Borough of Barking and Dagenham to maximise their own potential to contribute to a vibrant economy and society; and,
 - Make recommendations to the Borough and its partners for the implementation of the findings of the Commission.

The Commission will do this by:

- Holding a series of evidence sessions which will take the views of a variety of stakeholders from the private and public sectors as well as the community.
- Commissioning a series of reports from the Council and others on different aspects of the Borough, its population, economy and infrastructure.
- Holding private consultations with a range of stakeholders with an interest in the future of the Borough.

The Commission will draw on the resources of its members but will be supported day-to-day by a secretariat drawn from the London Borough of Barking and Dagenham.

Annex 2: The Commission and the Commissioners

The Growth Commission

The meetings of Barking and Dagenham Growth Commission, chaired by Mike Emmerich, took place in two sessions in October (19th and 20th) and November (26th and 27th) to take evidence and consider the Commission's recommendations. In between the October and November sessions, numerous consultations with organisations and key stakeholders were held, and a range of evidence on economic and social opportunities and challenges in the Borough was gathered and reviewed.

The Commissioners

Mike Emmerich

Co-founder, Metro Dynamics and Chair of the Growth Commission

Before founding Metro Dynamics, Mike was the Chief Executive of New Economy in Manchester and central to the Manchester devolution deal. He has a distinguished background in the political and economic arena, having worked in academia, setting up a governance institute at the University of Manchester; consulting with Ernst and Young; and as a civil servant.

For over eight years prior to Metro Dynamics, Mike was the Chief Executive of New Economy which played a key role in the development of Manchester's approach to growth and reform, initiating the Manchester Independent Economic Review and leading the integration of economics-based appraisal mechanisms in Greater Manchester's approach. He has also participated in a number of high profile reviews including as an advisor to the City Growth Commission and as a member both of the London Finance Commission and the City Finance Commission chaired by Sir Stuart Lipton.

Joe Berridge

Partner, Urban Strategies Inc.

Joe Berridge is a partner at Urban Strategies, a full-service planning and urban design firm, based in Toronto, Canada. Working for public and private sector clients throughout the world. As a partner Joe has had an integral role in the development of some of the largest and most complex urban regeneration projects in Canada, the U.S., the U.K., and Asia. He was strategic planner for the development of Manchester's city centre, Toronto's Exhibition Place, and Oakville's Town Centre and a master planner for the waterfronts of Toronto, Singapore, Cork, Ireland, London's East Docklands, San Juan, Puerto Rico and Governors Island in New York City.

He has prepared campus master plans for the University of Waterloo, Queen's and Western University. Joe played an important role in helping form the growth management and transportation plans for the Toronto region. He teaches at the University of Toronto and is a regular media commentator and writer on urban issues.

Cameron Bowie

Managing Director (Barking Area), Hapag-Lloyd

Born and educated in Scotland, his career in shipping began in 1980 with Ben Line in Edinburgh. After an initial two year stint in Edinburgh and London, went on to manage sales activities for the company during assignments in Hong Kong, Tokyo and Singapore. Joined Hapag-Lloyd Container Line in Singapore in 1990 – initially responsible for regional sales in Asia, then country Manager in Taiwan from 1996-2000. Appointed Senior Vice president of Hapag-Lloyd America in 2000 and returned to the UK in 2008 as Managing Director for the UK and Ireland.

Seun Oshinaike

Director & Chief Executive Officer, Silent Secret Ltd

Silent Secret is the winner of Talk Talk Digital Heroes for 'Internet Safety' 2015.

Seun is a co-founder and director of Brighter Steppings, an award winning social enterprise developing products that have social impact. He brings his experience of managing social enterprises from working for 'The Young Foundation' and subsequently being a co-director of a venture 'We Do Ideas', a spin off venture from The Young Foundation.

An active community member in London Borough of Barking and Dagenham, Seun lived and runs two businesses in the borough.

Dave Simmonds

OBE - Chief Executive, Centre for Economic & Social Inclusion

Dave Simmonds OBE is the co-founder and Chief Executive of the Centre for Economic & Social Inclusion. He has been involved at the UK level in social and labour market policy for the past 30 years.

Dave has advised successive governments on policies for the unemployed and has been a special adviser to the UK House of Commons Work and Pensions Select Committee, an advisor to the OECD, and the adviser to the Sir Stephen Houghton Review on Tackling Worklessness.

Dave worked at the National Council for Voluntary Organisations in the 1980s initially heading up the voluntary sector's response to unemployment, and became Director of Policy. In the 1990s he helped establish the UK National Lottery Charities Board as the first England Director and then went on to set up Inclusion in 1996. Since then he has built it to be one of the leading independent research organisations on welfare, skills and employment policy and practice. Inclusion will be merging with NIACE in January 2016.

Dave was awarded an OBE in the 2005 honours list for his work on unemployment.

Carole Souter

CBE - Chief Executive, Heritage Lottery Fund

Carole Souter joined the Heritage Lottery Fund as Chief Executive in April 2003, from English Heritage, where she was Director of Planning and Development.

She has over 30 years' experience of policy development and operational management in the public sector. She has worked on health and social security policy, the development of legislation, and cross – Departmental planning and has managed teams of several thousand staff as a Benefits Agency Area Director. She worked in the Departments of Health, Social Security and the Cabinet Office, before moving out of the civil service.

Carole has degrees in Politics and Philosophy and Victorian Studies. She currently sits on the Boards of Creativity, Culture and Education, the Kent Wildlife Trust and the National Communities Resource Centre. She was elected a Fellow of the Society of Antiquaries of London in 2014.

Marijke Steedman

Curator, Create London

Marijke Steedman has over 15 years' experience curating art projects in galleries and social contexts in the public sphere. She is Curator at Create London an agency primarily focused in east London that connects artists more closely with communities through an ambitious programme of public and non-gallery-based projects.

Previously Head of Education and Public Programmes at the Whitechapel Gallery she led a programme of artist projects, research, exhibitions and publications including The Street a programme of artist projects taking place inside and outside of the Gallery. She has worked closely with numerous artists including Nedko Solakov, Jens Haaning, Gillian Wearing and Marvin Gaye Chetwynd and has worked with writers including Lars Bang Larsen, Grant Kester and Nicolas Bourriaud. She edited the publications Gallery as Community: Art, Education and Politics and Reclaim the Mural. Before that she set-up the first public programme for teenagers at Tate Britain.

Tony Travers

Director of 'LSE London', London School of Economics and Political Science

Tony Travers is Director of LSE London, a research centre at the London School of Economics. He is also a Visiting Professor in the LSE's Government Department. His key research interests include local and regional government and public service reform.

He is currently an advisor to the House of Commons Children, Schools and Families Select Committee and the Communities and Local Government Select Committee. He has published a number of books on cities and government, including Failure in British Government, The Politics of the Poll Tax (with David Butler and Andrew Adonis), Paying for Health, Education and Housing: How does the Centre Pull the Purse Strings (with Howard Glennerster and John Hills) and The Politics of London: Governing the Ungovernable City.

Sarah Whitney

Co-founder, Metro Dynamics

Before founding Metro Dynamics Sarah worked for many years in finance and consulting. With a degree in economics, her early career was at PwC where she was a Corporate Finance Partner. She left PwC to run Peda, a 250 person strong economic and research consultancy delivering a range of assignments both in the UK and abroad for both public and private sector clients. Most recently Sarah established and led the Government and Infrastructure team at CBRE.

Sarah is a Visiting Fellow with the Department of Land Economy at the University of Cambridge where she teaches Planning, Growth and Regeneration at undergraduate and postgraduate level. Her particular area of interest is the economics and finance of city growth.

Sue Woodward

OBE - Founder, The Sharp Project, Manchester

An award winning newspaper and TV journalist, Susan advises cities on strategic opportunities for growth across the digital and creative sector.

She created, built and is the Founder of The Sharp Project that is the Manchester home for the digital and creative sector. The 200,000 square feet facility houses more than 60 creative companies (around 400 people) and four large sound stages that are home to drama production for the BBC, ITV, CH4 and Sky1.

She was Managing Director ITV Granada from 2003 to 2008.

Her career began as a newspaper journalist working in Liverpool then Fleet Street. She then moved into television and worked for ITV, the BBC, and Channel 4.

Whilst Director of Broadcasting for all ITV Granada she was seconded to be the Creative Director for the 2002 Commonwealth Games responsible for content, management and budget of the Opening and Closing Ceremonies, and all media and marketing campaigns.

Following the Games she was appointed Creative Director for the city of Liverpool, wrote the creative bid that secured the title European Capital of Culture 2008 and established the Capital of Culture delivery company responsible for the delivery of the artistic programme.

Whilst at ITV she also Chaired the Liverpool City Region Health Is Wealth Commission – set up to examine ways to improve the City region's, economic prosperity by identifying ways to improve the health of the people of Merseyside following which she was appointed as a (then) Director of the University of Liverpool.

Susan was awarded an OBE by the Queen for services to Broadcasting, and the Commonwealth Games. She was named Business Woman of the Year for the North West of England in 2005 and again in 2013.

Annex 3: Types of Delivery Vehicles

In a context of increasing pressure on local government finances, the adoption of delivery vehicles can help local authorities to provide more efficient public services and to implement their economic development agenda.

There exists a variety of forms a delivery vehicle can assume. What follows is a summary of three different delivery models: Urban Regeneration Companies; Economic Development Companies; and Urban Development Corporations.

Urban Regeneration Companies

Urban Regeneration Companies (URCs) are private companies, limited by guarantee, set up with the express purpose of achieving a radical physical transformation of the areas in which they are based. URCs can have several advantages over regeneration managed directly by local authorities, namely they are able to:

- focus on regeneration/development as a coherent piece, separate from the broader concerns of the Council;
- speed up delivery;
- create and maintain a dedicated, expert team; and,
- consider funding and investment decisions separate from the Council as a whole.

The first URC in the UK, Liverpool Vision, was set up in 1999, with approximately 20 such companies being developed subsequently. In the mid-2000's the Labour government promoted the idea of Economic Development Companies (EDCs) or City Development Companies (CDCs). These are similar to URCs but have a broader focus on economic development issues as well as physical regeneration.

Over the last decade some of the original URCs have since become EDCs with a broader remit. Many of the URCs that did not become EDCs have since closed, due to the impact of the recession and funding cuts at the regional and local levels.

Nonetheless, the URC concept remains a valid one, which has seen successes in England, such as: the Walsall Regeneration Company (WRC), founded in 2004 to tackle the problems associated with the long-term deindustrialisation and decline of the local area; and Derby Cityscape, established in 2003 to regenerate Derby's City Centre.

In Scotland, where cuts have been less severe, the original URCs are still in place and continue to deliver regeneration.

Economic Development Companies

Economic Development Companies (EDCs) are specialist organisations for the delivery of more efficient local economic development on behalf of local authorities and/or partners. These can be established by a single local authority, or multiple ones, with the primary function to deliver a co-ordinated and integrated response to the economic development needs of a place, while working closely with public sector partners and the private sector. In many aspects, they are similar to URCs but they are usually responsible for a wider economic growth agenda, cover a potentially larger geographical area, and may leverage greater budgets.

Urban Development Corporations

Urban Development Corporations (UDCs) are non-departmental public bodies tasked with responsibility for the urban development of an area. They embrace a wide range of objectives and powers, including:

- bringing land and existing buildings into effective use through acquisition, management, or repossession;
- encouraging the development of new and existing businesses and industries;
- ensuring the necessary housing facilities are available to attract people live and work in the area; and
- contributing to the creation of an attractive and pleasing environment.

Among the first UDCs set up were those in London's Docklands and in Merseyside in the 1980s.

Annex 4: Detailed List of Recommendations

Recommendation	No:
Ten Key Steps for Barking and Dagenham	
The Borough should identify and adopt a series of ambitious, measurable targets.	1
The final articulation of these targets should be developed through processes of consultation with the community and voluntary sectors, business and other stakeholders in the area.	2
The Commission believes Barking and Dagenham should adhere to a series of principles in the delivery of its ambitions.	3
An action plan to develop civil society organisations both across, and in different parts of, the Borough. This should include the provision of very modest funding to enable meetings to be held and information to be circulated. Support should be available both to enable existing organisations to modernise and increase their reach in the community and to enable new community interests to come together and find their voice.	4
A commitment to do market research to underpin everything that the Council does next, in order to establish what the residents of the Borough want from it and its partners.	5
A very significantly improved communications capacity to steward the interface between the Council leadership and its workforce, the community and stakeholders.	6
Working with delivery partners in schools, commissioners in the NHS, with neighbouring boroughs on matters of shared interest, the focus of the Council and its staff should be on enabling every resident of the Borough to fulfil their potential through the reform and the delivery of services aimed at reducing dependency and increasing employment, skills and wage growth in every part of the community. This is principally the work of the Ambition 2020 programme in the Council. The Commission's view is that seeing that programme fulfilled ought to be the driving focus of the Council.	7
The creation of a Borough wide regeneration vehicle would be an early statement of the Council's new-found intent and this is what the Commission recommends that the Council should do.	8
The creation of a new delivery vehicle will require upfront investment if the gains are to be secured. In this area, leadership can be brought in with new people. The same is true at the top of the Council, where further investment at third tier level is vital. But at every level throughout the Council, the new approach needs to be embedded. This needs to be done through a major commitment to organisational development.	9
The kind of change programme which the Council is to embark on should be accompanied by a programme of member development.	10
The Council, once its top team is significantly in place, should undertake a top team development process, leveraging the experience of other places such as Manchester which have gone through significant change.	11

Recommendation	No:
A particular emphasis in organisational development should be placed on policy expertise and research skills. Some of these must be in-house within the Council. Some might also be located in partner organisations such as the North East London Strategic Alliance.	12
Arising from this Commission’s work should be a clearly articulated statement of what the Borough needs from its London and national partners, a manifesto with a programme to develop these proposals and a sustained commitment to seeing them delivered on the ground.	13
Central to the embedding of a new way of working across the Borough needs to be a “One Borough” programme. The Commission believes the best way is to intensify community outreach combining heritage and cultural activities.	14
In addition to reporting through Council mechanisms, there should be pre-agreed staging posts at which progress will be reported, achievements celebrated and setbacks discussed.	15
Either by reconvening the Commission or by appointing an independent reviewer, the Council should commit at the outset to a public annual review report, and its wide dissemination across the community, which would set out the achievements and obstacles in the past period and assess the likely immediate future in the delivery of the Council’s objectives.	16
The Recommendations of the Commission	
The Council should also look to what support is available in developing effective strategies that respond to the challenges in the Borough.	17
In the period during which the Council is considering its response to the Commission, discussions with BIT (Behavioural Insights Team) should be ongoing with a view to identifying the scope for a possible partnership between BIT and the Council to take forward aspects of the recommendations of the Commission.	18
The Borough and its Urban Form	
A Borough wide economic, housing and land use plan reflecting strategic and urban design ambitions should be prepared that sets out the desired overall structure for the different areas of the Borough.	19
Housing should be of all tenure forms.	20
It will be necessary to put in place appropriate safeguards to ensure that areas become and remain attractive for the private market.	21
Changes in market conditions and policy options available to the Council suggest that there is a case for re-investigating a Large Scale Voluntary Transfer (LSVT).	22
The active involvement of area stakeholders should be sought in highly participatory processes.	23
At present, planning in the Borough is overseen by an 18 member Development Control Board on which every ward is represented. The view of the Commission is that this is not fit for purpose, that the Board is mis-named and that it needs to be reformed.	24

Recommendation	No:
The Borough's Areas: Barking Town Centre, including the Upper Roding River	
Barking town centre should be the initial priority and should be used as an exemplar for the Council's new approach to its urban areas.	25
To the west of the town centre the Upper Roding area should become a destination with well-designed, compact, high-quality housing with a distinct sense of place.	26
The planning framework for the town centre should consider how to link retail and transport areas to the wider town centre and adjacent residential areas, including the Upper Roding River area.	27
The Council should develop an urban design framework for all new town centre housing developments. This should include a specific sub-section on housing on the Roding Riverside to articulate key design features and the need to build high density, high quality, flexible housing with a mixed tenure including aspirational ownership as well as private rental.	28
A major retail redevelopment is a medium-term priority for Barking town centre. The initial focus should be on public realm improvements, making better connections to the station, the riverside and heritage features and on improving the residential offer. Further evaluations of retail redevelopment should be undertaken once this has been achieved.	29
The master planning of the town centre and the Upper Roding should improve the legibility of pedestrian routes between them and Barking Station.	30
Working with stakeholders, including TfL and C2C, to ensure that in the short-term Barking Station is upgraded, such as with increased ticketing facilities and entrance/exit barriers, alongside improved access, should be a priority for the Council. In the medium and longer-term effective, integrated transport links connecting Barking Station with areas across the Borough will need to be developed.	31
River-edge design on the Roding River should enable access for all to leisure facilities to Barking Riverside, working with stakeholders to create an open, accessible, attractive area.	32
Options to encourage residential, restaurant and retail moorings along the Upper Roding should be explored.	33
Tactical purchasing of properties on the Roding Riverside should be undertaken to support the development of the area and ensure easy access.	34
The Ice House area should be extended and some of the existing offices converted to produce flexible live workspace catering for the needs of the cultural, digital and creative sector. Mixed-use zones should be created to facilitate mixed residential/art areas across the Borough.	35
The Borough's Areas: Barking Riverside, including the Lower Roding River	
It is the view of the Commission that now is the time to pause and to assess the successes and shortcomings of what has been developed to date and set the direction for its future build-out.	36
This mid-development review comes at a propitious time as the development management responsibility for Barking Riverside is in flux. A new community development and design plan would set a new mandate for this critical opportunity.	37

Recommendation	No:
A formal review of the successes and shortcomings of Barking Riverside should be undertaken, with the intensive involvement of the current population, both living and working, and seeking expert advice in the areas of community building, urban design, employment creation, environmental design and transport.	38
Live/work, local entrepreneurship and similar employment opportunities must be built into the master plan, along with more conventional business locations.	39
The extension of the London Overground line from Barking to Gospel Oak into Barking Riverside is welcome. However, a broader transport plan must be developed to properly service a sustainable community.	40
Additional transport options should remain under investigation including the longer term extension of the Docklands Light Railway.	41
Given the cost and timescales involved in these options, early alternatives should be investigated including extending segregated/guided busways from Barking Riverside across the River Roding into the Royal Docks area.	42
A range of architectural and landscape design should be involved so as to avoid a 'project' feeling that would be negative to its broader attractiveness.	43
The master plan should be revisited to assess strategies and locations for both large and small community infrastructure.	44
Strong consideration should be given to the removal or burying of the existing power lines and other non-desirable industrial assets without which Barking Riverside is unlikely to fulfil its full potential.	45
The Barking town centre/River Roding/River Road entranceway to Barking Riverside needs to be improved in the short to medium term, both as an entrance to the area and as a connection to other parts of the Borough.	46
Discussions should be initiated with public service and other large-scale employers pan-London to establish Barking Riverside as an area for key workers to live with sub-market rental properties, as well as owner-occupied and shared ownership options.	47
The next phase of development of Barking Riverside should be linked to that of the Upper Roding Riverside and Barking town centre regeneration.	48
The mud flats to the east of the wharf could become a wetlands area and the Council should examine if there is a role for the Wetlands Wildlife Trust to undertake a venture similar to that at the Barnes reservoirs.	49
Whilst the Commission is mindful that meanwhile uses can be expensive, and can distort priorities because of this, the Council should, nevertheless, work with developers and other local stakeholders to identify meanwhile uses.	50
The Borough's Areas: Becontree, including Dagenham Heathway	
The development of a master plan framework and urban design guide with two essential purposes. First, it should identify and guide the infill housing development opportunities that could be built in the area. Second, it should identify a programme of environmental improvements to be made in the area, including tree planting, the reinstatement of hedges and fencing in properties currently owned by the Council.	51

Recommendation	No:
Management regulations should be developed for the estate to constrain and to enforce the stronger regulation of private landlords through the Council's licensing scheme. This will contribute to making the area a desirable, 'suburban' area that will attract and retain families.	52
Limited on-street parking (by paid permit), accompanied by free, communal parking, should be made available in some of the infill sites to residents.	53
The area should become a Conservation Area and associated regulations appropriately enforced.	54
Iconic community facilities should be improved, with the community encouraged to manage them.	55
The selective redevelopment of existing retail areas would help improve the attractiveness of the area to current and new residents.	56
With external funding likely to be scarce, the Council should look to its Borough wide regeneration company to undertake the management of the Borough's housing assets, including taking responsibility for some infill development.	57
The Council should consider the tactical purchasing of properties in the area. These properties could be developed as exemplars of the 'moral purpose' the Council is seeking to reinvigorate.	58
The Borough's Areas: Chadwell Heath	
The regeneration of Chadwell Heath should be a priority by virtue of the imminent arrival of Crossrail.	59
A strategic framework should be prepared that plans for a mixed residential, employment and retail area, proposing a rich mix and working with developers as well as communities in its formulation.	60
The Council should ensure that the residential developments in the area are of mixed tenure, including aspirational housing.	61
It seems likely that the evolving plans at Chadwell Heath may lead to the need for relocation of some existing industrial premises. Proactive work is needed with employers to find alternative sites in Barking and Dagenham.	62
The Borough's Areas: Dagenham Riverside	
A strategic land-use framework for the area should be prepared that acknowledges the value of different land use in the area, and provides clear guidance on the way in which these different uses can be sympathetically accommodated.	63
There are already key areas of economic activity in Dagenham Riverside, including the London Sustainable Industries Park, and this is one area the Council could consider for the relocation of some businesses, such as those in the 'entrance' to Barking Riverside.	64
A proposal has been made to develop an industrial museum, based on the Borough's heritage, on the Beam Park site. A destination attraction should be welcomed provided it is integrated into transport links, such as the new station, and that the wider needs to make the area a 'destination' are considered, including what other leisure facilities there will be.	65

Recommendation	No:
A13 Corridor	
The removal of the barrier of the A13 corridor by burying the roadway. The development of lands freed up by that initiative should be an important medium to long-term priority.	66
Early Years	
Tackling the complex challenges many children confront and enabling them to make the best of their lives demands early, cross-sector action. Indeed, the whole community approach which involves a wide-range of actors, from families to the community and statutory services, is needed for children to achieve the best outcomes. Interventions are required across a variety of areas, but a holistic approach that ensures families and children receive the support they require is essential.	67
Further work with Unicef should be examined to increase the focus on changing the way in which services that affect children are planned and delivered, in order to enable children to reach their full potential.	68
A multi-agency early intervention strategic partnership could play a critical role in developing and implementing the range of interventions needed during early years. Such a partnership should be driven by the Council, and have as its focus the need to break the cycle of poor outcomes, including health, poverty and education.	69
The Council should take a creative approach to the identification of institutions, organisations and companies who could be partnered with to support childhood and educational development.	70
Education and aspirations	
The Commission recommends that the Borough should be more more ambitious in raising aspirations and educational outcomes.	71
The Council should put in place a programme to raise awareness of educational underachievement, and its long-term implications, amongst teachers, officers and members.	72
Schools have a critical role to play in raising aspirations. The Council should ensure that raising aspirations and educational attainment is central to the activities of every school in the Borough.	73
A new London Challenge-style programme should be introduced to tackle the disparities in educational attainment in the Borough. The Council should examine how funding can be accessed to support the programme.	74
Targeted encouragement and support should be focused on disadvantaged groups within the education system.	75
Recognising the holistic approach required to address educational underachievement, strong partnerships between schools and other stakeholders, including the community and voluntary sectors, and business, should be established focusing on providing the social, emotional and practical support children and families require.	76
The Council should pursue an initiative with Teach First that would ensure teachers stayed longer within the schools.	77

Recommendation	No:
The Council should engage with livery companies associated with traditional industries in the Borough and seek long-term partnerships through school 'adoption'.	78
In order to help make the Borough an attractive one for teachers, and other key workers, the Commission recommends that the Borough make available housing, in a mix of styles that meet the needs of people at different stages of their lives (smaller apartments through to family homes).	79
The Council should persuade tutoring organisations, including those that draw on tutors from the private sector (such as The Access Project – which matches students from disadvantaged backgrounds with volunteers from the private sector to help them get into Russell Group universities) or those that utilise university students, such as the Manchester based charity Tutor Trust, to support students in the Borough.	80
Working with parents is crucial to raising aspirations, but the challenge of doing so should not be underestimated and a multi-stakeholder approach is required. Schools should identify and develop strategies, drawing on successful examples from both inside and outside of the Borough, to help engage parents where low aspirations are a hindrance on children's performance.	81
Schools should adopt an experiential approach to the curriculum, which incorporates the cultural entitlement statements adopted by school governing bodies in the Borough, enabling students to have wide-ranging experiences that both inform their learning and contribute to widening their horizons. This could include activities across London, as well as a 'Model UN' activity, harnessing philanthropy to support the activity.	82
The Council should ensure that schools in the Borough are providing careers education, as distinct from individual advice and guidance, to students from a young age.	83
The Council should build on the early work of the Cultural Education Partnership, and explore with stakeholders as to how its approach could be harnessed not only to raise educational attainment and progression in the creative sectors, but also to build and foster inclusive and cohesive communities.	84
The Council should explore the potential of working with high quality academy chains, and other education providers, to contribute to improving educational attainment.	85
There is a case for urgent investigation for the creation of a consolidated new sixth form centre for Barking and Dagenham and indeed to serve a wider catchment area.	86
Skills and Employment	
The Council should develop an in-depth evidence base, including baseline studies, around the potential growth sectors within the Borough.	87
Given the role of the Borough within London's wider economy, notably as a net exporter of labour, the Council should identify employment growth potential in other areas of London, including Stratford and Canary Wharf, and ensure training and skills provision is aligned.	88

Recommendation	No:
New business and retail developments, with job growth potential, should be accompanied by Council co-ordinated stakeholder engagement that provides targeted, integrated support in neighbourhoods to provide pre-employment and employment preparation.	89
The Council should work with stakeholders, including employment support organisations, and demonstrably successful organisations, to identify how people at a distance from the labour market can be supported into work.	90
The Work Programme is being replaced with the Work and Health Programme. Ensuring that health care and employment support are integrated will be essential and the Council should play a facilitative role in bringing employers, health care professionals and employment service providers together to focus on supporting people into work.	91
Working in partnership with a range of stakeholders, including health care and social economy organisations, the Council should ensure that the tangible and intangible barriers, such as skills and confidence, that many distanced from the labour market confront are addressed. Peer support mechanisms, alongside individual placement and support services, should be an integral part of these activities.	92
Social Cohesion and Well-Being	
The Borough needs to ensure that there are consistent cues and signals from officers and members that demonstrate its ongoing commitment to more collaborative ways of working.	93
In order to facilitate the involvement of the community and voluntary sectors, capacity development will be required. To that end the Borough should invest in this, in order to enable the community and voluntary sectors to develop the skills needed to participate fully in such processes.	94
Schools should support the development of healthy lifestyles and active citizenship through their curricular and extra-curricular activities.	95
The Council should ensure that there are appropriate, neutral spaces included in developments that support and facilitate the coming together of different communities.	96
The Council should work with health care providers and social economy organisations to identify where peer support schemes could be put in place beyond those that already exist in the Borough.	97
The Council should harness the potential of cultural activities to support their wider well-being agenda and as a way of creating a strong, positive vision of the area. Activities such as a biennale in Barking Riverside or a Festival of Suburbia in Becontree should be examined.	98
Immediate and next steps on business	
A register of businesses should be compiled and a survey of all businesses undertaken.	99
A market assessment should be undertaken drawing in property agents and advisors from across London to establish market perceptions of the Borough and the kinds of projects for which it needs to create capacity in terms of available sites and premises.	100

Recommendation	No:
A full inventory of available sites and premises should be undertaken to analyse the stock.	101
To guide the Borough through this process, a Business Leadership Team should be established to advise the Leader of the Council.	102
The Council should establish a 'task and finish' team to work with businesses in Chadwell Heath in order to retain them within the Borough.	103
Strategic Projects for Business	
The Commission has looked at a number of examples of Smart Business parks, including The Sharp Project in Manchester. It seems highly likely to the Commission that there is a niche, for the private sector to be encouraged to develop, for a facility as appropriate to the Borough as The Sharp Project is to Manchester.	104
Given the amount of residential and business development likely to take place in the Borough over the next few years, and in the light of the commitment by the Government in the Spending Review for improved high-speed digital access, there is a case for the Borough to make more strongly than most for being a pilot area for a high speed digital hub.	105
Anchor Institution	
The Commission believes that a relocated Billingsgate fish market could be allied to a visitor attraction based on the heritage of Barking and its fishing fleet as well as providing an anchor for a visitor offer for food related retail and leisure activities.	106
Given that London is currently badly served and that the Borough has local labour supply capacity, a facility to provide an anchor institution for the Borough, and to meet the needs of the capital seems an obvious target for further investigation.	107
One anchor institution the Borough does have on its boundary is CEME. It is a very well-designed institution which could be further developed to serve the needs of the Borough and indeed the wider east London area. The Commission is aware that a review process of developments is under way there. The Council should work with this process, along with other partners, to establish how CEME could develop further to meet the needs of local, national and international businesses.	108
Working Together	
The Council should put in place a formal structure that brings together representatives from the public and private sector as well as community and third sector organisations.	109

© Copyright

This document has been published by:

The London Borough of Barking and Dagenham

Reproduction in whole or in part is strictly forbidden without prior permission.

Publication reference number: MC7828

Date: February 2016