

CABINET

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Wednesday
15 March 2006

Council Chamber
Town Hall

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Item 14

To

Item 23





MEETING

DATE

ITEM

CABINET

15 MARCH 2006

14

Cabinet Member:

Councillor Michael White

Relevant Overview & Scrutiny Committee:

Culture and Regeneration

REPORT OF THE CHIEF EXECUTIVE

**SUBJECT: DRAFT HISTORIC BUILDINGS AND LANDSCAPE STRATEGY
FRAMEWORK FOR HAVERING**

SUMMARY

This report brings forward a draft Historic Buildings and Landscape Strategy Framework for Havering. The draft strategy framework recognises that historic buildings and landscapes have an important place in daily life. Heritage is a major part of what makes local places distinct from one another. It plays an important part in regeneration, social inclusion, education and community well-being. This report recommends further extensive public consultation on the draft Historic Buildings and Landscape Strategy. Following this, the Strategy will be further developed with action plans included, and reported back to Cabinet.

RECOMMENDATION

Cabinet is recommended to:

1. Agree the draft Historic Buildings and Landscape Strategy Framework and that the draft is circulated for further consultation and developed, following which it will be reported to Cabinet for final approval.

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| REPORT DETAIL |
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1. Background Information

- 1.1 Cabinet at their meeting on 14 December 2005 noted the progress on the development of a Historic Buildings and Landscape Strategy for Havering.
- 1.2 A successful Historic Buildings and Landscape Strategy will not only provide strategic direction, but also provide a framework for development of other agencies and the private and voluntary sectors. It also highlights opportunities for partnership working ensuring the best use is made of available resources. The strategy will also demonstrate to external funding agencies the key priorities for the community. The draft Historic Buildings and Landscape Strategy Framework has been developed with consultation of a number of interested partners.

2. Historic Buildings and Landscape Strategy Framework

- 2.1 The draft Historic Buildings and Landscape Strategy Framework is attached at Appendix A. The evidence is that the historic environment has an important place in daily life. Nationally, more people visit historic sites than go to the cinema. The value people place on heritage is consistent across all social groups. Heritage plays an important part in regeneration, social inclusion, education and community well-being.
- 2.2 For the purposes of the strategy, the term 'heritage asset' is used as convenient shorthand to include all the components of the historic environment, whether they are ancient monuments, historic buildings, conservation areas or historic landscapes.
- 2.3 The draft strategy framework is divided into three parts. Part 1 provides an assessment. It assesses the significance of the Borough's historical development and the survival of heritage assets. It also considers the roles and expectations of stakeholders. Part 2 develops the strategy for those assets in the Council's care. Part 3 addresses the implications of extending the strategy to the whole of the Borough's historic environment.
- 2.4 The historic environment has a significant contribution to make to the Community Strategy and the Corporate Development plan on a local level. It also has an important role to play in meeting regional and national policy and strategy.
- 2.5 The Government's planning policy guidance notes that the responsibility for stewardship of heritage assets is shared by local government with other stakeholders, such as businesses, voluntary groups, owners, users and visitors. To promote, enable and facilitate this there is a need for further consultation and recognition within the strategy to the importance and significance of education.

Objectives of the Draft Historic Buildings and Landscape Strategy

2.6 The objectives of the Historic Buildings and Landscape Strategy are to:

- ❖ **Improve** – to bring up to date the repair and restoration of the Council's assets
- ❖ **Explain** – communicate through a variety of means the presence of heritage assets and their significance.
- ❖ **Celebrate** – the celebration of heritage highlights the importance of a distinctive environment. It underpins local identity and provides a basis for visiting, regeneration and economic growth.

Consultation

2.7 The draft Historic Buildings and Landscape Strategy Framework has been prepared following consultation. Subject to approval by Cabinet it is proposed that the draft strategy be the subject of further extensive consultation. This is proposed to take place over a six-week period following agreement by the Cabinet of the recommendations in this report. During that time there will be focus group meetings with key target groups. As well as this, a press release will be prepared and copies of the draft strategy will be:

- ❖ Widely distributed to interest groups and members of the Havering Strategic Partnership
- ❖ Available in libraries and Council information points
- ❖ Published on the Council web-site.

3. Financial Implications and risks:

Delivery of the Historic Buildings and Landscape Strategy will be contained within existing financial resources and the Council's Medium Term Financial Strategy. Following consultation and the development of a full set of action plans, the strategy will identify priorities which will assist Members in the allocation of current and future resources. This will involve evaluating projects on a cost benefit basis, with new initiatives funded from identified efficiency savings or reduced spending in lower priority areas.

4. Legal Implications and risks:

There are no legal implications. There is no legal requirement for an authority to have a Historic Buildings and Landscape Strategy.

5. Human Resources Implications and risks:

There are no human resource implications contained within the draft strategy.

6. Reasons for the decision:

The approval of the draft Historic Buildings and Landscape Strategy Framework for further consultation will allow a full further period of consultation to take place. This will include the community, and provide for full involvement in the development of a Historic Buildings and Landscape Strategy for Havering.

7. Alternative options considered:

No alternatives have been considered. Without this strategy, the Council and the community will not have a clear focus and agreed plan for maintaining and developing historic buildings and landscapes.

8. Equalities and Social Inclusion implications:

The draft strategy framework recognises the benefits the historic buildings and landscapes can contribute towards equalities and social inclusion. The adoption of the strategy should have positive effects.

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STEPHEN EVANS
Chief Executive

Background Papers List

None

London Borough of Havering

Historic Buildings and Landscape Strategy

**Strategy Framework #4
February 2006**

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The Conservation Studio – February 2006

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1. Introduction

Background

- 1.1 The London Borough of Havering has a rich and diverse heritage, ranging from archaeological remains to twentieth century suburban developments. Havering Council is responsible for this in several ways:
 - It owns a number of historic buildings
 - It manages several historic landscapes
 - It regulates changes to heritage assets in other ownerships
 - It makes planning policies for the historic environment
 - It holds information on heritage assets
 - It takes account of the historic environment in considering new development
- 1.2 In view of these important roles, the Council is developing an Historic Buildings and Landscapes Strategy. This will provide a three-year plan of action to ensure that the Council works towards becoming a model authority for its stewardship of the historic environment.
- 1.3 Clearly, the Council's own portfolio of historic buildings and landscapes places it in a strong position to lead by example and the emphasis of the strategy at the outset will concentrate on those assets.
- 1.4 The term 'heritage asset' is increasingly being used as a convenient shorthand to include all the components of the historic environment, whether they are ancient monuments, historic buildings, conservation areas or historic landscapes.
- 1.5 This document provides a framework for the strategy. In Part 1 it assesses the significance of the Borough's historical development and the survival of heritage assets. It also considers the roles and expectations of stakeholders including the Council, the local community and external agencies.
- 1.6 Part 2 develops the strategy for those assets in the Council's care by setting out a range of issues and recommended actions. The range of issues will be extended and refined by consultation, first within the Council with those responsible for managing historic sites and for administering functions that may affect them.
- 1.7 Consultation will then be widened in order to offer the whole community the opportunity for involvement. Responses will

particularly be expected from amenity societies, community groups and individuals with an interest in the historic environment.

- 1.8 Part 3 addresses the implications of extending the strategy to the whole of the Borough's historic environment.

The importance of heritage to everyday life

- 1.9 Heritage values. The evidence is that the whole breadth of the historic environment has an important place in daily life:

- Historic landmarks provide reference points for navigating our way and provide a sense of place
- In a nationwide MORI poll, 96% of respondents gave heritage a high ranking
- More people visit historic sites than go to the cinema
- There is increasing demand for the teaching of history in schools
- The rising interest in television programmes, such as *Time Team*, *The House Detectives* or *Restoration* (3.1 million viewers) shows how the popularity of heritage matters is increasing
- 32% of England's planning applications have a heritage dimension

- 1.10 Indicators such as these will be tested within Havering in the course of developing the strategy. However, the most significant fact is that the value people place on heritage is consistent across all social groups whether they are defined by affluence, ethnicity, religion or locational factors.

- 1.11 Quality of life. Heritage is a major part of what makes local places distinct from one another. At a time when developments and high streets progressively look the same throughout the country, communities are looking more and more to their history to provide the clues that make a difference.

- 1.12 This is important because the links between environmental quality and prosperity have never been stronger. Communities now have to compete increasingly for resources, whether they are employment opportunities, physical developments or the enhancement of the environment. Distinctiveness in appearance and in community support can provide a useful advantage in attracting investment.

- 1.13 Generally speaking, every £10,000 of heritage investment made by government agencies levers in £45,000 of public and private sector investment. This will support a wide range of

improvements from increased commercial floorspace and better buildings to new jobs and educational opportunities.

Context

- 1.14 The London Borough of Havering is already committed to giving a high priority to cultural issues through all its strategic roles:
- To protect and improve the environment is one of the six themes of the Havering Community Strategy
 - Protecting and enhancing local heritage is a key priority
 - The Corporate Development Plan seeks improved delivery of cultural services
 - Increasing awareness of local heritage is a Key Service Objective of the Culture and Leisure Services Service Plan
 - An Arts Strategy is being prepared in parallel with this Historic Buildings and Landscapes Strategy. These will join the Parks and Open Spaces Strategy, the Sport and Physical Activity Strategy and a proposed Cultural Strategy to form a suite of related policy documents.
 - The Borough's Unitary Development Plan includes a commitment to protect and enhance the historic environment
- 1.15 This wider policy context is considered in more detail in Part 1, below. The challenge for this strategy is to ensure that it links effectively with that wider context so that the strong popularity of heritage registers more clearly in public policy and local action for the benefit of the whole community.

The need for a strategy

- 1.16 The significant historical resource in Havering has the potential:
- To raise the profile of the Borough
 - To inform regeneration activity
 - To complement other strategies for the improvement of the Borough
 - To enhance the quality of life in the Borough
 - To provide a focus for voluntary work and citizenship

However, if the full potential is to be realised, a co-ordinated programme of action is necessary. This strategy provides the rationale, timescale and content for such a programme.

- 1.17 Havering is poised for dynamic changes as proposals evolve for the development of the Thames Gateway and the 2012 Olympic Games. As the Borough itself moves forward, it is vital that a strategic approach to the historic environment is in place to help it to take full advantage of the opportunities as they arise.

What the strategy will achieve

- 1.18 As well as the strategy demonstrating the value of heritage through exemplary management of the Council's own portfolio of historic buildings and landscapes, it will also:
- Make the cultural link with the parallel Arts Strategy, Parks and Open Spaces Strategy, and the Sport and Physical activity Strategy
 - Promote widespread understanding of heritage values
 - Develop activities that celebrate the Borough's distinctiveness
 - Widen the appeal of heritage throughout the community
 - Define corporate and social responsibilities for heritage issues
 - Provide a joined-up approach to heritage management
 - Access resources for the enhancement of the Borough's heritage assets

Part 1 – Assessment

2. The resource

Historical significance of Havering

- 2.1 An account of the historical development of the Borough is provided at Appendix 1. This shows the layering of history from Saxon settlements through country estates and Victorian industry to 20th century suburbs. In each of these roles, Havering has served the City as a staging post on routes to East Anglia and Europe, as a rural retreat, as a supplier of produce and, latterly as a home for commuting workers.
- 2.2 Remarkably, despite the overlay of developments undertaken by successive generations, evidence still exists from all the main periods of the Borough's history. Nowhere else in east London are the rural vernacular and metropolitan urbanism so mixed and yet so apparent.

Survival of heritage assets

- 2.3 Consequently, Havering has a rich and highly varied range of heritage assets. Those that are formally designated include a Statutory List of Buildings of Special Architectural or Historic Interest with 141 entries in addition to three Scheduled Ancient Monuments, nine conservation areas and a registered historic garden.
- 2.4 Additionally, The Heritage Strategy for Romford and Hornchurch has identified 87 buildings, or groups of buildings, of "Local Heritage Interest" within the study area. This expands on the original department of the Environment list for the whole Borough first published in 1979. There are also several historic parks and landscapes of particular note.
- 2.5 It is clear, however, that designation in Havering is not fully up-to-date and it is likely that systematic surveys would lead to the formal identification of further historic buildings, monuments and areas.

3. Expectations

Stakeholder expectations

- 3.1 Government policy. The Government's planning policy for the historic environment¹ makes a clear connection between conservation and sustainable economic growth. It calls on local authorities to: '*maintain and strengthen their commitment to stewardship of the historic environment, and to reflect it in their policies and their allocation of resources*'.
- 3.2 The guidance notes that the responsibility for stewardship is shared by local government with other stakeholders, such as businesses, voluntary groups, owners, users and visitors:
- 'The historic environment cannot be preserved unless there is broad public support and understanding, and it is a key element of Government policy that there should be adequate processes of consultation and education to facilitate this.'*
- 3.3 English Heritage. As a champion for the historic environment, English Heritage undertakes the designation of listed buildings, ancient monuments and historic landscapes. It also provides guidance on repairs and the management of change.
- 3.4 In addition, it supports education, skills development and training. It provides targeted funding, such as the grant scheme for Rainham. It provides partnership opportunities through the London Historic Environment Forum. And it undertakes project work, such as the historic characterisation of the Thames Gateway.
- 3.5 In return, English Heritage expects local authorities to employ adequate specialist advice so that they can support the historic environment with robust policies and decisive action.
- 3.6 Heritage Lottery Fund. The HLF is a major funding opportunity for the repair of historic buildings and landscapes, and for the development of community involvement in conservation. However, even lottery funds are limited and they are not able to meet all applications. Consequently, there is increasing competition.
- 3.7 Increasingly, HLF funding carries requirements for education, training, access and audience development as well as for exemplary standards of repair and restoration. The HLF also requires a long-term commitment to the proper maintenance of

¹ Planning Policy Guidance (PPG15) – *Planning and the Historic Environment* - 1994

the assets they support in order to protect the value of their investment.

- 3.8 **Museums**. The Greater London Archaeological Advisory Service (GLAAS) provides an archaeological service for the London Boroughs as well as a formal Historic Environment Record. The Museum of London provides opportunity for the curation of artefacts. Such archaeological support is particularly important for Havering as it does not at present have its own museum service for the Borough.
- 3.9 **Tourism**. London welcomes 28 million visitors each year and visiting to the East End will inevitably increase as we approach the Olympic Games in 2012. Visit London can help the Borough to make the most of its heritage and capitalise on visiting trends and is already making overtures in this regard.

Community attitudes

- 3.10 Nationally, there are thought to be some 157,000 volunteers working for over 1,000 heritage organisations. In Havering there are encouraging signs that the Borough is not an exception – there are several historical societies and preservation trusts in the area. Early indications, from research conducted for this strategy framework, are that there is widespread interest in local heritage and a considerable potential for greater involvement.
- 3.11 Further consultation is to be undertaken as this strategy develops. This will enable the level of community support for heritage in Havering to be gauged more accurately and a better understanding of the values placed on the historic environment by amenity societies, residents and disability/ access groups.

4. The role of the Council

Strategy context

- 4.1 The local authority develops its own strategies in the context of the wider expectations. The Havering Strategic Partnership is a cross-sector organisation that sets the broad agenda for the Borough. It is currently updating its Community Strategy, which addresses six key themes. Four of these are of particular relevance:

Protecting and improving the environment, including specifically the local heritage

Increasing community participation particularly in strengthening the voluntary sector and developing cultural issues as part of community regeneration
Improving life-long learning by encouraging greater participation in educational activity by young people and adults
Creating a more prosperous community by encouraging improvements and new investment

- 4.2 The Corporate Development Plan delivers the objectives of the Community Strategy. It has three priorities: to promote financial efficiency, to improve service quality, and to make Havering a better place. The plan, therefore, seeks improvements in the delivery of cultural services.
- 4.3 The Cultural and Leisure Services Section provides further detail in its Service Plan. This relates the six themes of the Community Strategy to opportunities in the way cultural and leisure services are provided. It also includes as Key Service Objectives:
- Protect and support Havering's heritage
 - Increase awareness and involvement in the heritage of the area
- 4.4 An Arts Strategy is being prepared in parallel with this Historic Buildings and Landscapes Strategy. Together, the two documents will address much of the cultural spectrum in the Borough alongside the Parks and Open Spaces Strategy, the Sport and Physical Activity Strategy, and the forthcoming Cultural Strategy. The objectives of the Arts Strategy are to:
- Build access to the arts
 - Secure more opportunities for creative activities to develop
 - Make the arts matter to the Borough as a whole
- 4.5 The Borough's Unitary Development Plan includes a commitment to protect and enhance the historic environment and provides planning policies to safeguard designated heritage assets.

Public ownership

- 4.6 As the owner of several historic properties, the Council has a custodial role. There is no obligation in law to ensure that historic buildings are well-maintained, but sanctions may apply in cases where a lack of maintenance poses a threat to their survival. Accordingly, the stewardship of the Council's historic buildings portfolio must be undertaken to an acceptable standard.
- 4.7 Public ownership also puts the Council in a position to enable access to its property in order to promote public understanding

and enjoyment of the historic environment. Clearly some parts, such as gardens, can be more easily reached than others, such as offices. However, considerable advantage can be taken of London's Open House days to provide occasional access for the community. In 2005, free access was provided to over 600 buildings across London during the three-day Open House festival.

- 4.8 An important aspect of stewardship is being able to lead by example. It is difficult for the Council to exercise effective controls over private owners if its own house is not in order. The Council's ownership of historic buildings should, therefore, be exemplary. The Council can then use its own experience of repairs, maintenance and re-use to guide others faced with similar challenges.
- 4.9 When the Council is in a position to exert its influence, it can have a significant effect both directly through controls and indirectly through guidance and advice. Acting in partnership with others, for example by leasing property to community-based trusts, is a particularly effective form of partnership.

Local planning authority

- 4.10 As the local planning authority, the Council is responsible for identifying heritage assets and keeping records. This means that the designations, which provide an audit of what has survived, should be regularly reviewed and the records should be publicly accessible.
- 4.11 It is important that the Council's understanding of the Borough's heritage should be shared with the community so that local people can play their part. The significance of the historic environment can be explained and celebrated through publications, guidance and events.
- 4.12 The Council is also responsible for planning policy. The more clearly this is expressed and explained, the less chance there is for misunderstanding and confrontation when it comes to the exercise of planning controls.

Working with partners

- 4.13 As well as accepting its own responsibilities for the historic environment, it is vital that the Council should understand the agenda of others who may, wittingly or not, have an effect on it.
- 4.14 Partnership begins with local communities and the *Havering Community Strategy 2002-07* provides the foundations for engaging with local residents, visitors, preservation trusts, historical societies and friends groups. However, involvement is

also necessary with a wide range of regional and national government departments and non-governmental bodies, such as English Heritage, English Nature, the Greater London Archaeological Advisory Service, the Museum of London and Visit London.

5. The Council's portfolio

The range of heritage assets

- 5.1 There are some 27 Council-owned listed structures ranging from substantial houses, such as Langtons and Bretons, to items of street furniture, such as the Havering Stone or the stocks and whipping post at Havering-atte-Bower.
- 5.2 In addition, there are two scheduled monuments – the 'tithe' barn at Upminster Hall and the moated site at Dagnam Park. There is also the registered garden at Upminster Court.
- 5.3 A gazetteer of these sites is provided at Appendix 3. This provides information on the condition of each entry and the issues of ownership, use, management and maintenance. The content of the gazetteer is expanding as research and consultation add further information. When the consultation process is complete, recommendations will be made that will feed into the action plan.

Use and condition

- 5.4 While most of the buildings are in use, the overall picture of their condition is not good. In some cases, such as Langtons and Fairkytes, a reasonable first impression can be hiding localised failures resulting from lack of maintenance or short-term repairs.
- 5.5 There are other cases where decay and vandalism have led to structural failure. Four of the buildings are included on the English Heritage Buildings-At-Risk Register.
- 5.6 Efforts are being made to address the Buildings-At-Risk through an ambitious programme of grant applications to funding bodies, particularly the Heritage Lottery Fund. However, there are further buildings in the portfolio that must be considered vulnerable and it is important that their future is secured, through repair and productive use, before further decay causes expensive problems.

Part 2 – The Historic Buildings and Landscapes Strategy

6. Vision

6.1 The Council's vision for its historic buildings and landscapes is:

'Achieving exemplary stewardship of the Council's heritage assets and making best use of this resource to promote community understanding and enjoyment of Havering's rich history.'

6.2 This leads directly to three primary objectives: to improve the historic environment, to explain it and to celebrate it.

7. Objectives

Improve

7.1 It is clear from the gazetteer at Appendix 3 that there is a considerable backlog of repair needs, including instances of actual structural failure. These will require injections of capital funding, some of which is now being actively sought.

7.2 Best practice, however, goes beyond these immediate needs to address cultural improvements. This is particularly the case with historic landscapes and gardens where dynamic change is constant and restoration becomes necessary to regain the historical character.

7.3 Once repair and restoration has been achieved, there is a continuing need to review and maintain the building or landscape in order to ensure that it does not again fall into disrepair. Review should include assessment of appropriate use and management as well as condition.

7.4 Improvement can, therefore, be seen as physical, cultural and managerial.

Explain

7.5 It is not sufficient to base a strategy solely on the expectations of external policy-makers, important as they are. The Council's heritage assets belong to the communities of Havering and they

must have their voice. However, the way in which communities value their heritage is dependent on the degree to which its significance is understood. Thus what may appear to some as a ditch in Dagnam Park turns out to be an important mediaeval moated site.

- 7.6 It is vital, therefore, that the presence of historic assets and their significance is adequately communicated. There are many ways to achieve this at different levels as appropriate in each case.

Celebrate

- 7.7 With repair and understanding, it becomes possible to make use of the historic environment in a wider sense than its immediate function might suppose. A building may be in office use, for instance, but public access can be provided in connection with the London Open House weekend. Parks and gardens can be ideal for staging events at various scales, while trails can link sites and follow historical themes.
- 7.8 Celebration of heritage highlights the importance of a distinctive environment. It underpins local identity and provides a basis for visiting, regeneration and economic growth. Celebration is not, of course, exclusive to the local authority. There are roles for the whole range of friends groups, preservation trusts and local societies to rejoice in Havering's heritage.

8 Strategic action

- 8.1 If the objectives are to be fully achieved, fundamental issues must be addressed. These relate particularly to organisational factors that go to the heart of how the Council's historic assets are managed and maintained.

Corporate responsibility

- 8.2 It is important that those who manage the Council's historic property are fully aware of its significance and acknowledge their responsibilities. Without that awareness it is possible to go unwittingly beyond the natural constraints of a building and cause irreparable damage or to carry out unlawful works in contravention of the Listed Building legislation.
- 8.2 An established way to maintain awareness is for each of the major sites to have a conservation plan. This is a document that explains the special historical interest of the building and sets the limits for its alteration. It can also establish regular routines for

inspection and maintenance. Conservation plans are a requirement where the Heritage Lottery Fund is involved.

- 8.3 The corporate approach means actively seeking the support of other Core Directorates to achieve quality outcomes. It is evident, for instance, that more could be made of the surviving landscape at the Royal Liberty School. The issues of history and discovery could then be fed into the educational programme.
- 8.4 From time-to-time, inter-departmental working will need to involve agencies from outside the Council. These will include advisory and funding bodies, such as English Heritage or the Heritage Lottery Fund, but it will also be important to include community groups especially where they are prepared to take over the management of sites as, for example, at Upminster Windmill.
- 8.5 A willingness to take on the Council's liabilities should not, however, be seen as an opportunity to sever ties. On the contrary, community groups will still need support for their involvement and a partnership approach will often combine the twin benefits of the Council's resources and the community's focus.
- 8.6 One way to achieve corporate working would be to set up an Historic Environment Forum for the Borough. A forum would bring together relevant Core Directorates, departments, groups and agencies in order to establish collectively the appropriate use, ownership, management, repair and restoration of the Council's historic sites.

Specialist advice

- 8.7 Those who have responsibility for managing historic property must have access to specialist conservation advice. It is also significant to best practice in the management of historic assets that they are seen to be taking that advice.
- 8.8 Currently, the Council employs two specialist staff – a Conservation Coordinator, in Sustainable Communities, and an Historic Buildings and Landscapes Officer in Cultural and Leisure Services. The scope of their work has to be prioritised according to the time available. If the Council is to expand its conservation commitment, it will need to consider further recruitment or identify areas of work, such as building inspections, that can be out-sourced.
- 8.9 Where the Council embarks on major projects involving its own heritage assets, project management should make specific provision for specialist advice in order to minimise the additional burden placed on existing in-house staff. The Council should

also seek specialist skills on the part of contractors. It can be a false economy, in heritage cases, to select tenderers on the basis of price alone and procurement rules may need to be reconsidered to ensure that the Council only employs contractors with adequate conservation skills and experience.

Physical repair

- 8.10 Inappropriate repairs are often a short-term expedient giving poor value in the long run. At worst, they can cause permanent damage. It is vital, therefore, that the Council should adopt best practice in repair standards, which should be based on accepted guidance provided by English Heritage and the British Standards Institution.
- 8.11 Repair needs should be established through a system of regular inspection. However, if proper provision is made for adequate maintenance, repairs can be kept to a minimum.
- 8.12 A central register of the Council's heritage assets should be maintained. This would keep account of adopted repair standards, inspection cycles, maintenance regimes and alterations. The register would most effectively be held in Cultural and Leisure Services by the Historic Buildings and Landscapes Officer as this post already carries an involvement with many of the properties.

Cultural improvement

- 8.13 Historic property is rarely static. There are often opportunities for change that better reflects the historic character or for discreet modernisation to allow for improved use.
- 8.14 Langtons is a particular example where restoration of the historic landscape will give added meaning to the house and where fuller use can be made of the site by subtle changes to structures, such as the Orangery and the Gazebo.
- 8.15 In addition to the specialist advice required, capital resources are obviously necessary to bring about step changes. All sources of funding should be considered from established national providers to the opportunism of local sponsorship.

Promote understanding and enjoyment

- 8.16 Developing conservation plans for the major sites is important for their proper management. However, the accumulation of knowledge that such plans provide can also be used in more accessible ways.

- 8.17 By publishing freely available leaflets, producing web-based information and providing onsite interpretation the Council can greatly enhance the understanding of heritage and the enjoyment of sites for local communities and visitors alike.
- 8.18 There are encouraging signs that the active involvement of communities is already happening. The Upminster Windmill Trust is poised to take on a lease of the windmill and to develop visiting facilities there. Elsewhere, the Council has encouraged the formation of 'friends' groups. This is an area of partnership that the Council is keen to develop.
- 8.19 These initiatives will be enhanced by educational programmes and events to celebrate historical themes, characters and anniversaries.

Create exemplars

- 8.20 It is important that, where best practice has been established, it should be used so that others can benefit. The experience of undertaking repairs and setting up management systems shows others what can be achieved. It can also be used as the basis for published guidance on the care of historic buildings.
- 8.21 A further benefit of shared experience is the opportunity to maintain best practice through peer review. This can be achieved by inviting comparison by organisations, such as English Heritage, the Institute of Historic Building Conservation or the Association of London Government.

Exploit potential

- 8.22 Clearly, the Council will be expecting to take advantage of major shifts, such as Thames Gateway and the Olympic Games of 2012. The benefits for the historic environment will come from increased development activity and from higher visitor numbers. A significant factor in competing for these benefits will be the distinctiveness of the Borough underpinned by its undoubtedly important heritage assets.
- 8.23 Making full use of the assets also means rising to the funding challenges that step changes and best practice require.
- 8.24 The Heritage Lottery Fund is the major source of grants for heritage projects and Havering is currently preparing several applications. English Heritage provides increasingly targeted grants particularly where buildings are at risk or where there are special research needs. Other sources may be available from the Aggregates Sustainability Levy, the Landfill Tax or local trusts.

- 8.25 In addition, there are funding opportunities from Section 106 agreements, particularly where major developments such as the Thames Gateway are envisaged, and there is the possibility of direct sponsorship.
- 8.26 Havering Council has already demonstrated that where necessary it is prepared to make financial commitments to the historic environment. It has created the post of Historic Buildings and Landscapes Officer and it has pledged match-funding for lottery applications for a major projects at Fairkytes.
- 8.27 A well-presented historic environment will also help the Council to develop the full potential for volunteering beyond the start that has been made already.

9. Management proposals

- 9.1 The action plan will propose three timescales:

Immediate actions to be developed within the first year of the strategy

Short-term tasks to be undertaken during the three-year lifespan of the strategy

Medium-term tasks to be undertaken during the three-year lifespan of the strategy and possibly beyond

Long-term ambitions that may take the strategy into a further cycle

- 9.2 Detailed actions will be clarified by public consultation before they are finally set out here. However, it is already clear, for instance, that the need for corporate working methods and for more systematic care procedures will be reflected in the 'immediate' category.

10. Making the strategy work

Priorities and programme

- 10.1 Priorities will be agreed when the action plan is developed. The highest priority will be to address the buildings-at-risk so that Havering as an owner can be conspicuous by its absence from the English Heritage Buildings-at-Risk register.

Review

- 10.2 It is vital that the strategy is used as a managerial tool rather than being seen as an end in itself. The way to achieve this is through a regular cycle of setting goals, reviewing performance and reporting to stakeholders. The action plan, therefore, makes provision for these tasks.

Part 3 – Wider strategic implications

11. The heritage asset in private ownership

Historic buildings

- 11.1 The Council's own historic buildings include some of the most important assets in Havering, but they account for less than 10% of all the Borough's listed buildings. The rest are in private or corporate ownership. However, the responsibilities remain the same. Owners are expected to maintain listed buildings and there are sanctions that may be applied if they are altered without consent or if they are allowed to fall into decay.
- 11.2 It is widely acknowledged that the statutory list is out of date. It was published in 1979 and has had to be formally amended some 28 times in order to update information or to add further buildings. Even so, there are further buildings and structures that could be added. A simple example is the cast-iron pump at Blacks Bridge, Main Road. Although it is protected by being within the curtilage of the bridge, which is listed, it ought to be listed in its own right.
- 11.3 The Council has begun to prepare a list of buildings which, although they may not be statutorily listable, are nonetheless of local interest. The current Unitary Development plan has no planning policy for locally listed buildings, but this will be addressed in its successor – the Local Development Framework.
- 11.4 186 buildings of local heritage interest have been identified in the Romford and Hornchurch areas. Further surveys are proposed for the areas to the north and south.

Historic areas

- 11.5 The Council has designated nine conservation areas. They include the town centres of Romford and Rainham, the suburban development of Gidea Park and the open rural landscape of Cranham. In addition, the Council has designated a supplementary Area of Special Character at Gidea Park.
- 11.6 There is clearly scope for a number of further designations, for instance Hornchurch High Street and Langtons. There is also scope for existing designations, such as Romford, to be reconsidered. There may also be a case for further areas of special character.

Parks, gardens and the public realm

- 11.7 The English Heritage register of historic parks and gardens includes one garden in Havering – Upminster Court gardens. However, work undertaken with the London Parks and Gardens Trust and English Heritage has identified a further 31 sites of special interest that could form a local list.
- 11.8 In addition, there are 22 sites known to have potential for further consideration and another 17 where survey work could be rewarding. This demonstrates the considerable significance of historic landscapes to the character of Havering.
- 11.9 In the streets and lanes of Havering there are survivals of materials and details, such as granite kerbs, and street furniture, such as telephone kiosks. These often provide evidence of how the public realm was used in the past and can provide a key to understanding how it should be treated in the future.

12. Planning practice

Policy

- 12.1 The Council's current policies are provided in the Havering Unitary Development Plan (UDP) adopted in 1993. Work has started on the Local Development Framework (LDF), which in due course will succeed the UDP.
- 12.2 The first stage in the LDF process is to agree a Local Development Scheme. This defines the elements that will be included in the LDF and the programme for their production. The draft scheme for Havering provides for a Borough-wide Heritage Strategy to be produced as a formal supplementary planning document during 2007.
- 12.3 The Heritage Strategy will expand and update the UDP policies for heritage issues. It will provide the Council with the opportunity to realise its ambition for leadership in the management of the historic environment.
- 12.4 At present, there are detailed policies for Gidea Park and for other areas of special character that are not designated as conservation areas. Similar provision will be made for the other conservation areas through conservation area appraisals and management proposals that are now a formal performance indicator for best value assessments.

Controls

- 12.5 A range of planning controls is available to the Council in addition to the development control exercised through planning permission, listed building consent and conservation area consent. These include control of permitted development under Article 4 directions, enforcement against unauthorised works, and Section 215 amenity notices.
- 12.6 Where historic buildings are seriously neglected, the Council may serve urgent works notices or repairs notices and, in extreme cases, may take action for compulsory purchase.
- 12.7 A Heritage Strategy will take account of all these opportunities and express the Council's commitment to using them where necessary. It will also explain the circumstances in which action will be taken.

Planning management

- 12.8 It is clear from Section 11 above that the state of designations in Havering – ancient monuments, listed buildings, conservation areas, parks and gardens – needs to be revised. It is also clear from the Local Development Scheme that conservation planning policies need to be updated.
- 12.9 The specialist expertise currently available within the Council will have to be augmented if a more pro-active approach is to be adopted for the management of the historic environment. This may be achieved by recruitment or out-sourcing. However, the pressure could be relieved considerably by the publication of detailed guidance on the care of historic buildings and the principles by which alterations will be assessed.
- 12.10 Principles of stewardship would be better established if they were supported by widespread understanding. There would be considerable benefits, therefore, from the provision of opportunities for education and training aimed at local residents, non-specialist staff and councillors alike.
- 12.11 Monitoring the state of the historic environment is an important foundation for determining management actions. The English Heritage Buildings-At-Risk register is a useful tool, but it must be linked to a strategy for taking listed buildings out of risk through incentives, partnership or controls. Monitoring should also extend to other significant buildings and to the rate of change in historic areas, where the use of Article 4 directions may be appropriate.

12.12 Conservation management is also relevant to the public realm where surface materials, landscaping, detailing, signage, street furniture and traffic management can all have a critical effect on the character of historic areas.

13. Existing strategies

Heritage Strategy 1993

13.1 A broad strategy for the heritage of the whole borough was approved in September 1993. This was prepared in response to a reorganisation of English Heritage and the devolvement of greater responsibility to the London Boroughs.

13.2 The objectives of the strategy were:

- To identify, interpret and enhance Havering's heritage of settlements and buildings, landscapes and countryside, ecological and archaeological resources.
- To promote awareness of the unique history and character of the various communities in the Borough, and to involve the community in caring for Havering's heritage.
- To fulfil the Council's statutory conservation responsibilities for listed buildings, conservation areas, ancient monuments, and sites of nature conservation or archaeological importance in a way which achieves the Heritage Strategy and UDP policies.
- To seek to ensure that new development takes place in ways which respect Havering's heritage, which contribute where appropriate towards heritage objectives, and which positively help to enhance the sense of place in its locality.

13.3 While the strategy covered many of the issues that are still relevant today, such as interpretation, community involvement and environmental enhancement, it did not commit the Council to specific actions or timescales.

Heritage Strategies: Romford and Hornchurch 2000

13.4 In April 2000, the Council approved a combined heritage strategy for Romford and Hornchurch. This is summarised in the report to the Environment Strategic Policy Sub-Committee, which is reproduced at Appendix 4.

13.5 The Strategy set out six objectives, each of which was followed by a related series of actions designed to achieve it. The degree

to which the objectives have been realised is varied and has been limited by resources.

- 13.6 The Strategy also provided a further list of proposed outputs:
- Approval of a list of 87 suggested buildings for a “Local List” of significant buildings
 - Preparation of new conservation-based policies for the UDP
 - Preparation of additional conservation sections for the UDP
 - Proposed technical guidance leaflets
 - A list of potential conservation areas and Areas of Local Heritage Interest
 - A list of Historic Parks and Gardens
- 13.7 Much of the unfinished business will be reviewed in the light of the new Borough-wide heritage strategy to be prepared as part of the Local Development Framework.

Appendix 1. The historical development of Havering

1. Havering is the furthest east of the London boroughs and the character of its buildings is shared equally between the suburbia of its western neighbours and the rural vernacular of the Essex countryside. This mix is unique in East London, comprising still remote medieval parish churches along the Thames marshlands, tiny rural villages, farmhouses set in open fields, a scattering of mansions, leafy Edwardian suburbia, and, at its heart, the commercial centre of Romford. Its topography is equally varied, ranging from the flat marshes at Rainham to the sloping, wooded hills at Noak Hill.
2. The formation of the Borough in 1965 from Romford Borough and Hornchurch Urban District not only drew these diverse settlements together but revived the name of the medieval Royal Manor and Liberty of Havering to which they had once belonged. Though long since defunct the Liberty's name had persisted in memory through the survival of the unusually named village of Havering-atte-Bower, where the royal palace or hunting lodge had once existed. The manor lay within the medieval parish of Hornchurch whose village church and priory, founded by Henry II, stood close to the Ingrebourne River. To the east, outside the medieval manor, were a series of smaller agricultural parishes: Upminster and Cranham in the north, North Ockendon, Wennington and Rainham to the south. The last three had churches by the 12th century, best preserved at Rainham whose life and trade was centred on its little port by the Thames.
3. Many of the settlements in Havering have a Saxon foundation and for most of its history, the villages and manors of Havering were part of the agricultural life of Essex. Early maps show a series of large manor houses, many of them on moated sites, set within parkland. More substantial properties included Gidea Hall, Dagnam and Pyrigo Park (all since demolished) which lay in the north, close to the London road, but in the remoter parishes there were a number of smaller houses, several of which survive.
4. With the expansion of London from the late 17th century onwards, Havering began to enjoy increasing favour as a rural retreat from the metropolis for successful merchants who bought up older properties and in the following century began to build new country houses. These were often of the villa-mansion type more suited to owners with interests elsewhere. Their taste generally lagged behind contemporary 18th century fashion, even in the case of lavish houses such as Rainham Hall, but there are notable exceptions: The Palladian Bower House at Havering-atte-Bower,

an early work by Flitcroft, James Paine's Hare Hall, east of Romford, and the extraordinary late 18th century Round House, also at Havering-atte-Bower. In several places the houses have gone but their ornamental and landscaped gardens are preserved as public gardens and parks. Several are the testament to the skills of the landscape designers, such as Richard Woods and later Humphrey Repton, who was a resident of Hare Street, the little hamlet (now Gidea Park) east of Romford.

5. Even into the early 20th century the rural mansions of Havering provided homes for the men who had grown rich on the development of the East End. Amongst them was Hugh McIntosh, contractor at the East India Docks in the early 19th century who acquired property at Havering-atte-Bower, and whose descendents turned to cattle farming for the London market and held the rights to Romford Market.
6. Also at Havering-atte-Bower resided the Barnes and Pemberton-Barnes families, developers of large swathes of Stepney and Mile End in the early 19th century. However, land remained of huge importance as the source of local wealth, visibly so at Cranham where the 13th century church, adjacent to the Hall, was replaced in 1873 by its owner Richard Benyon. A rural church of such high quality is a rarity in Greater London.
7. The ebb and flow of travellers and trade along the London road accounted for the expansion of Romford, which grew from a minor chapelry at the crossing of the river Rom to become a large market town of superior importance to the parish centre of Hornchurch and eventually the commercial heart for much of outer East London.
8. While Romford grew, Hornchurch remained little more than an industrial village until the beginning of the 20th century. As elsewhere in East London, the arrival of the railways in the 19th century changed everything and encouraged the growth of suburbs within the once rural areas. The Eastern Counties Railway reached Romford in 1839, the London Tilbury and Southend was extended to Hornchurch and Upminster in 1885 and a linking branch was built between the two in 1905. But the intensive development of housing only became possible with the selling off of the old estates, which reached its peak in the 1930s.
9. The architectural character of the suburban developments is interestingly varied: from the smart enclave of Emerson Park, Hornchurch, to the progressive garden suburb ideal of Gidea Park, Romford, and the denser district of Elm Park. After World War II, the LCC built their out-county estate at Harold Hill but private development was curtailed by the creation of the Green

Belt, a welcome intervention that has saved Havering's unique character.

Appendix 2. The survival of heritage assets:

Historic buildings.

1. The Statutory List of Buildings of Special Architectural or Historic Interest for Havering has 141 entries, some of which cover small groups of buildings. The buildings range from Norman churches to a 19th century pumping station.
2. Grade I listed buildings. There are six buildings listed at grade I, of which four are churches, and one is a house with a separately listed stable:
 - Church of St Helen and St Giles, Broadway, Rainham.
A remarkably complete and unaltered Norman church of c.1170.
 - Church of St Mary Magdalene, Church Lane, North Ockendon
A medieval church with features of the 12th, 13 and 14th centuries, associated with the Poyntz family.
 - Church of St Andrew, High Street, Hornchurch.
A 13th century building with 14th and 15th century features.
 - Church of St Lawrence, St Mary's Lane, Upminster
A medieval church mostly rebuilt by W G Bartlett in 1863 but retaining a 12th century west tower.
 - The Bower House, Orange Tree Hill, Havering-atte-Bower
A small country house built in 1729 to the designs of Henry Flitcroft – his first commission. Also grade I listed is the stable block, which might have been by Flitcroft or Bridgeman, who designed the landscape layout.
3. Grade II* listed buildings. There are 10 grade II* entries, all houses or structures associated with a house.
 - Rainham Hall, Broadway, Rainham
Includes its forecourt railings, gates and piers, lodge and stable block
Built in 1729 for John Harle, merchant and owner of Rainham Wharf.
Now owned by The National Trust.
 - The Round House, Broxhill Toad, Havering-atte-Bower
Built for William Sheldon in c.1792 – an unusual oval-shaped villa containing early 19th century wallpaper by Dufour and Cie.
 - Upminster Hall, Hall Lane, Upminster

A very early (15th-16th century) two storey timber-framed house covered in coloured roughcast with gabled and jettied cross wings.

- Church of St Edward the Confessor, Market Place, Romford.
1849 by John Johnson in a curvilinear Decorated style.
- Bretons, Rainham Road, Hornchurch
A late 17th century house rebuilt in red brick in about 1740.
The associated stables are also listed II*.
- Upminster Windmill, St Mary's Lane, Upminster
A three storey smock mill of octagonal shape, built in 1803.
- Great Tomkyns, Tomkyns Lane, Upminster
A 16th and 17th century hall house with two storied jettied wings.
The associated barn is also separately listed grade II*.
- The Royal Liberty School, Upper Brentwood Road, Gidea Park.
Formerly known as Hare Hall, this house was built to the designs of James Paine for J A Wallinger between 1768 and 1769.
- Church of St Mary and St Peter, Wennington Road, Wennington
A small medieval church of 12th century origin.
- High House Farmhouse, Ockendon Road, Corbets Tey
A house of c.1700 with a virtually complete original interior.

4. Grade II listed buildings. At grade II level, there are 75 entries for cottages, houses or farmhouses, the earliest of which is 15th century. Many 17th century timber framed structures remain, with brick becoming more fashionable after 1700. There are also 11 entries for churches, chapels, halls and schools, mainly 19th century. Boundaries feature prominently, with eight entries for walls and railings.
5. Many of the listed walls are all that remains of the 16th and 17th century mansions which were demolished to make way for residential development in the 20th century, such as the garden walls of North Ockendon Hall, in Church Lane, North Ockendon, and the 18th century walls to Gidea Hall, demolished in 1929.
6. Finally, there are 22 grade II entries for an assortment of structures as follows:
 - Structures: An orangery, a gazebo, a stable, a pumping station, a railway factory built in 1843-47 for the Eastern Counties Railway, three public houses, Havering Town Hall (1935), a smock mill, an anti-aircraft site of 1935-9, a well tower and a bridge

- Miscellaneous: Two telephone kiosks, a tomb stone, a stocks and whipping post, two cast iron Coal Duty Boundary Posts, two water pumps, a sundial and two boundary stones.

Ancient monuments

- 7, English Heritage's schedule of Ancient Monuments for London, dated March 1994, contains three entries for Havering as follows:

1. *Section of Roman road on Gidea Park Golf Course*

This section of Roman road appears as a raised cambered strip approximately four metres wide running across the golf course. It lies on approximately the same alignment as the modern London-Colchester Road (the A12) running north-east from Gallows Corner, which follows the track of the Roman road. It is of interest as being probably the only undisturbed stretch of Roman road surviving in the London area.

2. *Dagnam Park Farm moated site, Noak Hill, Romford*

The manor belonged to the Percy family in the 15th century and the estate passed through Mrs Anne Rider to Edward Carteret, Postmaster General, whose son married Lady Jemina Montague, daughter of the 1st Earl of Sandwich. Pepys describes the manor in eulogistic terms, but it was pulled down in 1772 when the present mansion (Dagnam Park) was built to the north. The moated site is a good example of a medieval rectangular type, the moat being 10-20 metres in width and filled with water. There are no remains of any buildings within the moat.

3. *Tithe Barn, Hall Lane, Upminster*

An extremely fine and large aisled timber-framed barn of nine bays, with a crown post roof. The details suggest a mid-15th century date when the estate was owned by Waltham Abbey. Since 1976 it has been opened as an agricultural museum, operated by the Hornchurch and District Historical Society. Close by is Upminster Hall (listed grade II*), a substantial timber-framed house, probably of the 16th century. This is now a clubhouse for the golf course, laid out in 1927, which now surrounds the barn.

8. Since 1994 English Heritage has been undertaking a comprehensive review of all known archaeological sites in England – the Monuments Protection Programme. The Programme is expected to increase significantly the number of scheduled monuments and it includes a review of monuments already protected. In Havering, the review has concentrated recently on moated sites.

Conservation Areas.

9. There are nine conservation areas in Havering, none of them, apart from the Gidea Park Conservation Area, of any great size:
 1. *Cranham Conservation Area.*

The conservation area encompasses a core of buildings centred around Cranham Hall and All Saints Church, surrounded by fields and some woodland. It was designated in 1968.
 2. *Rainham Conservation Area.*

The conservation area covers the centre of old Rainham Village, and is centred on the grade I listed Church of St Helen and St Giles, c.1170, and Rainham Hall, its lodge and stable block, all listed grade II*. It was designated in 1968.
 3. *Romford Conservation Area.*

The conservation area encompasses the historic crossroads and former Market Place in the centre of Romford. The most important buildings are the Church of St. Edward the Confessor, listed grade II* and dating to 1849, and three grade II listed buildings including two public houses. It was designated in 1968.
 4. *Havering-atte-Bower Conservation Area.*

This conservation area comprises the core of Havering-at-Bower village and centres on the village green. To the south, open fields and Bower Woods create a sylvan setting around The Bower House which is listed grade II*. It was designated in 1968.
 5. *Gidea Park Conservation Area.*

The conservation area was designated in 1970 when it encompassed a major portion of the Garden Suburb which was begun in 1910 by the owner of Gidea Hall, now demolished. Raphael Park, which forms part of the conservation area, is all that remains of the former garden to the house. The conservation area was extended in 1989 to the south as far as Gidea Park Station, also dating to 1910.
 6. *St Leonards Hornchurch Conservation Area.*

The conservation area comprises the remaining cottages of Hornchurch Cottage Homes, established in 1886-9 by the Guardians of Shoreditch Poor Law Union. It was designated in 1984 and extended slightly in 1990.
 7. *R A F Hornchurch Conservation Area.*

This conservation area encompasses historic buildings associated with a Royal Air Force base built off South End Road, Hornchurch, between 1924 and 1928. It was designated in 1989.
 8. *Corbets Tey Conservation Area.*

This conservation area includes part of the former parkland to Gaynes, a 19th century building demolished in 1930. This stood on the site of a Palladian mansion built in 1771 for Sir James Esdaile by the architect James Paine. It was designated in 1990.

9. North Ockendon Conservation Area.

This conservation area centres on a cluster of historic buildings surrounding the junction of Ockendon Road with Fen Lane, and includes the grade I listed Church of St Mary Magdalene, with features of the 12th century. It is surrounded by fields and was designated in 1990.

10. The Romford and Hornchurch Heritage Strategies made recommendations for further designations and it is clear that there are further possibilities to the north and south of the study area.

Historic landscapes.

11. Currently Havering has just one garden on English Heritage's Register of Historic Parks and Gardens – the gardens at Upminster Court (Grade II). However it clear that within the Borough are a large number of historic landscapes which have great social and historic interest, some of which may be considered of sufficient interest to merit inclusion. Other landscapes, such as cemeteries and smaller parks, have more local significance.
12. Local historic "landscapes" include:
- Romford:
Coronation Gardens, Main Road
Marshalls Park Upper School, Havering Drive
Romford Cemetery, Crow Lane
St Edward the Confessor Churchyard, Market Place
 - Hornchurch:
Capel Nelmes, Sylvan Avenue
Harrow Lodge Park, Hornchurch Road
St Andrews Churchyard, High Street
Hornchurch Cemetery, High Street
Hylands Park, Osbourne Road
Langtons Gardens, Billet Lane
 - Pyrgo Park, Noak Hill:
Salvin's house of 1851 was remodelled by Barry in 1862 and demolished in 1938 when the public park was created.
 - Havering Park, Havering-atte-Bower:

The main house was built in 1850-70 and demolished in 1925 when small plots were sold off for houses. In the 1970s, after the area was designated Metropolitan Green Belt, these houses were demolished to much local protest to form the Country Park

- Bedfords Park, Lower Bedfords Road
- Dagnam Park, Noak Hill
This is based on the site of the medieval manor house of Dagnam, rebuilt in c.1772 by Sir Richard Neave, overseas merchant and later governor of the Bank of England. Humphrey Repton laid out a landscaped park in 1802. The estate was sold off in 1919 and the house demolished in 1950 by the LCC. A public park was created in the late 1950s as part of the construction of the Harold Hill Estate.
- Gaynes Park, Corbets Tey:
The historic mansion of Gaynes was demolished in 1930 and part of the park is now Parklands Open Space
- Central Park, Hartold Hill
- Rise Park, Eastern Avenue near Gidea Park
- Raphael Park, Gidea Park:
The public park opened in 1904 and includes part of the former landscaped gardens and parkland to Gidea Hall, demolished in 1930. Humphrey Repton and Richard Woods were both tenants of the estate and Repton at least worked on the grounds. The architect James Wyatt designed Blacks Bridge.
- Jewish Cemetery, Upminster Road, Rainham
- Upminster Cemetery, Corbets Tey
- Stubbers North Ockendon – a small site with some work by Repton
- Landscape around the LCC estate at Harold Hill
- Grounds to Royal Liberty School (formerly Hare Hall), Upper Brentwood Road, Romford: Remains of landscaping by Richard Woods
- Upminster Golf Course, based on Upminster Hall

Suburban estates.

13. It has already been noted that Havering was subject to extensive suburban expansion in the late 19th and 20th centuries when many of the old estates were broken up and their historic mansions demolished. These new housing estates were notable for their planned development and high quality buildings, providing homes for both the working and middle classes. The most notable of these estates are:

1. *Ardleigh Green Estate, Hornchurch.*

Emerson Park was developed from 1895 by a Mr Carter, who intended to build country villas for City gentlemen. It became the Ardleigh Green Estate, with houses built by E A Coryn, and after 1919, by his son Allen Coryn, who had been clerk of works to Welwyn Garden City. Allen Coryn developed the neighbouring Great Nelmes Estate, with expensive, individually designed houses, into the 1930s.

Neither of these estates, which have been subject to some alteration, have been designated as conservation areas.

2. *Gidea Park, Romford.*

The Gidea Park Suburb was built in 1910-1911 on the initiative of Liberal MPs Herbert Raphael, Charles McCurdy and Sir Tudor Walters, on the former Gidea Hall Estate, and served by a newly built station, Gidea Park. Gidea Park Limited had close links with the Garden City Co. in which Raphael, McCurdy and Walters were all shareholders.

A competition was held for designs for the new houses “to demonstrate to housing and public authorities, to builders and the public generally, the improvement in modern housing and building due to scientific knowledge, the revival of the Arts and Crafts, and the progress of the garden city movement, and by doing so to assist the raising of the standard of housing not only in the outer metropolis but throughout Britain”.

Over 100 architects entered, including such luminaries as Barry Parker, Sir Raymond Unwin, M H Baillie-Scott, T Gordon Jackson, Philip Tilden and Clough Williams-Ellis. A more extensive list of architects is available on the Council’s website.

The brief was for small, four bedroomed detached houses costing £500 (class 1) and for three bedroomed cottages costing £375 (class II). An emphasis was put on convenient labour-saving plans. Many of the houses were in the Tudor style, rough-cast and colour-washed or half-timbered. The area was well landscaped and the plots were of a good size. Baillie-Scott’s pair of fine Arts and Crafts houses at nos. 36 and 38 Reed Pond Walk

(1911) a class 1 and class II house side by side, are separately listed. Development continued into the 1930s.

Also contained within the early twentieth-century development are some remarkable Inter-War houses. A *Modern Homes* exhibition was held here in 1934 as part of a drive to inject greater architectural interest into the design of suburban houses. Thirty-five houses were built, mainly in Brook Road, just off the Eastern Avenue, in an advanced modernist style; many had flat roofs and were constructed of concrete. The winner of the competition associated with the exhibition was nos. 64 Heath Drive, by Francis Skinner with Tecton: a Modern Movement box of reinforced concrete that cost a mere £900 and is now listed grade II.

The majority of the estate is now a conservation area and to protect the external elevations and setting of the buildings the Council have produced the Gidea Park Design Guide, served an Article 4 Direction, and provided a detailed policy in the UDP of 1993 (Policy ENV 23).

3. *Collier Row, Romford.*

A Nash estate of 1937, principally of semi-detached brick houses laid out on the undulating land on Havering's northern fringes and characteristic of the great swathes of suburban development carried out by this firm in the area.

This estate is not a conservation area.

4. *Harold Hill Estate, Romford.*

This is a particularly large and self-contained LCC "out-country" estate of the late 1940 and 1950s, built with a range of traditional brick and government-sponsored prefabricated houses by its Valuer's Department. 7,631 houses were built, for some 25,000 people.

There are no conservation areas.

5. *Gaynes Estate, Little Gaynes Gardens, Upminster.*

The historic mansion of Gaynes was demolished in 1930 and part of the surrounding land developed for housing, providing several streets of exceptionally well preserved semi-detached houses, mainly half timbered. The remaining land is now the Parklands Open Space and retains some of the features of the Georgian pleasure grounds, including a picturesque bridge (a Building-at Risk).

The Corbets Tey Conservation Area covers some of the former parkland but none of the 1930s housing.

Appendix 3. Gazetteer of Council-owned sites

This gazetteer is developing as information becomes available through research and consultations. Recommendations will not be included until the consultation process is completed.

1.

Site: **Fairkytes, Billet Lane, Hornchurch**

Designation: Listed – Grade II.

Description: Two-storey redbrick house built in the mid-18th century and refronted in the 19th century. Original house five bays wide with sash windows, a brick band and slated gambrel roof. Projecting two-bay red brick extension to the south and an early 19th century rendered extension to the rear. The interior retains a mid-18th century staircase and some panelling.

Use: Arts centre.

Condition: Fair/poor.

Issues: Cultural and Leisure Services provide conservation advice.
The building has its own maintenance budget. A report on the building has recently been prepared. Superficially, the front of the building looks in good condition, but the windows need repair. To the rear, repair needs are more evident.
The use of the building is important to the community, compared with the alternative of, say, offices. But it is a hard use. The stress on the historic building would be reduced by the addition of a new structure which has been proposed as part of the development of the centre.

Recommendations:

2.

Site: **Langtons, Billet Lane, Hornchurch**

Designation: Listed – Grade II.

Description: Substantial red brick three-storey house with 18th century origins, but much rebuilt in the early 20th century. Two-storey flanking wings have canted bays. Landscape setting originally by Humphrey Repton.

Use: Register Office and offices.

Condition: Fair. Leadwork at roof level needs particular attention.

Issues: Managed by facilities management with advice from Cultural and Leisure Services.
Maintenance issues.
Repton landscape considered by consultants.
Possible lottery bid.

Recommendations:

3.

Site: **Orangery at Langtons, Billet Lane, Hornchurch**

Designation: Listed – Grade II.

Description: Tall timber structure of late 18th century. Divided into five bays by pilasters with Doric detailing. Brick wall to the rear.

Use: Desultory use for cultivation.

Condition: Fair, save for vandalism to glazing and some glazing bars.

Issues: Cultural and Leisure Services provide conservation advice.

Langtons The use is now being addressed.
Opportunities for use related to weddings at which would make the building self-financing.
Repairs and security issues could be included in the lottery bid for the Repton landscape.

Recommendations:

4.

Site: Gazebo at Langtons, Billet Lane, Hornchurch

Designation: Listed – Grade II.

Description: Single-storey timber structure of 18th century origin. Canted front with round-headed entrance and sash windows in the sloping sides. Brickwork to the rear pool. contains bath house with original plunge

Use: None at present. Has planning permission for retail use.

Condition: Poor.

Issues: Cultural and Leisure Services provide conservation advice.
Future use by Friends of Langtons.
Repairs and security issues could be included in the lottery bid for the Repton landscape

Recommendations:

5.

Site: Stable block at Langtons, Billet Lane, Hornchurch

Designation: Listed – Grade II.

Description: Two-storey red brick stables with sash windows. Nine bays wide with a pediment over the central three. Octagonal glazed lantern in 18th century style on the tiled roof.

Use: Offices for Trading Standards.

Condition: Good.

Issues: Maintained by Facilities Management. Cultural and Leisure Services provide conservation advice.

Recommendations:

6.

Site: **Bridge in Parklands Park, Corbets Tey Road**

Designation: Listed – Grade II.

Description: 18th century bridge attributed to James Paine. It was built as part of the landscaped park of Gaynes House (since demolished). Brick construction with stucco finish. Large semi-circular arch with stepped keystone flanked by similar but smaller blocked arches and curved approach walls. The bridge was topped by a balustraded parapet.

Use: Bridge.

Condition: Poor. Balustrade now missing. Included on the Buildings-At-Risk register.

Issues: Maintained by Parks Department with advice from Cultural and Leisure Services. Structural survey and recommendations carried out. Proposals for lottery bid supported by Heritage of London Trust and Cleanaway .

Recommendations:

7.

Site: **Stocks and Whipping post, The Green, Havering-atte-Bower**

Designation: Listed – Grade II.

Description: Timber stocks and post with iron fittings. Now surrounded by railings.

Use: A monument.

Condition: Fair.

Issues: Maintained by Parks Department with advice from Cultural and Leisure Services. Occasional replacement of timber elements.

Recommendations:

8.

Site: **Upminster Court, Hall Lane, Upminster**

Designation: Listed – Grade II.

Description: Substantial country house in the Wren style built in 1905 with Bath stone dressings and a Westmoreland slate roof.

Use: Used by the Council as its training centre. It was previously a care home and the permission for office use was granted personally to the Council. There is, therefore, no established use.

Condition: Poor.

Issues: Maintained by Facilities Management. The site is currently for sale. Detailing of the building was purpose-made so repairs and replacements can be expensive. Future use and care of the grounds are clearly matters for concern.

Recommendations:

9.

Site: **Stable block at Upminster Court, Hall Lane Upminster**

Designation: Listed – Grade II.

Description: Contemporary with Upminster Court (1905) and in similar style. Also built by Professor Charles Reilly. Pedimented carriage entrance with one bay to either side.

Use: Used by Capel Manor for horticultural training. Also
by St John's Ambulance and for grounds maintenance.

Condition: Poor.

Issues: The site is currently for sale. There is a
possibility that the stables may be sold separately. It
will be necessary to balance the desirability of the
site being managed as a whole with the benefits that
separate responsibility may bring

Recommendations:

10.

Site: **Entrance piers and gates at Upminster Court,
Hall Lane, Upminster**

Designation: Listed – Grade II.

Description: Redbrick piers of 1905 with stone ball finials and
wrought-iron gates in 18th century style.

Use: Entrance gates.

Condition: Poor.

Issues: Structural problems especially with the
boundary wall.

Recommendations:

11.

Site: **The Park Corner Stone, Forest Lodge School,
Lodge Lane, Collier Row**

Designation: Listed – Grade II.

Description: Stone boundary marker for the Liberty of Havering-
atte-

Use: Monument.

Condition: Fair.

Issues: Difficult to find. Overgrown and uncelebrated.

Recommendations:

12.

Site: **The Havering Stone, London Road, Romford**

Designation: Listed – Grade II.

Description: Stone boundary marker for the Liberty of Havering-atte-Bower, originally set in 1642.

Use: Monument.

Condition: Fair.

Issues: Dominated by unauthorised advertising hoarding.
Review of enhancement measures needed.

Recommendations:

13.

Site: **Blacks Bridge, Main Road, Romford**

Designation: Listed – Grade II.

Description: Red brick bridge with three elliptical stone arches. Designed by James Wyatt in the grounds of the former Gidea Park.

Use: Bridge.

Condition: Fair.

Issues: Now part of Raphael Park. The south side of the bridge was altered by road-widening.
responsibility – The structure of the bridge is a highways strengthening is apparently necessary.
Unightly concrete coping added to parapets.

Recommendations:

14.

Site: **Garden walls, entrance gate and brick piers to former Stubbers House, Stubbers Outdoor Pursuits Centre, Ockendon Road, North Ockendon**

Designation: Listed – Grade II.

Description: 16th century and later red brick walled garden to the former Ockendon Hall. An outer 'crinkle-crankle' wall has a wrought-iron entrance gate between brick piers. The wall may have been part of the Repton landscape for Ockendon Hall.

Use: Ornamental garden walls.

Condition: Poor. The garden walls are included on the buildings-at-risk register for London.

Issues: Some rebuilding of the outer wall has been undertaken.

owl considering The walled garden has recently ceased use as an sanctuary and the outdoor pursuits centre are its future use.

Recommendations:

15.

Site: **2 Orchard Cottages, Noak Hill Road**

Designation: Listed – Grade II.

Description: One of a pair of 18th century cottages. Two bays wide with side entrances under catslide roofs.

Use: Residential.

Condition: Fair.

Issues: Ownership may have changed.

Recommendations:

16.

Site: 2, Meadow Cottages, Noak Hill Road

Designation: Listed – Grade II.

Description: One of a pair of mid-19th century cottages. Built of red and blue brick with a raised brick storey-band.
Weather- boarded extensions to either side.

Use: Residential.

Condition: Fair.

Issues:

Recommendations:

17.

Site: Bretons, Rainham Road, Hornchurch

Designation: Listed – Grade II*.

Description: Late 17th century house largely re-built in about 1740 standing in open land. Three storeys, red brick with a central pediment. Clearly designed to impress.

Use: Community centre for the Bretons Community Association.

Condition: Fair/good

Issues: Conservation advice is provided by Cultural and Leisure Services.
The roof is in good condition, but some of the windows are poor. These are about to be repaired.

Recommendations:

18.

| | |
|------------------|--|
| Site: | Wrought-iron screen and gates with piers at Bretons, Rainham Road, Hornchurch |
| Designation: | Listed – Grade II*. |
| Description: | About 1740. Curved arrangement of wrought-iron railings with double carriage gates on brick piers. |
| Use: | Ornamental front to the house. |
| Condition: | Stable. The gates have been repaired, but they are permanently fixed and cannot be used. |
| Issues: | |
| Recommendations: | |

19.

| | |
|------------------|--|
| Site: | Two brick barns and garden walls at Bretons, Rainham Road, Hornchurch |
| Designation: | Listed – Grade II. |
| Description: | 16 th century brick barns. One, the ‘Tudor Barn’, with a modern asbestos roof and the other with pantiles. 16 th century brick wall, originally enclosing the garden, with arched bee boles. |
| Use: | The Tudor Barn is used by the Bretons Community Association. The pantiled barn and garden are leased for use as an equestrian centre. |
| Condition: | The poor condition of the barns was worsened by a recent fire. The garden wall is at imminent risk having suffered serious erosion and partial collapse. |
| Issues: | There are health and safety issues over the current use. |
| Recommendations: | |

20.

| | |
|---|---|
| Site: | Upminster Windmill, St Mary's Lane, Upminster |
| Designation: | Listed – Grade II*. |
| Description: | Three-storey weather-boarded smock mill of 1803 complete with sails and internal machinery. |
| Use: | Windmill. |
| Condition: | Poor. Included on the Buildings-At-Risk register for London. |
| Issues: the Upminster for a lottery grant | The Council has agreed to lease the mill to Windmill Preservation Trust. Potential and use as a visitor centre. |
| Recommendations: | |

21.

| | |
|-------------------------------------|---|
| Site: | The Clock House, St Mary's lane, Upminster |
| Designation: | Listed – Grade II. |
| Description: | Formerly the stable block for New Place (since demolished). Two-storey red brick building of about 1775 with a rectangular clock turret and cupola set centrally on the roof. |
| Use: | Converted to residential use. |
| Condition: | Fair/good. |
| Issues: Application for roof. | Managed by Housing Department. replacement of windows and |
| Clock and its | There is historical interest in the park behind the House where, it has been suggested, that the lake island may have been a moated site. |

Certainly, there is taking account of

potential for improvements to the park its heritage value.

Recommendations:

22.

**Site:
Road,**

**The Royal Liberty School, Upper Brentwood
Romford**

Designation: Listed – Grade II*.

Description: This is the former Hare Hall built in 1768 to designs by James Paine. The stone-faced main block is flanked by smaller pavilions linked by colonnades that were raised to two storeys in the 19th century. A top-lit oval staircase survives as does some panelling and chimneypieces on the first floor.

Elements survive of the 18th century landscape by Richard Woods – the Elysian Walk, the Canal and the Terminus.

Use: School.

Condition: Fair.

Issues: Maintained by the Education Department. but this Scheme prepared to revive the landscape setting, was not progressed.

Recommendations:

23.

Site:

Coal duty boundary post, Hog Hill Road

Designation: Listed – Grade II.

Description: Mid-19th century cast-iron ornamental post bearing the coat of arms of the City of London. One of 219 posts marking the area in which the City could levy a duty on coal and wine under rights established in the Middle Ages and confirmed by the coal Duty act of 1861.

Use: Monument

Condition: Good

Issues:

Recommendations:

24.

Site: **Bridge at rear of 52/54 The Grove, Upminster**

Designation: Listed – Grade II.

Description: Brick footbridge and eyecatcher of about 1765 and probably by James Paine for the estate of Gaynes Park.

Use: Footbridge.

Condition: At imminent risk and included on the Buildings-At-Risk register for London.

Issues: Issues of whether the Council is the owner have recently been resolved. However, there is still uncertainty as to whether responsibility for repairs falls to Countryside or Leisure. Footpath over the bridge is maintained by Streetcare, but the face of the bridge forms the boundaries to adjoining houses. Clearly a case for external funding

Recommendations:

25.

Site: **Rainham War Memorial, Broadway, Rainham**

Designation: Listed – Grade II.

Description: Memorial clock tower of 1920, built by a local builder of Belgian brick and stone dressings.

Use: Memorial.

Condition: Good.

Issues: Ownership title unknown so the Council has assumed ownership. Re-surfacing of surroundings undertaken by Regeneration.

Recommendations:

26.

Site: **Churchyard and walls at St Edward the Confessor Church, Romford**

Designation: Curtilage of listed building – Grade II*.

Description: Stone wall with overthrow to entrance. Gravestones in churchyard.

Use: Churchyard.

Condition: Fair. Some stone erosion. Railings removed.

Issues:

Recommendations:

27.

Site: **Churchyard and walls at St Helen and St Giles Church, Rainham**

Designation: Curtilage of listed building – Grade I.

Description: Stone retaining wall. Gravestones in churchyard.

Use: Churchyard.

Condition: Wall in poor condition.

Issues: Health and Safety grant.

Recommendations:

28.

Site: Upminster Hall Tithe Barn

Designation: Scheduled ancient monument.

Description: 14th century timber-framed barn with boarded walls and thatched roof. (Not actually a 'tithe' barn).

Use: Houses artefacts of the Hornchurch Historical Society.

Condition: The frame is good, but the thatch is leaking.

Issues: Management agreement with Society.
Needs re- thatching. Needs water source to
satisfy fire audit. Funding and priority issues.

Recommendations:

29.

Site: Moated site at Dagnam Park

Designation: Scheduled ancient monument.

Description: Water-filled moat round square central site.

Use: Monument in park.

Condition: Overgrown with small trees, saplings and brambles.

Issues: Management agreement with English Heritage.
Friends of Work has been undertaken by the British Trust for Conservation Volunteers and latterly the Dagnam Park.

Recommendations:

30.

Site: Upminster Court, Hall Lane, Upminster

Designation: Registered garden – Grade II.

Description: Formal gardens to Upminster Court.

Use: Largely unused apart from horticultural training by
Capel Manor.

Condition: Generally poor. However, the Glasshouses are at
immediate risk posing a danger to health and
safety.

Issues: There are prospects for a change of
ownership.

Recommendations:

31.

Site: **Havering Town Hall, Main Road, Romford**

Designation: Listed – Grade II.

Description: Built as Romford town Hall in 1935 using grey brick
with limestone dressings.

Use: Town hall.

Condition: Good.

Issues:

Recommendations:

Appendix 4. Report on existing strategies

This will be addressed as part of producing a final document

Appendix 5. Consultation methods and responses

Method:

1. Internal consultation with Council staff responsible for management of the Council's heritage assets by:
 - Telephone contact
 - Face-to-face interviews
 - Focus group

2. Contact with external stakeholders by:
 - Telephone contact
 - News media
 - Workshop
 - Questionnaire

Responses:

The consultation process is currently on-going. It is too soon yet (early February) to show any meaningful outcomes although it is clear that there is a significant interest.

Responses will be summarised and tabulated with a commentary and recommendations on how the contributions have been taken into account.



MEETING
CABINET

DATE
15 MARCH 2006

ITEM
15

Cabinet Member:

Councillor Andrew Mann

Relevant Overview & Scrutiny Committee:

Environment

REPORT OF THE CHIEF EXECUTIVE

**SUBJECT: LOCAL NATURE RESERVE STATUS FOR LAND IN THE
INGREBOURNE VALLEY**

SUMMARY

On the 5th January 2004 the Council appointed a Wildspace Community Liaison Officer (CLO). This post is funded by English Nature and the Cleanaway Havering Riverside Trust with the purpose of working with the community to declare Local Nature Reserves (LNR's) within the borough.

The first LNR 'The Manor' covering Dagnam Park and Duck Wood in Harold Hill was declared by Cabinet in October 2004. A second declaration was also agreed by Cabinet in January 2005, covering Council owned land at the 'The Chase' in Rush Green.

This report requests that Cabinet declares Council owned land in the Ingrebourne Valley a Local Nature Reserve as outlined in the plan attached to this report.

RECOMMENDATION

1. That Cabinet declares the areas of Council owned land in the Ingrebourne Valley as outlined on the attached plan (**Plan A**) a Local Nature Reserve (LNR), and that English Nature be notified of the decision.
2. That Cabinet note that consultation will continue to take place with appropriate land owners adjacent to the proposed Ingrebourne Valley LNR, with the aim of securing their agreement to bring additional land into the LNR site in future.

REPORT DETAIL

Background

1. As part of the UK wide Wildspace scheme, English Nature has funded a number of Wildspace Community Liaison Officer Posts around the Country. The purpose of these posts is to facilitate the declaration of Local Nature Reserves (LNR's), to meet English Nature's recommendation of a minimum of one hectare of LNR for every 1,000 head of population.
2. LNR's play an important part in the implementation of Local Biodiversity Action Plans and can tie in with Local Agenda 21 programmes, and Community Strategies. In 1994, the importance of LNR's was strengthened by their specific mention in Objective 16 of the UK Biodiversity Action Plan which seeks to:

"Encourage local planning authorities to make reasonable provision for Local Nature Reserves and natural green spaces in local plans".

In declaring a LNR the Council accepts a responsibility to ensure that the sites special interest is maintained. Having LNR declaration can also help obtain additional external funding to supplement the management of these sites.

3. Following a successful bid by Havering Council to the Wildspace programme, a Community Liaison Officer has now been employed, on a fixed term contract until August 2006. This role is to work with local communities and stakeholders to declare three named LNR sites in the borough. The identified sites for LNR declaration in the borough as included in the project proposal are:
 - a) Duck Wood (formerly a Community Nature Reserve) and Dagnam Park, in Harold Hill. This was declared by cabinet as 'The Manor LNR' in October 2004.
 - b) Ingrebourne Valley (containing a Site of Special Scientific Interest (SSSI)), considering areas of land of natural environmental importance including and adjacent to the Ingrebourne River.

- c) Rainham Marshes (part of the Inner Thames Marshes SSSI) at Rainham. Council owned land at Rainham Marsh will be the next area to be considered for LNR declaration and will be brought before Cabinet for approval in the future. This will support the London Riverside Conservation Park development proposal.

In addition to the above an area of land 'The Chase Nature Reserve' has been identified during the course of the project as a suitable LNR site, this was subsequently agreed by Cabinet in January 2005 to be a LNR.

A Local Nature Reserve in the Ingrebourne Valley

4. The sites to be considered in this proposal are part of the Ingrebourne Valley initially involving land in Council ownership (**see attached plan A**). The area of the valley being looked at is an ideal candidate for LNR declaration as it has both historic and landscape heritage and is of great importance for nature conservation. A large part of the site has already been declared an area of Metropolitan Importance for Nature Conservation by the Greater London Authority (GLA) (**see attached plan B**), and a Site of Special Scientific Interest (SSSI) by English Nature (**see attached plan C**) whose citation states:

"The Ingrebourne Valley supports the largest and one of the most diverse coherent areas of freshwater marshland in Greater London...Nowhere else in London do these habitats occur on such a large scale or in such intimate juxtaposition"

5. The potential LNR declaration also complements works being undertaken in the Ingrebourne Valley by the Havering Wildlife Partnership (HWP). This partnership consists of representatives from organisation including Havering Council, Essex Wildlife Trust, Thames Chase, The Environment Agency, and RSPB, and has received grant funding from the Heritage Lottery Fund to undertake project planning for the area. ATKINS (a consultancy company) has been commissioned by the partnership to undertake a conservation plan for the area and write a project proposal to support major future funding applications. A conservation plan was completed in March 2005, with additional development proposals due to be completed this year.
6. The declaration process has involved full public consultation and requires final approval by Cabinet. English Nature should be informed of the decision to declare areas of land in the Ingrebourne Valley a LNR.

The Council must either have a legal interest in land that it wishes to declare a LNR or have entered into an agreement with the landowner to declare it so. The areas of land shown on the attached map are under Council ownership. Adjacent areas which are not owned by the Council which would benefit from inclusion within the proposed LNR may be included in future.

Due to the location of the Council owned parcels of land and potential for adjacent land to be included in the future, it is proposed to entitle the areas 'The Ingrebourne Valley Local Nature Reserve'.

7. As part of the consultation process the proposal was presented to Hornchurch Area Committee on 20th October 2005, Upminster, Cranham, and Emerson Park Area Committee on 25th October 2005, and South Havering Area Committee on 26th October 2005. All area committees supported and endorsed the proposal to declare land as a LNR. Public awareness building and consultation has also taken place through exhibitions at South Hornchurch, Elm Park, Upminster, Hornchurch, and Rainham libraries over a seven week period. Reports and articles have also appeared in local newspapers raising public awareness. A survey in libraries has been conducted with a number of questionnaires completed, with the majority of respondents supporting the idea of a LNR in the Ingrebourne Valley.
8. The key to the success of a project of this kind will be ensuring its sustainability. With the potential for initial enthusiasm to diminish it will be essential to have in place a properly resourced programme of care, which will not undermine early achievements, or the nature conservation importance of the site. The strengths of this site in this respect are:
 - a) The Council already manages its land in the valley as open spaces. This is through both the Parks Service within Public Realm, and the Environmental Strategy Unit in Sustainable Communities.
 - b) The respective additional landowners also manage other areas under potential consideration for future LNR inclusion as green open spaces. Berwick Glades is owned by the Forestry Commission and is run as part of the Thames Chase project. Berwick Woods is privately owned and has been restored and is now run as a natural open space, and the adjacent Berwick Ponds is again under private ownership and is also managed with nature conservation in mind. Negotiation to include these areas is ongoing.
9. The project's sustainability is also helped by the interest shown in the area by the Havering Wildlife Partnership (HWP). This group, with help from the Council, was awarded a Heritage Lottery Fund (HLF) Project Planning Grant, employing ATKINS as consultants to undertake a study into the area. The resulting conservation plan provides a document which highlights the importance of the landscape, its wildlife, its heritage, and its leisure use. With these in mind the plan recognises the opportunities for management and enhancement of the area concerned. This conservation plan will be useful for HWP to develop proposals for much larger grant funding applications in future, resulting in much beneficial work being able to be carried out within the valley.
10. To continue the beneficial development work in the Ingrebourne Valley, Cleanaway Havering Riverside Trust have funded the 'Ingrebourne Valley Project Officer' who was employed by the Essex Wildlife Trust and formally seconded to the Council in December 2005.

Financial Implications and risks:

11. Financial costs of this project will be met from existing resources. The Wildspace CLO post is funded by English Nature and the Ingrebourne Valley Project Officer is funded by Cleanaway Havering Riverside Trust. £25,000 Capital has been awarded by English Nature through the Wildspace award scheme which has been matched by a £15,000 capital allocation from the Council.
12. The Council owned areas of the proposed LNR are currently managed as open spaces by the Parks Service. The area is allocated a generic budget for basic house keeping services such as grass cutting and litter collection. Hornchurch Country Park and Ingrebourne Marsh area has two full time rangers from the Parks Service currently employed to manage that particular area of the site, they are supported by a full time 'Green Belt Ranger'. The Ingrebourne Marshes have been in receipt of a 10 year Countryside Stewardship fund from Defra, this is now the Higher Level Stewardship Scheme. LNR declaration may strengthen a renewed application to this scheme and open up funding opportunities from other agencies, e.g. Heritage Lottery Fund, English Nature, and Environment Agency, to further enhance the LNR 'special interests'.

Legal Implications and risks:

13. Section 21 of the National Parks and Access to the Countryside Act 1949 authorises Local Authorities to provide or secure the provision of nature reserves on any land in their area which the councils believe should be managed as a nature reserve.
14. In order to declare an LNR the Council must either have a legal interest in the land or an agreement with the landowner to declare his/her land a LNR. In this instance the land being put forward to be declared is under council ownership.
15. Following declaration the landowners will have a duty to ensure that the special interest of the reserve is maintained. Declaration of this site will enable the council to focus its existing resources to conserve and manage these already important and recognised sites.
16. As part of the declaration, English Nature recommend that in order to inform the public, certified copies of the declaration should be kept for public inspection. A public notice in the local press should advertise this. The LNR handbook contains specimen declarations and public notices that can be varied to suit circumstances.

Human Resources Implications and risks:

17. The current Wildspace CLO post is externally funded until August 2006 and is leading the process of LNR declaration.

18. The Ingrebourne Valley Project Officer post is externally funded by Cleanaway Havering Riverside Trust and is seconded to the Council from Essex Wildlife Trust to further develop the work in the Ingrebourne Valley.
19. Day to day management of the declared site will be through the Parks Team in Public Realm, which will be able to align existing resources to achieve LNR objectives.
20. Options will be considered in future for partnership management of the LNR with external voluntary/ charity sector organisations, strengthening opportunities to attract external funding and specialisms to enhance the LNR.

Reasons for the decision:

21. The council has already shown a commitment to the declaration of Local Nature Reserves by accepting English Nature's Wildspace and Havering Riverside Cleanaway Trust funding to employ a Wildspace Community Liaison Officer (Wildspace CLO), and Ingrebourne Valley Project Officer. Provision of £15,000 capital has also been made by the council for the Wildspace project from the sale of Oldchurch Park to implement specific projects. The allocation of this grant was conditional on the declaration of a minimum of three LNR's named in the project proposal, within the life of the funding. The declaration of the Ingrebourne Valley LNR moves Havering close to achieving this objective in conjunction with the declaration of The Manor LNR in Harold Hill in October 2004, and the additional declaration of The Chase LNR (not included in the project proposal) on 25th January 2005.
22. The declaration of these areas contained within The Ingrebourne Valley site, as LNR's would compliment Havering's Community Strategy objective: "to protect and improve the wide range of sites in the borough, which are important for wildlife". It will also compliment the community strategy action point: "the council will conserve such habitats to protect wildlife and encourage further habitat creation".
23. Declaration of the LNR will also compliment Havering's Local Agenda 21 strategy that states that "the council wishes to conserve natural habitats, protect wildlife and encourage habitat creation and in doing so increase bio-diversity."
24. This strategy also states that the council wishes to achieve improvements in Havering by "encouraging community support and involvement in the protection and improvement of natural resources and monitoring" and by "improving the management of land for wildlife"
25. The decision to declare the council owned land within The Ingrebourne Valley as an LNR will also help the council meet the recommendation by English Nature that LNR's be provided so that there is a minimum of one hectare of LNR for every 1000 population.
26. Prior to the Wildspace project the London Borough of Havering had no declared Local Nature Reserves and so the ratio was 0 hectares LNR per 1000

population. Based on Havering having a population of 224,200 (2002 Census data).

To date the borough has achieved the following:

| | Area of site | Cumulative ratio achieved |
|---|--------------|---------------------------|
| The Manor Local Nature Reserve (October 2004) | 68ha | 1ha : 3297 population |
| The Chase Local Nature Reserve (January 2005) | 3ha | 1ha : 3158 population |

Declaring the Ingrebourne Valley LNR will achieve:

| | Area of site | Cumulative ratio that would be achieved |
|---|--------------|---|
| The Ingrebourne Valley Local Nature Reserve | 142ha | 1ha : 1052 population |

27. The proposed declaration of the LNR already has widespread and significant support from the local community through the Havering Wildlife Partnership who are already working in partnership with the council to achieve this. Support for declaration of a LNR has also been shown by residents who completed short questionnaires. Declaration of this area as an LNR would further strengthen the council's commitment to parks and open spaces and would send a positive signal to Havering's community.

28. The LNR declaration will also provide a positive contribution to the Havering Biodiversity Action Plan, as many of the species and habitats highlighted in the plan are contained within the potential LNR site. For instance one habitat highlighted is marsh and floodplain which is registered as a Site of Special Scientific Interest (SSSI) by English Nature, other habitat types within the proposed LNR are woodland, grassland and ponds. Habitats support water voles (a national priority species) and a diverse range of flora and fauna.

29. This declaration will also support the council's Corporate Environmental Policy which states:

The council will seek to ensure:

- Quality and accessibility in the built and natural environment
- Protection of Havering's open spaces and the diversity of wildlife and natural habitats.

Alternative options considered:

30. The only alternative option is not to declare the site a LNR. This would not be in accordance with the conditions of the Wildspace Grant as committed to by Havering council.

Equalities and Social Inclusion implications:

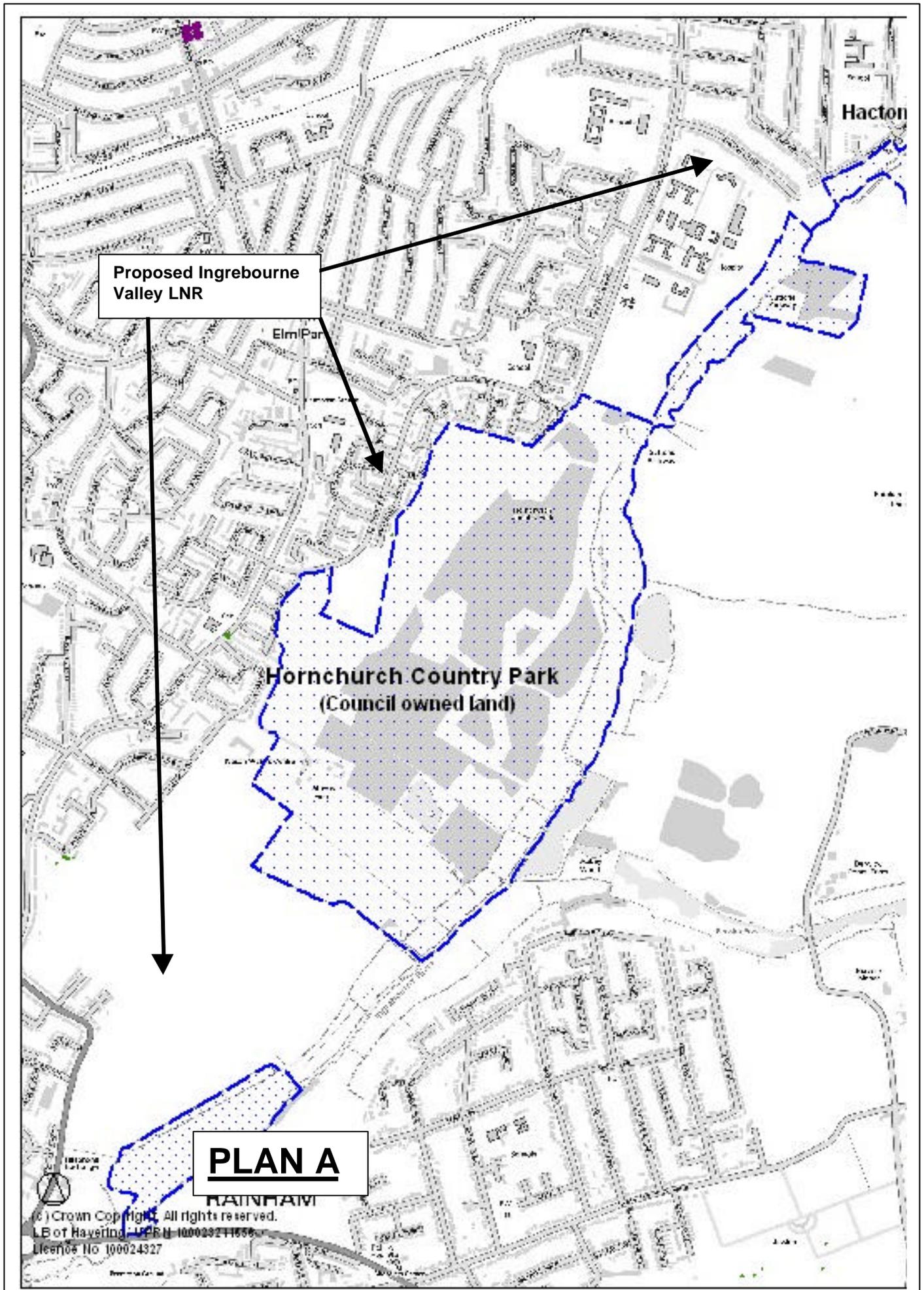
31. Declaration of the Ingrebourne Valley LNR will enhance opportunities for the local community including those with mobility issues to access and experience recognised important and diverse wildlife habitats.
32. Members of the community will be able to contribute to and benefit from the development of the LNR which abuts a substantial residential area in Havering, providing access to other countryside areas.

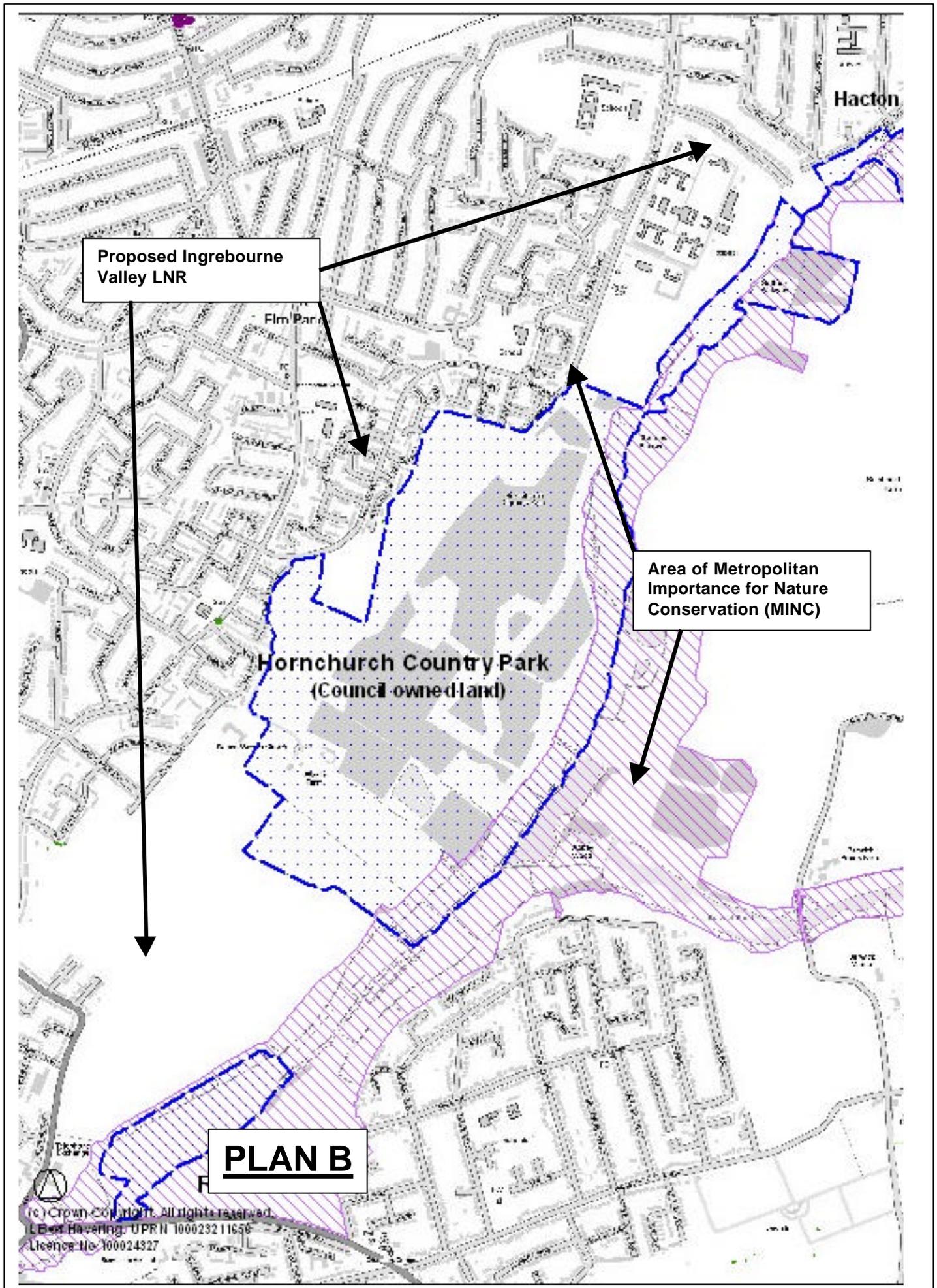
| | |
|----------------|-------------------------------------|
| Staff Contact | Andrew Casson |
| Designation: | Wildspace Community Liaison Officer |
| Telephone No: | 01708 432875 |
| E-mail address | Andrew.casson@haverling.gov.uk |

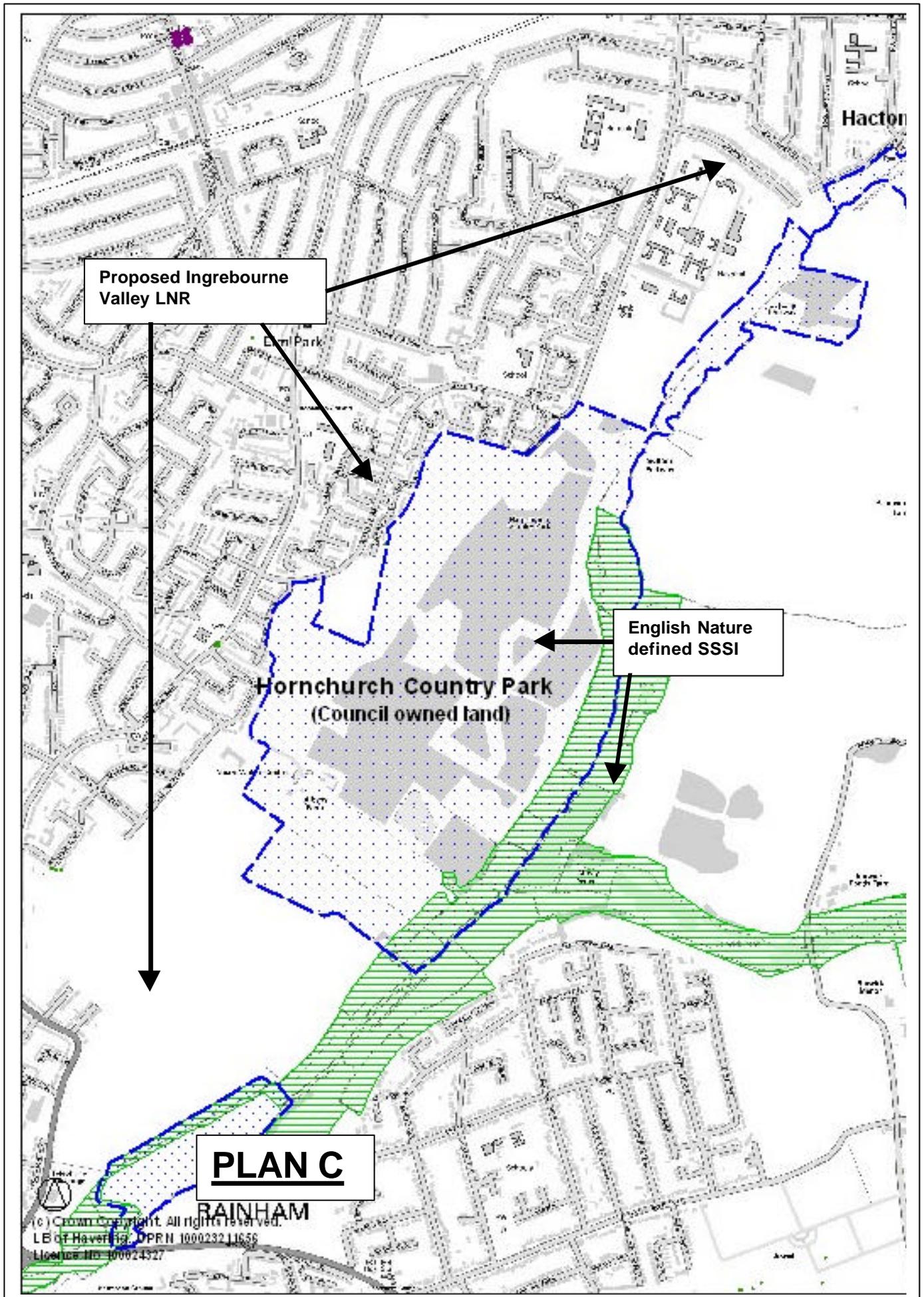
STEPHEN EVANS
Chief Executive

Background Papers List

1. Havering Council bid for Wildspace funding dated 29th November 2002
2. Letters from English Nature dated 6th March 2003 and 12th March 2003 agreeing Wildspace funding
3. Havering Cabinet report dated 24th June 2003 allocating capital to Wildspace programme
4. Letter from English Nature dated 8th January 2004 amending conditions attached to Wildspace project.
5. Havering Cabinet report dated 19th October 2004 declaring Dagnam Park and Duck Wood as an LNR.
6. Havering Cabinet report dated 25th January 2005 declaring Council owned land at the Chase as a LNR.
7. Letter from English Nature dated 7th February 2005 amending conditions attached to Wildspace project.
8. Letter from English Nature dated 4th August 2005 amending conditions attached to Wildspace project.







Cabinet, 15 March 2006



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

16

Cabinet Member:

Councillor Andrew Curtin

Relevant Overview & Scrutiny Committee:

Culture and Regeneration

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: Library Refurbishment Programme Update

SUMMARY

Five libraries have now been repaired or refurbished as part of the library refurbishment programme – four have been completed in 2005/2006. Customer surveys indicate that this is having a significant positive impact on residents perceptions of libraries. It was agreed at Cabinet in September 2005 that the Elm Park Library redevelopment would be progressed to a point where the site had been marketed and the finding then reported back to Cabinet for consideration. However the findings are such that Cabinet is asked to confirm or change its decision to proceed with the redevelopment.

RECOMMENDATION

It is recommended that Cabinet:

- a) Note the increased customer satisfaction ratings for library services, and in particular for refurbished libraries
- b) Determines if it wishes to proceed with the redevelopment of the Elm Park Library site or progress a rebuild of the library .
- c) Determines which of the options set out in paragraph 17 (b) should be pursued, if the decision is to rebuild the library.

REPORT DETAIL

Background

Increased customer satisfaction in libraries

1. Customer satisfaction in libraries is measured using the CIPFA Plus User Survey. This survey is undertaken in Havering every two years. The table below provides a summary of the key findings. As can be seen:
 - satisfaction with the service is improving in all areas, with the exception of the quality of the computers which is a significant growth area in terms of demand.
 - the number of books individual customers are borrowing also appears to be increasing
 - the percentage of library users from the BME communities has doubled in two years

| Indicator | 2003 | 2005 |
|--|--------------|--------------|
| Purpose of visit to return or borrow a book | 76.9% | 69.4% |
| Purpose of visit to use the internet | 11.9% | 16.7% |
| No of items borrowed (10 or more) | 2.7% | 5.7% |
| Found the book they were looking for | 58.7% | 63.5% |
| Found the information they were looking for | 66.2% | 72.5% |
| Hours of opening – good/very good | 69.3% | 82.7% |
| Books and other materials – good/ very good | 69.3% | 79.1% |
| Computers – good/very good | 86.7% | 85.6% |
| Staff helpfulness – good/very good | 94.2% | 96.4% |
| Library users from BME Communities | 4.2% | 10.1% |
| Overall satisfaction – good/very good | 86.9% | 90.4% |

2. The table below provides more detailed information about libraries that had been refurbished by the time of the survey. This indicates that refurbishment has a significant impact on satisfaction levels with facilities.

| Library | Indicator | 2003 | 2005 |
|------------|---|-------|-------|
| Upminster | Condition of library outside – good/very good | 50.3% | 95.6% |
| | Condition of library inside – good/very good | 65.2% | 97.7% |
| | Ease of access inside – good/very good | 73.5% | 98.7% |
| | Overall satisfaction – good/very good | 70.6% | 95.4% |
| Gidea Park | Condition of library outside – good/very good | 39.1% | 97.3% |
| | Condition of library inside – good/very good | 70.0% | 99.0% |
| | Ease of access inside – good/very good | 84.0% | 99.2% |
| | Overall satisfaction – good/very good | 91.6% | 98.6% |

Elm Park Library

3. On 21 September 2005 Cabinet agreed the following next steps in regard the re-development of Elm Park Library
 1. Consultation should begin with the Elm Park Community Hall Association and local residents about the redevelopment
 2. A technical specification and marketing document should be prepared setting out the Council and communities requirements by 30 November 2005
 3. The development opportunity should be marketed in January 2006 and proposals sought from developers early in 2006
 4. Cabinet should consider the outcome of the marketing exercise and the likely capital commitment.

5. The Elm Park Library presently consists of a library building of 315 sqm on a site of 888 sqm (0.2acre). The building is well beyond the end of its useful life. The community hall complex is located next to the Library on an adjoining corner site and consists of hall space and an annexe. In total this site occupies 2900 sqm (0.5acre) and the community hall about 320 sqm. It is a popular facility managed by the Elm Park Community Hall Association.

6. The Community Hall complex is operated by a management committee which was formed in June 1997 and there are over 15 groups that regularly use the facility. These include a playgroup, a dance group and a range of others. In the last 3 years over £60,000 has been raised and invested in the maintenance of the building which is presently operated by the Association without the benefit of a formal lease or agreement with the Council. Running costs of £28,000 per year are met from income. Since 1997, £99,000 has been invested in refurbishment.

Consultation

7. Two consultation events were convened in Elm Park Library. These were very well attended. In excess of 80 persons were present at each.

8. Four consultation meetings have taken place with representatives of the Elm Park Community Hall Association and these representatives have arranged their own independent consultations. These have included:

- A public consultation day, at which local councillors and other individuals attended
- 635 completed questionnaires
- over 200 letters
- a petition.

9. Feedback from the community and representatives of the Community Hall Association have been almost unanimously opposed to the redevelopment of the community hall.

10. Key findings were:

- Concerns about the future of the community hall facility
- Opposition to any residential development on the community hall or library site
- Concern about the future of the Horticultural Guild
- Concern about the reduction of car parking due to re-development of the site and the wider impact that this would have on Elm Park
- Concern about the effect of two storey building on surrounding neighbourhood (and in particular surrounding bungalows)
- Concern about disruption that would be caused during any redevelopment scheme.
- Concern about whether or not the Council's would replace facilities at least on a like for like basis.

These concerns do not appear to have been mitigated by involvement of members of the Elm Park Community Hall Association in the development of the specification for a new building.

Technical Specification

11. Work has been undertaken by the Council's technical partner, Mouchel Parkman in developing a technical specification for the redevelopment of the library and community hall complex.

12. A set of minimum requirements have been compiled by Libraries staff in consultation with representatives from the Elm Park Community Hall Association, and with the support of Mouchel Parkman. They are:

- One hall facility with a sprung floor and stage facility, suitable for up to 200 individuals
- A separate space for up to 50 individuals
- Toilet facilities
- Storage facilities
- 2 kitchens
- Open plan library space of in excess 290 sqm
- 25 sqm of library support space and accommodation
- Elm Park Horticultural Guild accommodation
- 40 car parking spaces

This would replace the current level of library and community hall provision.

13. Proposals for a two storey building on the existing library site have been developed by Mouchel Parkman. The estimated costs of the building (with 800sqm floor space) is £1.5 million. This includes a contingency and an allocation for project management, marketing costs and furnishings. This could meet the minimum requirements of community hall and library users and provide up to 30 car parking spaces. There is also potential within the design to provide additional space on the first floor. The new building could be built while the community hall continues to operate.
14. Upon completion of the new development approximately 50% of the total site could then be used for residential development. Sale of this land could generate between £500,000 and £750,000. If this were the case the Council would need to provide between £750,000 and £1million towards the development, and current proposed financial provision is in the order of £595,000.
15. An additional complication is that research has indicated that a restrictive covenant exists which seeks to restrict the use of the site to recreational purposes. It would be possible to seek to remove the covenant via the Lands Tribunal or obtain insurance against its enforceability, but both courses of action have a cost implication and the Lands Tribunal a time implication.
16. In the light of the potential financial implication, difficulties identified with the covenant, and the outcome of the consultation exercise, Officers have not yet sought to market the existing site, which also has a cost attached to it, and instead are requesting that Cabinet review its options as they currently stand and determine the best way forward.

Options

17. The Lead Member has sought the views of the ward councillors with an interest in Elm Park Library on the proposals in this report. The outcome of this process will be reported to Cabinet. There are two options to be considered:
 - a) Continue with the existing proposals for the whole site. This is likely to result in a delay whilst an application is made to get the covenant lifted, which might not be successful. There is also a significant risk that the value of the receipt received for the residential development will be insufficient to make up the shortfall of the money required to provide a new combined library and community hall facility. There is considerable opposition to the redevelopment proposals, on a wide range of grounds, which does not appear to be mitigated by the opportunity for the Community Hall Association to occupy new premises. All of these issues taken together bring into question the feasibility of continuing with the current proposals.
 - b) Invite proposals to re-provide a library only. £595,000 will be allocated for the allocated for the Elm Park Library development if the 2006/2007 capital programme is agreed. Re-providing the library only will improve significantly

the quality of Council services in Elm Park without having any detrimental impact on other parts of the community or reducing the amount of parking near the town centre and the viability of local shops and businesses.

- i. The build and fit out cost of a 340 sqm library (including an allowance for inflation) is £598,576
- ii. The build and fit out cost of a 320 sqm library (including an allowance for inflation) is £564,000

Financial Implications and risks:

Medium Term Financial Strategy

18. Presently £295,000 has been allocated towards the cost of re-providing Elm Park Library. Subject to Council agreement in March 2006 a further £300,000 has been set aside for the redevelopment of Elm Park Library.

Library redevelopment costs

19. The estimated costs of providing a new library building occupying 340 sqm, which is 25 sqm bigger than the existing building was £578,000 in the Summer of 2005. Since that time an allocation will need to be made for inflation. This is presently estimated at 3.56%, which is equivalent to £20,576. Total estimated build and fit out costs would therefore be £598,576.
20. Reducing the proposed footprint of the building from 340 sqm to 320 sqm would reduce estimated build and fit out costs (after an allowance for inflation) to £564,000. This would have an impact on the amount of space available within the library for ICT and study facilities.
21. Additional costs will be incurred managing the project and these will be met from revenue budgets. It is estimated that these will be in the region of £20,000. Agreement on the nature and scale of the development will enable a whole life costing exercise to be undertaken and this is likely to identify changes to maintenance and running costs for the new facility – in particular with regard to heating and energy costs.

Financial risks

22. There are a financial risks associated with both each option:

Joint Library and Community Hall Development

The existence of a restrictive covenant could make marketing the site more difficult and this might have an effect on the size of the capital receipt and the speed of the project. There is also a likelihood that the amount of money allocated and the receipt generated might not be sufficient to meet the minimum requirements identified. A shortfall of available resources of between £150,000 and £400,000 is anticipated. This is before any costs involved in the removal of the covenant and any additional allowance for inflation, due to delays, are taken into account.

Redevelopment of library only

Delays in proceeding with the project are likely to result in additional inflationary costs. At present, the available capital sum of £595,000 will fund only building and fit out costs. Once an allowance for inflation has been made the estimated build and fit out cost is £398,576.

Reducing the proposed footprint of the building from 340 sqm to 320 sqm would reduce estimated building costs to £564,000. This would have an impact on the amount of space available within the library for ICT and study facilities.

Legal Implications and risks:

Restrictive Covenant

23. The land upon which the library and the community hall is located was conveyed from Richard Costain Limited ("Vendor") to The Urban District Council of Hornchurch ("Council") on 13 January 1949 ("Conveyance"). The Conveyance contains restrictive covenants, the most onerous of which relates to the use of the site being restricted to various forms of recreation specified originally in section 4 of the Physical Training and Recreation Act 1937 ("Recreation Act") and now section 19 of the Local Government (Miscellaneous Provisions) Act 1976. There are also restrictions against the carrying on of a business on the property or the sale of alcohol on the site.

24. The Council could apply to the Lands Tribunal to have the covenant removed. Normally this is successful, but the Tribunal may not find in the Council's favour, particularly as the original owner of the site still exists and would potentially be able to contest the application and/or seek compensation for the lifting of the covenant.

Human Resources Implications and risks:

25. No changes to staffing or management arrangements are proposed in this report. There are therefore no human resource implications directly resulting from it.

Reasons for the decision

26. The Library is a popular and important facility in Elm Park, which is much used by local residents. The Council is committed to improving the quality of library provision in Elm Park. The outcome of the work to establish the cost of a new facility, the existence of a potential financial gap on any redevelopment project, and the outcome of the consultation which strongly opposes a redevelopment of facilities on the site but supports the rebuilding of library have brought into question the feasibility of continuing with the project in its current form. Further guidance is therefore sought from Cabinet about the next steps on the project.

Alternative options considered:

27. Two options have been considered and rejected

- a) Continuing with the existing work programme, pursuing a joint development and seeking proposals from a developer for a joint development before setting out options for Cabinet. This has been rejected.
- b) Terminating the redevelopment of Elm Park Library project. This has been rejected.

Equalities and Social Inclusion implications:

28. The Elm Park Library building is well beyond the end of its useful life and there is limited opportunity to extend this through repair or refurbishment. The current state of the building means that it is at risk of closure and this risk will escalate over time. There is therefore a danger that Elm Park residents may not have local access to library services in the future.

| | |
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STEPHEN EVANS
Chief Executive

Background Papers List

Library Refurbishment Programme (Update), Report to Cabinet, 21 September 2005

Library Refurbishment Programme (Update), Report to Cabinet, 16 November 2004



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

17

Cabinet Member:

Michael White

Relevant Overview & Scrutiny Committee:

Culture & Regeneration

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: QUEEN'S THEATRE, HORNCHURCH – MANAGEMENT ARRANGEMENTS

SUMMARY

1. The Council owns the freehold of the Queen's Theatre, Hornchurch. The Theatre is operated by the Havering Theatre Trust Limited ("The Trust"); a company limited by guarantee having charitable status.
2. Given that the Trust is a company controlled under legislation by the Council, there is no formal agreement in place relative to the occupancy of the Theatre by the Trust. This gives rise to a lack of certainty for both parties relative to issues such as liability for repair and maintenance.
3. This report seeks authority for officers to negotiate the terms of various agreements with the Trust, relative to all aspects of the trust itself and the management and operation of the Queen's Theatre and the Trusts occupation of the premises with the outcome of those negotiations being reported to a future meeting of Cabinet for consideration and approval.

RECOMMENDATIONS

That :-

1. Cabinet authorises the Head of Cultural and Leisure Services and the Property Strategy Manager, in consultation with:

- i. the Group Director – Finance and Commercial; and
- ii. the Assistant Chief Executive – Legal and Democratic Services

to enter into negotiations with the Havering Theatre Trust with a view to formalising the relationship between the Council and the Trust as described within this report.

2. The outcome of the above negotiations, to include the anticipated future cost to the Council, be reported to a future meeting of Cabinet for consideration and approval.

REPORT DETAIL

1 Introduction

- 1.1 The Queen's Theatre first opened in 1953 and was originally housed in a converted cinema building in Station Lane, Hornchurch. The Theatre moved to its current, purpose built, home in Billet Lane in 1975.
- 1.2 The Theatre is a vibrant producing theatre and is home to "Cut to the Chase", the country's only resident company of actor/musicians. The Theatre presents a varied programme which includes wide and varied outreach and educational activities aimed at both young people and adults.
- 1.3 The Theatre also provides a platform for local groups and organisations to present an extensive community programme to local audiences.
- 1.4 In short, the Queen's Theatre is a significant component of the cultural infrastructure of not only the Borough, but also the wider North East London area.

2. The current situation

- 2.1 Whilst the Theatre building is owned by the Council, its day to day operation, including programming and the employment of staff, is undertaken by the Trust. The Trust is a company limited by guarantee, having charitable status and is shown as a local authority controlled company in the Council's accounts.

- 2.2 The Governing Body of the Trust is its Council of Management, which comprises 18 members who are nominated by the Borough on an annual basis. Currently, the Council of Management includes 8 members of the Council.
- 2.3 The Council supports the Theatre by means of an annual grant and by contributing both capital and revenue financing towards the upkeep of the building. The Theatre is also supported by grants from the Association of London Government and Arts Council England.
- 2.4 Currently, as the Trust is a company controlled by the Council there is no formal documentation in place between the Council and the Trust, relative to the occupation of the building by the Trust; Consequently there is no formal agreement in place as to responsibilities for the maintenance of the building. Historically, it appears that the Council has accepted liability for the fabric of the building, together with major fixtures and fittings, with the Trust taking the view that it operates a Theatre company within the building and, within that context, has no responsibility for maintaining the building. Similarly, there is no service level agreement or similar mechanism in place which allows the Council to influence the programming of the Theatre so as to ensure that the Theatre's outputs clearly contribute to the Council's and the Community's wider strategic objectives such as the emerging Arts and Cultural Strategies. In short, within the current model, there is little in place that the Council could rely on in terms of justifying its level of financial support for the Theatre.
- 2.5 In 2004, the Council commissioned external consultants, Castons, to undertake non-intrusive condition surveys of a number of Cultural & Leisure Services buildings; including the Queen's Theatre. Castons' have calculated the total cost of works required to the building for the next 10 years to be £1.235 million. Castons have also indicated that "the site needs considerable investment to bring the facilities up to currently acceptable standards".
- 2.6 If the current historically based arrangements are to continue, it is likely that the Council will have to make provision to fund that £1.235 million worth of repair and maintenance works, with little or no obligation attaching to the Trust as the occupant of the building.
- 2.7 The absence of a formal agreement between the Council and the Trust, gives rise to other issues which require clarification and clear definition. Amongst these are; responsibility/accountability for Health & Safety within the building and the contribution that the Theatre makes towards the realisation of the Council's emerging Arts Strategy and wider Cultural Strategy.
- 2.8 The composition of the Council of Management of the Trust and the high proportion of elected Members of the Council sitting thereon, make the Trust a local authority controlled company, the finances of which are shown in the Council's accounts. The majority of Theatres which are owned by local authorities but operated by other bodies have moved to more "arms length" management arrangements thus moving the facilities from local authority control as briefly described above. However, such arrangements do provide

clear definitions for both parties' responsibilities with regard to matters such as repair and maintenance and Health & Safety.

- 2.9 Historically the Council has funded the Theatre by annual grant, an annual revenue contribution towards repair and maintenance of the building and equipment within it and a capital contribution, also directed to the repair and maintenance of the building, defined as part of the Council's wider capital programme development in the light of its various competing priorities. Within this model, there is little certainty for the trust as regards future levels of funding – particularly capital funding given the many calls on the Council's resources.
- 2.10 Clearly, the Council's financial resources are limited and have to be allocated according to a number of competing priorities. In such circumstances it is prudent to develop a position which will maximise the likelihood of the success of applications for external funding. The current arrangements do not contribute to such applications being successful.

3 Proposed way forward

- 3.1 Clearly the current arrangements relative to the operation of the Queen's Theatre, as briefly described above, require complete review and recasting so as to provide:-
- moving the Trust to an "arms length" position so it is neither controlled nor influenced by the Council;
 - the necessary clarity of responsibilities between the Council and the Trust; and resulting property and management arrangements;
 - a transparent mechanism which allows the Council to be satisfied that its ongoing financial support for the Theatre results in appropriate contributions towards its higher level objectives which are commensurate with that level of financial support;
 - a greater degree of certainty for both parties relative to the levels of financial obligations arising from the operation of the Theatre;
 - a greater degree of certainty for both parties relative to future levels of funding for the Theatre;
 - a platform for the making of applications for external funding for the operation and future development of the Theatre and the building.

3 It is proposed that the officers are authorised to enter into detailed negotiations with the Trust with a view to achieving the following:

2

3.2.1

a clear agreement as to the purpose of the Theatre, the programming thereof and the outputs which the Theatre can be expected to make towards the

realisation of the Council's Arts and wider Cultural Strategies; to be underpinned by an annually and mutually agreed business plan/service level agreement;

3.2.2

lease or similar mechanism which will formalise agreement relative to repair, maintenance and general upkeep of the various elements of the building and other responsibilities;

3.3.3

the agreement on responsibilities for Health & Safety within the building. Whilst the Council cannot totally delegate responsibility for Health & Safety to the Trust as tenants of the building, there is a clear requirement for the Trust's responsibilities as the occupier and operator of the building to be defined and assigned, together with the ongoing direct responsibilities of the Council as the owner of the building. To some extent, responsibility for building related Health & Safety issues will flow from the terms of the lease referred to above;

3.3.4

agreement to a revised management model for the Trust which will bring about the cessation to its current status of a local authority controlled company. Whilst, to a large extent, this is a matter for the Trust itself, the Council clearly needs to be comfortable that the management model for the Theatre with which it will be working into the future is appropriate for the Council's own aims and objectives and the Council needs to ensure that the Trust is moved to an "arms length" position to enable it to contract with the Council.

3.3.5

agreement to greater clarity on the funding of the Theatre. . Currently the Council's annual revenue budgets are uplifted to take inflation into account, rather than being defined on a business plan/future development basis. It may be that there is an advantage to both parties in moving from the current annual funding basis to the longer funding term of, say 3 years, as is understood to be the case relative to the Association of London Government and Arts Council England grants to the Theatre.

Financial Implications and Risks

- 1 Within current arrangements, it is difficult for the Council to predict its future financial liability relative to the operation of the Queen's Theatre. The anticipated 2006/07 revenue allocations to support the Theatre are as follows:

- 1.1

- Repair and maintenance - £41,740

- 1.2

- Grant towards programming of the Theatre - £439,290

- 2 In 2005/06 the Council made a capital contribution of £232,464 towards the upkeep of the Theatre. Evidence produced by Castons following their condition survey of the building, suggests that a significant further capital injection is required, for which there is currently no budget provision. Given the other claims on its limited resources, the Council needs to identify strategies which will mitigate this liability. Entering into a revised and updated management agreement, which will directly relate the activities at the Theatre to the Council's Arts, Cultural and Community Strategies, will strengthen the position in terms of bidding for funds for the Theatre upkeep from external funders. If external funding is not received, consideration would need to be given whether to allocate Council resources to the Theatre, having regard to the Council's wider financial position, policies and priorities.

Legal Implications and risks:

These are contained within the body of the report. In addition it should be noted that the Memorandum and Articles of Association of the Trust date from 1953 and are in need of updating. This can be achieved at the same time as the Trust is altered to an "arms length" arrangement which will assist in making the Trust more business focused. As the Trust is a Council controlled company under legislation it needs to be moved to an "arms length" arrangement to enable a leasing arrangement; management agreement and any other relevant transactions to be effective.

Any Councillor who has been appointed to the Trust has a personal interest under the Members' Code of Conduct and if present at the meeting when this item is discussed should declare such interest. Under paragraph 10 a member may regard him or herself as not having a prejudicial interest in a matter if that matter relates to a body to which he or she has been appointed or nominated by the authority as its representative. In these circumstances a member may therefore declare but remain, speak and in respect of Cabinet Members vote.

Human Resources Implications and risks:

There are no specific Human Resources implications arising from this report. Currently the individuals employed at the Queen's Theatre are employed by the Trust and it is anticipated that they will continue to be so employed following conclusion of the negotiations referred to in this report.

Reasons for the decision:

To ensure that the future management of the Queen's Theatre, Hornchurch is put on an appropriate footing, including the development of clear definitions of the liabilities and responsibilities that it is appropriate for the Council and the Trust to carry.

Alternative options considered:

1. To maintain the status quo – rejected for the reasons given in this report
2. To withdraw the Council's support from the Trust – rejected as this would result in the destabilisation and possible closure of a significant contributor to the Borough and the region's cultural infrastructure

Equalities and Social Inclusion implications:

Development of an annual business planning/service level agreement approach to activities carried on within the Queen's Theatre, within the context of the community and the Council's own strategies to allow targeting of under-representative groups and provide wider opportunities for more groups and individuals to benefit from the establishment of the Theatre within the Borough

| | |
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STEPHEN EVANS
Chief Executive

Background Papers List

There are none

Cabinet, 15 March 2006



| MEETING | DATE | ITEM |
|---------|---------------|-----------|
| CABINET | 15 MARCH 2006 | 18 |

Cabinet Member:
Michael White

Relevant Overview & Scrutiny Committee:
Culture & Regeneration

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: POLICY REVIEW: QUEEN'S THEATRE

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules,
Cabinet must consider this report no later than 25 May 2006
(10 weeks from the day following the OSC meeting)

SUMMARY

This report contains the findings and recommendations that have emerged after the Topic Group scrutinised the manner in which the Council determine future reviews of Queen's Theatre and the factors that impact on and feed into its deliberations prior to the process being opened to public discussion.

RECOMMENDATION

That Cabinet considers the Overview & Scrutiny Committee's report and determines what action, if any, to take.

REPORT DETAIL

At its meeting on 28 June 2005, the Committee agreed to set up a review group to explore the role of the work of the Queen's Theatre in a broader cultural, social, economic and environmental context.

Attached is a copy of The Queen's Theatre and Sustainable Communities Topic Group's report.

The **environmental, financial, legal, human resources or equalities and social implications** are addressed within the Topic Group's report.

Reasons for the Decision:

The Culture and Regeneration Overview & Scrutiny Committee Topic Group report on Climate Change is referred to Cabinet for consideration.

Alternative Options Considered:

There is no other option to consider.

Background Papers and Appendices - None

| | |
|----------------|--|
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STEPHEN EVANS
Chief Executive

Background Papers List

There are none



**REPORT OF THE CULTURE & REGENERATION OVERVIEW
AND SCRUTINY COMMITTEE - THE QUEEN'S THEATRE AND
SUSTAINABLE COMMUNITIES IN HORNCHURCH AND
HAVERING TOPIC GROUP**

**REVIEW OF THE QUEEN'S THEATRE AND SUSTAINABLE COMMUNITIES IN
HORNCHURCH AND HAVERING**

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1) **INTRODUCTION**

This report examines the relationship of the work of the Queen's Theatre, Hornchurch, to the aspirations of the Government's "Sustainable Communities" Plan, "People, Places, Prosperity", and the role of offering ambitious local leadership to bring together the key constituent parts of "sustainable communities" in a locally distinctive way ascribed to local authorities and local strategic partnerships in the Plan.

The Government's aim in its "Sustainable Communities" Plan is to support communities in making places that people want to live and work and will continue to want to live and work in the future. The Government places Culture at the very heart of this aspiration, recognising that the foundation of successful communities is well-designed, high-quality and affordable housing, but that people live in communities, not just homes and that those communities must be places that people want to live and work as well as having good housing. The Government recognises that Culture is essential to

doing this as it provides a focus for community activity for all parts of society, a focus for community identity and community pride.

This report outlines how the work of the Queen's Theatre contributes to offering a locally distinctive version of common national ideals, but reveals that neither the local authority or the local strategic partnership demonstrate understanding of the aspirations of the Sustainable Communities programme, either in relation to the potential offered by Culture in general in Havering, or in the perspectives opened up for Havering and Hornchurch in particular by the work of the theatre.

To this end, the report makes recommendations, intended to ensure that the local authority and local strategic partnership are able to take advantage of the opportunities offered to Hornchurch and Havering by the work of the Queen's Theatre and by the "Sustainable Communities" Plan, and are able to provide the ambitious leadership to local communities that the Plan envisages they should.

Four Members, Councillors Andrew Curtin (Lead Member), Louise Sinclair, Jan Davis, Wendy Brice-Thompson were part of the Topic Group.

The Group has met on three occasions including one visit and have now concluded their scrutiny and reached their recommendations/findings, which are detailed in this report.

2) THE SCOPE OF THE REVIEW

The Group, advised by the Interim Head of Culture & Leisure Services, developed a scope for the review as follows:

- To examine the relationship between the work of the Queen's Theatre and the priorities of the Government's Plan "Sustainable Communities: People, Places, Prosperity".
- To examine the role of the Queen's Theatre and Culture in general in achieving goals of economic success, community safety, improved educational attainment, better public health and an improved physical environment in Hornchurch and Havering.
- To examine the understanding that the local authority and local strategic partnership have articulated of the role of culture, and the Queen's Theatre in particular, in ensuring that Hornchurch and Havering are good places to live and work both now and in the future.
- To examine the effectiveness of the relationship of the local authority and local strategic partnership to the Queen's Theatre in relation to the community leadership role of the local authority and local strategic partnership.

The Group agreed to seek information from a range of sources within and external to the Council:

| | |
|-------------------|--|
| Dennis Holmes | Interim Head of Culture & Leisure Services |
| Thom Stanbury | Administrative Director Queen's Theatre |
| Isobel Liebman | Director Havering Music |
| Richard Partridge | Business Monitoring Officer |

3) THE REVIEW

3.1) THE QUEEN'S THEATRE

The Queen's Theatre is made up of three distinctive parts:

- a) The resident company
The resident company of actor/musicians known as "Cut to the Chase"
- b) The producing Theatre
The permanent professional arts management, administration, technical and front of house staff that enable the theatre to be a producing theatre, presenting the work of its resident company to the public and to do the community and other work that the theatre does.
- c) The Education and Outreach Department
Develops literary, acting, dance and theatre production skills among adults and young people and examines social, political, environmental, ethical, economic and other issues with teachers and pupils in schools in its Theatre in Education Programme.
- d) 200,000 visits per year
In 2004 – 2005 there were some 200,000 visits to the Queen's Theatre by people from throughout Havering, East London and the Thames Gateway area, to see the theatre's own work, appear in community productions, see community productions, see visiting productions, dance, comedy, exhibitions, new writing, listen to or play music including youth music, attend other events in the foyer, take part in its education and outreach work or relax in its attractive café and bar area – among other things.
- e) Successfully attracts investment into the Borough
The Queen's Theatre is one of the organisations of a London-wide significance in the borough. It attracts significant investment into Havering from Arts Council England, the Association of London Government and the JP Morgan Charitable Trust and has an annual turnover of some £2 million.
- f) History
The Queen's Theatre was founded in 1952 by Hornchurch District Council in a home in Hornchurch High Street. The acting company rapidly became a key symbol for the values of Hornchurch and in 1976 the company moved to a prestigious new home in Billet Lane, built by and owned by the London Borough of Havering.

The 1980s and 1990s were difficult times for theatres such as the Queen's throughout Britain as funding from the Arts Council was capriciously removed and directed elsewhere.

Throughout this difficult period the Queen's Theatre continued to work for the benefit of Hornchurch and local people because of the unequivocal support of the local community and the local authority which recognised the enormous benefit that the resident acting company and producing theatre brought to the communities of Hornchurch and Havering as a centre for entertainment and education in particular.

In the late 1990s a new senior management team was appointed to the theatre and, with the support of the then MP for Hornchurch and the local authority, succeeded in returning Arts Council England funding to the theatre in recognition of the outstanding quality of its artistic product and its central role in the life of the East London area.

Since 2002 the theatre building, which belongs to the Council, has benefited from significant capital investment by the local authority to provide new boilers, air conditioning, improved access and other important work.

g) The Theatre's work in 2004-2005

Main House Programming

- 179,582 people attend/participate in events at the Queen's per annum
- 8 Queen's Theatre productions result in 197 performances attended by 78,560 people
- 11,065 people attend 28 performances programmed especially for children
- 1,362 people attend dance 04-05 season, including classical European and Asian dance
- 1,667 students from 20 schools attend performances of "A View from the Bridge"
- Co-production of "Alice in the Underground" with Chicken Shed Theatre Company
- 18,959 people attend 45 guest performances at the Queen's Theatre
- Education and Outreach Department Youth Groups Q Club – group size 24-31 young people for total of 48 sessions. Junior Youth Theatre – 28-30 young people per session over 36. Senior Youth Theatre (2 groups): group size 52-65 young people over 73 sessions.
- Jump Start – group size 24-32 young people over 36 sessions.
- Youth Groups involve young people from Havering, Redbridge and Barking and Dagenham
- 282 youth group members take advantage of opportunity to attend press nights of main house productions

Cabinet, 15 March 2006

- 74 members of Junior and Senior Youth Theatre attend West End shows
- Over 300 young people participate in 3 Youth Showcases by Youth Groups playing to 1720 family and friends
- 97 young people aged 7 – 13 involved in summer workshops over 18 sessions
- 24 children divided into 3 groups involved in pantomime over 59 performances
- 4 work placements hosted working with Thames Gateway Creative Skills Partnership and Havering College, 1 Design and Wardrobe, 1 Technical Theatre, 1 Stage Management and Education – 1 Stage Management
- 32 work placements for students year 10 plus
- Tutor training programme to enable Assistant Theatre Youth Group Tutors to become full Youth Group Tutors

Theatre in Education

- 1515 students in 75 workshop sessions focussing on basic drama techniques, fairy stories, stories from other cultures, bullying, peer pressure, social and team building skills, devising theatre, physical theatre, an introduction to Shakespeare, show-linked issues, dance, comedy, stage make up techniques.
- 3 terms of workshops involving 64 young people from Clockhouse Infant School over 26 sessions to introduce students to drama and provide INSET for teachers
- 64 young people participate in Queen's Theatre Producing Theatre course from Abbs Cross School and Eastbury Comprehensive, Brentwood Ursuline and Brentwood County High. Students learn the skills necessary to create their own company and create a piece for performance.
- 7237 students experience 93 Queen's Theatre in Education performances in schools in Havering, Redbridge, Barking and Dagenham, Waltham Forest and Newham, examining Shakespeare, the role of the media in society, bullying and individuality, idealism and equality, revolution, corruption, power.

Community Arts Programme

- 39,451 people attend 92 performances by community groups on main stage
- 68 local people take part in 2004 Community Play on stage and as crew in production on a subject from local history, attended by 1507 people
- 33 people join Queen's Community Company established January 2005
- 16 local people involved in Adult Writers' Group
- 3 local writers successful in New Writing Awards to help nurture new writers in outer East London
- 10 local writers attend Writers' Group Socials
- 55 people participate in 4 backstage tours for London Open House
- 11,921 low cost subscription Jump the Q tickets sold
- 269 people involved in 7 sign language interpreted performances of in-house

production

- 56 people involved in 7 audio described performances
First captioned performance at the Queen's (Alice on the Underground)
- 450 children attend Gingerbread performance of Aladdin, giving disadvantaged families, young people with often severe mental and/or physical disabilities and terminally ill children the chance to see the show free of charge
- 30 people from Parents of Autistic Children together involved in Education Department workshops aiming to develop participants' social and team work skills in a dramatic context
- 136 students involved in Education workshops experience learning disabilities, 17 have a physical disability, 1 member of Senior Youth Theatre has physical disability, 501 students who attended a Queen's Theatre in Education production and related workshops experience learning disabilities, 50 students who attended a Queen's Theatre in Education production and associated workshops have a physical disability
- 953 people attend "Unplugged" sessions offering a vital platform for young local bands to perform original music in informal space. 32 original young bands take part

Foyer Programme

- 895 people attend Comedy Club sessions in the foyer
- 5,561 people attend 40 Sunday lunchtime jazz sessions
- 29 exhibitions by artists in the foyer, including Primary Colours, Junior Artists, Young Artists and Over 60's exhibitions, Havering MIND, Cambridge University School of Architecture "Hornchurch Imagined" exhibition, Roy Jones "American Icons" exhibition, Studio 3 Arts "Bridges" intergenerational arts project

Other

- Queen's Theatre Club involves 1000 local people in fundraising and social activities to support the theatre
- Board and Council of Management involve 18 local people from a variety of backgrounds from Havering, other parts of London and Thames Estuary

4) THE QUEEN'S THEATRE AND THE SUSTAINABLE COMMUNITIES PLAN

a) Sustainable Communities: People, Places, Prosperity

In January 2005, the Deputy Prime Minister introduced the Government's "Sustainable Communities" Plan, "People, Places, Prosperity" to Parliament. The Government aims for the Plan to enable local communities to be ***"places that offer everyone a decent home that they can afford in a community in which they want to live and work, now and in the future"*** (1)

The Plan outlines a number of criteria that places where people want to live and work both now and in the future will have. These are:

- * ***Active, inclusive and safe – fair tolerant and cohesive with strong local culture and other shared community activities***
- * ***Well run*** – with effective and inclusive participation, representation and leadership
- * ***Environmentally sensitive*** – providing places for people to live that are considerate of the environment
- * ***Well designed and built*** – featuring a quality built and natural environment
- * ***Well connected*** – with good transport services and communication linking people to jobs, schools, health and other services
- * ***Thriving*** – with a flourishing and diverse local economy
- * ***Well served*** – with public, private, community and voluntary services that are appropriate to people’s needs and accessible to all
- * ***Fair for everyone*** – including those in other communities, now and in the future (2)

The Government is clear that Housing, Culture, Community Safety, local authorities, local strategic partnerships, community and voluntary sector, minimal pollution, urban design, the local economy, cleanliness, transport, telecommunications and internet access, education, health care and social services are among the key things that contribute to communities being places where people want to live and work both now and in the future (3)

In his introduction to the Plan, the Deputy Prime Minister writes that the Government’s aim in promoting it is to support local communities in creating local solutions to the aim of providing “successful, thriving and inclusive communities” (4). He recognises that homes are at the heart of a successful community, but that “people live in neighbourhoods, not just in houses. So this plan sets out how we will work at every level to improve the communities that people live in” (5)

b) “Sustainable Communities: People, Places, Prosperity” and Culture

Theatre is one of a wide number of aspects of life that the Department of Culture, Media and Sport (DCMS) identifies as being part of Culture in its outline of the main aspects of Culture.

DCMS identifies the following key constituent parts of Culture:

- * ***The performing arts and visual arts, craft and fashion***
- * ***Media, film, television, video and language***

****Libraries, literature, writing and publishing***

****The built heritage, architecture, landscape and archaeology***

****Sports events, facilities and development***

****Parks, open spaces, wildlife habitats, water environment and countryside recreation***

****Children's play, playgrounds and play activities***

****Informal leisure activities***

The Government is clear that Culture is the key to communities being places that people want to live and work both now and in the future. They put Culture at the heart of the top priority that is identified for sustainable communities, that they are active, inclusive and safe and explain that ***Culture offers shared community activities (6) and has "a central role in bringing people together and building a sense of community, and in breaking down barriers" (7)***

The Government's fourth criteria for sustainable communities – that they be well designed and built – is also an aspect of Culture. It is widely accepted, however, that Culture also plays a central role in the other aspects of places that people want to live and work and will continue to want to live and work in the future, as well as ensuring that they are distinctive and respond to local concerns.

c) **Sustainable Communities and the Culture Policy Statement received by Havering Council on 13th July 2005**

On the 13th July 2005, Havering Council received a policy statement on Culture, which outlined national and regional policy thought on the central place of Culture in improving education, services for children and older people, the environment, the economy, health, public transport and community safety/crime – all areas that are also central to the Sustainable Communities programme

We reproduce the relevant section of that policy statement here for ease of reference

" Education

The LGA has recognised that Cultural Services play a pivotal role in raising educational standards, and in November 2003 published the paper "Raising Educational Standards in Schools and Beyond; The Contribution from Cultural Services" to demonstrate how this is the case. The paper argues that; "Cultural Services can support and enrich the school curriculum by making learning 'fun' and by helping pupils to think in different ways and develop different aspects of intelligence. Activities which help to develop the higher learning skills of creativity, critical reasoning and self-expression will provide a firm basis for young people to continue their studies into further and higher education". The paper highlights how research carried out by the Qualifications and Curriculum Authority has shown the positive impact that involvement in the arts, sport, reading and creative play has on

the behaviour, self esteem, achievement, attainment and attendance of pupils. It also shows how it has a beneficial impact on compensating for social problems and deprivation in relation to attainment and in stimulating development in pre-school children. The paper points out how Cultural Services support informal learning opportunities among adults. In detail, the paper outlines the positive impact of libraries, archives, museums, galleries, the arts and sport on life-long learning and provides case studies to support its argument.

Taking a different slant on the issue of the relationship between Culture and Education the Mayor of London emphasised the role of education as a training ground for the cultural professionals of the future in his Culture Strategy for London, arguing that "Education and lifelong learning must play a central role in nurturing creativity and providing routes to employment" as one of the policies of that strategy. The Mayor relates this policy to schools, further and higher education and lifelong learning, and also argues that "engaging in sport and physical exercise... can generate mental energy, physical literacy as well as team work" and that "there is a considerable impact on children who have experienced education programmes in museums and galleries". The LGA argues that Culture develops "children's creative thinking and self-expression and improves communication skills" and gives a number of case studies of how local authority culture projects have enhanced the work of schools. In terms of Heritage, DCMS has argued that "the historic environment has immense value as an educational resource, both as a learning experience in its own right and as a tool for other disciplines. Whether at school, in further and higher education or in later life, the fabric of the past contributes a vast reservoir of knowledge and learning opportunities". Highlighting the role of parks and open spaces in educational development, the Commission on Architecture and the Built Environment (CABE Space) notes that "Play is crucial for many aspects of children's development, from the acquisition of social skills, experimentation and confrontation and resolution of emotional crises, to moral understanding, cognitive skills such as language and comprehension, and of course physical skills". Referring to public libraries, DCMS and Museums, Libraries, Archives (MLA) point out how they help to raise standards across schools, saying that "children who are introduced to books and reading at any early age do better at school. As well as helping their reading and speech development, it improves their attention span and concentration. By making libraries into places that appeal to children and young people, they help create an extra dimension in learning". The Government's strategy for public libraries, "Framework for the Future" also focuses much attention on the role of libraries in supporting learning at all ages. London Libraries Development Agency also recognised the role of libraries in supporting learning in their 2002 "Manifesto for London's Libraries". In the document "Game Plan: a strategy for delivering Government's sport and physical activity objectives", the Government Strategy Unit argues that, "clearly schools and educational institutions in general are vital places for people to learn sport and physical activity skills", they go on to observe that "there is a range of sociological research looking at the links between sports participation and educational performance" and to provide evidence of the examination of those links. Case studies of how culture projects have helped raise educational standards are included in I&DEA "Cultural Connections" and Association of London Government (ALG) "Culture and Communities"

Services for Children and Older People

The Mayor of London's Culture Strategy identifies the need to engage children, young people and older people in cultural activity as a key aim. The LGA observes that "improving the quality of life of older people is distinct from that of children, young people and families at risk. For older people, improving quality of life focuses on maintaining dignity, ensuring they can stay at home as long as possible and live an independent and fulfilling life. For young people, children and families at risk this shared priority is about addressing child poverty, protection from abuse and providing the opportunity to learn, develop and progress which most of us take for granted". The LGA goes on to argue that Cultural Services can play a part in allowing older people to retain their independence and enhance their lives. Cultural Services help them to maintain fitness and mobility through assisting with regular participation in exercise as well as providing recreational activities and opportunities to socialise with peers and others". CAGE Space argue for the benefits of parks and open spaces to children and young people ("The Value of Public Space") and MLA/DCMS argue for the benefits of libraries for children, young people and older people. Arts Council England observe that "young people are often passionately engaged in the arts". I&DEA provides case studies of projects aimed at improving the quality of life of older people, children, young people and families at risk ("Cultural Connections").

Environment

The positive impact on the environment of well-maintained parks, gardens and open spaces, high quality architecture and urban design, the protection of the historic environment and proper maintenance of buildings housing cultural organisations is obvious. The place of parks and gardens in particular in our culture, related to creativity, was demonstrated by the great Regency garden designer Humphry Repton, who lived in Havering, when he wrote that they were "more works of art than nature". The recognition that the park and public garden are artificial environments, produced by creative human intervention in the workings of nature, is essential to their proper maintenance and preservation. Perhaps the greatest role that culture plays in our environment is by our realising that our environment – particularly our urban environment – is in fact an aspect of our culture as it is a product of our creativity. The Mayor of London argues that the cultural value of London's public realm should be fully realised by encouraging events within it, and has this as one of the policies in his Culture Strategy. The Mayor particularly emphasises the role of parks and open spaces in the urban environment, and it is probably the case that recognising that parks and open spaces are an integral part of the urban landscape rather than areas that seek to be separate from it would also greatly help support focus in parks in the future. The Mayor encourages the positioning of art in public places to improve the environment. The LGA asserts that "the contribution which cultural services can make to improve people's environments is huge. From parks to sport grounds and public art to architecture, Cultural Services have transformed the areas we live in, making them usable as well as visually stimulating." CAGE emphasise the biodiversity and nature value of parks and green spaces. The I&DEA publication "Cultural Connections" gives case studies of how cultural projects have improved the environment as does the ALG "Culture and Communities" document

Promoting Economic Vitality

The link between Culture and economic vitality has been the subject of much research over recent years. In June 2004 DCMS produced its consultation document "Culture at the Heart of Regeneration", which argued that "Culture drives regeneration in many ways from inspiring landmark buildings through to reviving the decaying centres of market towns to bringing a community together around an arts event" and that "Cultural regeneration can bring economic benefits by providing employment and generating revenue. It also attracts people and businesses." In 2002 the Greater London Authority published a report measuring the significant impact of creative industries on the economy of London. The LGA, Mayor of London and ALG all recognise the pivotal role of culture in regeneration. English Heritage have pointed out how the historic environment can be a catalyst for economic regeneration DCMS and MLA have illustrated the role of libraries and literacy in contributing to the economic health of the community by improving adult literacy, teaching people to use computers, giving the unemployed access to information about job opportunities and as resources for companies – especially small businesses – needing statistical information, news and business intelligence. Arts Council England have pointed out how the skills acquired by taking part in an arts project "are vital to success in the changing employment market" They have also argued that "the arts contribute significantly to the economy at local, regional and national level" and have identified the role of the arts in regeneration as a key goal for their work with local authorities. CABE Space have pointed out that high-quality parks and open spaces are "an essential part of any successful regeneration strategy" and have begun to examine further the economic benefits of high-quality parks, gardens and greens spaces in their 2005 document "Does Money Grow on Trees". The Royal Institute of British Architects (RIBA) has made a similar argument for architecture and urban design. The I&DEA "Cultural Connections" publication includes case studies of how local authorities have used cultural projects to promote regeneration. Further case studies can be found in the ALG "Culture and Communities" document

Health

The Government has recently emphasised the priority of promoting public health in its White Paper "Choosing Health". The White Paper emphasises the role of sport and cycling, and parks and public places in improving physical health among school children. The LGA argues that "the most obvious link between cultural services and health is with sport and exercise", it also notes the health benefits of cultural activity to the elderly and recognises the benefits that the arts offer to those recovering from mental illness, pointing out that "arts projects have also been used to help people recovering from mental illness and have been used by many health authorities and social services as a way of combating loneliness, as a means of self fulfilment and an opportunity to give pleasure to others" The Mayor of London observes that participation in cultural activities can have both short and long-term benefits on health. It can promote physical and mental well-being and contribute to the prevention and cure of illness". The London Health Commission has published "Culture and Health; Making the Link", which examines the contribution of culture to health in greater detail. CABE Space argue that parks and open spaces have a

positive effect on physical and mental health. Arts Council England have also argued that the Arts make a positive contribution to health and make a similar argument in "What's Art got to do with it?" In terms of library services, DCMS and MLA point out that libraries promote healthier communities and narrow health inequalities, that "reading benefits mental health and provides a welcome escape for those suffering from depression" and that "Libraries are a gateway to information and advice about all subjects and they can help promote a healthier lifestyle..." The role of Street Games in promoting health among young people was highlighted in ODPM's 2004 "Street Games: A Report into Young People's participation in Sport". In relation to sport, the Government's Strategy Unit has argued that; "the benefits of physical activity on health are clear, well evidenced and widely accepted." They go on to evidence the physical health benefits of physical activity for adults in a number of key areas. . DCMS and the Department of Health have recently emphasised the central role of physical activity and sport in achieving the goals established by the "Choosing Health" White Paper in their "Choosing Activity: A Physical Activity Action Plan" published in 2005. RIBA point out how interesting architecture and urban design raises morale. Case studies of how Culture promotes health and narrows health inequalities can be found in I&DEA "Cultural Connections" and ALG "Culture and Communities"

Public Transport

The Mayor of London points out that the cultural and creative industries are dependent on good transport links for their own workforce and to enable people to access them. The LGA points out that transport can aid the improved provision of cultural services by making access easier. It is also true that innovative arts projects can be a very good way of introducing people in supported living to use of public transport to improve their quality of life. This is particularly true of adults with learning disabilities, and successful dance-based projects facilitating this have been run by East London Dance among others. I&DEA provide a case study linking transport and culture (Cultural Connections p.92).

Crime and Community Safety

The role of Cultural Services in reducing crime and improving community safety has been recognised by the Local Government Association which, in January 2004 published its paper "Creating Safer and Stronger Communities; the contribution of Cultural Services" detailing how this is effected. They argue that; "Cultural Services can play an important part in addressing crime, either directly or in partnership with other agencies by contributing to programmes that: provide diversionary activities for young people, improve cognitive and social skills, reduce impulsiveness and risk-taking behaviour, raise self-esteem and self-confidence, improve education and employment prospects". The Mayor of London has established addressing the health and crime related problems associated with alcohol and drug misuse in London as a priority. The Mayor also recognises the role that cultural provision can play in reducing crime and anti-social behaviour, particularly among young people. The Association of London Government paper "Culture and Communities" observes that "Crime continues to be one of the main concerns of Londoners" and also argues that cultural provision is a key way of tackling it.

The LGA, Mayor of London and ALG all outline the important role that sport and the arts play in reducing crime. English Heritage has argued that conservation of the historic environment helps to reduce anti-social behaviour by fostering civic responsibility and citizenship that well-designed parks and open spaces help to allay fear of crime. The Royal Institute of British Architects has pointed out that architecture and urban design make neighbourhoods “more accessible and convenient, safe and secure”. Arts Council England (ACE) have evidenced how the Arts improve community safety and reduce crime. The Office of the Deputy Prime Minister (ODPM) has demonstrated how young people’s participation in street games helps to improve community safety. Again relating to sport, the Government’s Strategy Unit argues that; “Displacement and therapeutic prevention are the two mechanisms suggested for sport having a positive effect on crime reduction” and that; “evidence from the USA suggests sport and physical exercise, as one of a basket of measures, can have a positive effect on behaviour if it is played with an emphasis on: a philosophy of non-violence, a respect for self and others, the importance of fitness and self-control, confidence in skills, and a sense of responsibility.” Museums, Libraries and Archives and DCMS have illustrated how libraries help to create safer stronger communities. The I&DEA publication “Cultural Connections” gives case study evidence of how cultural projects have been used to improve community safety by local authorities (pp. 15-56) as does the ALG “Culture and Communities” document. (pp. 15-17).” (8)

d) Culture and Creative Industries

In addition to this, much work has been done recently on the central place of the creative industries in the economic future of both the nation and local communities, and the key role of other aspects of local culture, such as the work of the Queen’s Theatre, in providing a hub to attract and foster them.

The London Development Agency has prioritised the Creative Industries as one of three key sectors for development to ensure the economic success of the capital and high-quality jobs for local people, especially skilled and educated younger people. (9)

Both central government and the Greater London Authority ascribe great importance to the creative industries in the economic and social success of the nation, regions and local communities.

The Department of Culture, Media and Sport defines the Creative Industries as:

- * Advertising
- * Architecture
- * The Art and Antiques Market
- * Crafts
- * Design
- * Designer Fashion
- * Film and Video
- * Interactive leisure software
- * Music
- * The Performing Arts
- * Publishing

- * Software and computer services
- * Television and Radio (10)

The importance of the Creative Industries to national economic policy was emphasised in 2001 with the publication of the paper “Culture and Creativity: The Next Ten Years” by the Department of Culture, Media and Sport. The Introduction was written by the Prime Minister.

In his introduction to the document the Prime Minister points out that creativity matters, “because creative talent will be crucial to our individual and national economic success in the economy of the future” (11)

The then Secretary of State for Culture, Media and Sport underlined the importance of Creative Industries to the future economic success of both the nation and local communities by writing in the document that creative thought “lies increasingly at the centre of successful economic life in an advanced knowledge-based economy. In the years ahead, people’s creativity will increasingly be the key to a country’s cultural identity, to its economic success, and to the individual’s well-being and sense of fulfilment” (12) and that “people with the imagination to come up with good new ideas are necessary in every area of our economy...” (13)

The aim of the paper was to provide ways in which education, economic development and Culture could be linked for the first time to create “coherent pathways for individuals to develop their creativity...” (14) and focused on policy in Education from pre-school age upwards to pursue this. It particularly noted that “local authorities are key providers and leaders in ensuring the cultural well-being of their communities” (15)

In 2002 the Mayor of London recognised the central role of the Creative Industries in the economy of London with the publication of his document “Creativity: London’s Core Business”.

This document notes that the ***Creative Industries are the second largest part of London’s output, adding £21 billion annually to the city’s economy.*** They are second only to Business Services, which add £32 billion (16). The report observes that the Creative Industries are the third largest sector of employment in London (525,000 people) (17) and are the second largest source of job growth in the capital (18). The report observes that ***“the growth of the Creative Industries is at the cutting edge of a fundamental transformation in London’s economy...”*** (19)

The Mayor concludes that expansion in the Creative Industries is both possible and desirable in every London borough, and that each London authority should focus its attention upon this. The document says: “the potential for future growth in the Creative Industries extends to every London borough” (20) and that “every borough can benefit from having a full range of cultural facilities and identifying what industry clusters, however small, have the potential to grow. It would therefore seem reasonable for all boroughs to develop Creative Strategies to make use of their local strengths” (21)

In terms of the London Borough of Havering, the report reveals that the borough performs poorly in job opportunities in the Creative Industries. In 2000, the borough was only 26th out of the 32 London boroughs in terms of the number of employee jobs in the Creative Industries, with only 2,500 such opportunities within it – despite the presence of major cultural organisations such as the Queen’s Theatre, Studio 3 Arts, a National Trust property, significant heritage assets, one of London’s largest voluntary sports sectors, some of the capital’s most popular sports centres, one of the city’s most popular library services, thriving local arts scenes, its potentially most beautiful parks and, in Romford, one of London’s main town centres. The borough’s poor performance in the Creative Industries is all the more worrying when it is compared even to other outer London boroughs, let alone to boroughs of a similar cultural significance to London. In Richmond-upon-Thames there are 9600 employees in the Creative Industries, in Ealing 8500, Barnet 7600, Hillingdon 7200 and Bromley 5700 (22)

The report comments that working efficiently in the Creative Industries “calls above all for intellectual and creative input, organised to translate highly specific, very varied and time-constrained consumer demand into products that are delivered on time” (23) and that the Creative Industries in London “add not only to the cultural life of the city, but also to its image as a dynamic and interesting place to be – whether as a tourist, a location for business or a place to live” (24)

The Culture Strategy of the Mayor of London also identifies the Creative Industries as a key area for growth in the capital committing the Mayor to “promote investment, sustainability and growth across the creative and cultural industries” (25). ***The Mayor notes that the Creative Industries are attractive to highly-skilled people, and that they are dominated by small business and self-employed people,*** (26) with both of these characteristics bringing particular problems in terms of high turnover of businesses, access to workspace and finance.

The London Culture Strategy states that: “The Creative Industries have a number of distinctive characteristics. They are people driven and depend on flair, imagination and readiness to break new ground. They have few tangible assets compared with traditional businesses. ***The workforce is often young, skilled and enterprising, moving across traditional work and technology boundaries.*** There is a high turnover of businesses and start ups” (27) it continues: “New technology has resulted in creative businesses being hooked directly into a global market place. Despite this, the sector is dominated by self-employment – 34 per cent of workers are self-employed, compared with 11 per cent in the UK economy as a whole, rising to 53 per cent in the arts and entertainment sector” (28)

The strategy identifies the following key priorities for the Mayor:

- that the creative industries have access to suitable and affordable work space at all stages of their development (29)
- overcoming the problems that creative and cultural entrepreneurs face in raising finance (30)
- removing barriers to the growth of new and digital media sectors in London (31)

The strategy also particularly notes the need for the city to counter the threat that e-commerce makes it attractive for those in the new media and technology sectors in particular to locate outside of London. (32)

Like national government, the Mayor of London recognises the importance of Creative Industries and creativity to the economy of the city in general and its future viability, as well as being important for its own sake. The Culture Strategy notes that, “the importance of creativity is not simply confined to the creative industries. Many businesses are now recognising the need for creative abilities in a range of contexts. To be able to think ‘out of the box’ making connections between disparate ideas and issues is increasingly important in a fast changing society” (33) and recognising that the education system has key responsibility in “helping produce the creative thinkers and innovators demanded by the new economy” (34)

The Mayor of London’s “London Plan” (2004) identifies support for the Creative Industries as a policy (35) and the Department of Culture, Media and Sport also establishing support for the creative industries as a key area of focus (36)

The resident company, producing theatre and Education and Outreach Department at the Queen’s Theatre clearly play a significant part in the existing creative economy of Havering, in the preparation of future generations of individuals working in the creative industries, but also as a significant creative hub around which creative industries can gather and be attracted to the borough.

This would have the benefit of providing high-quality local work for highly skilled young people, which must be a key priority for the borough in reversing its long term decline, and would also provide excellent work opportunities in the self-employed and small business sectors. This would be particularly important in Hornchurch, where a thriving small scale creative industries sector would help protect the character of the High Street as a centre for such small-scale businesses, help protect the distinctive “village” feel of the town and also help provide a bulwark against excessive infiltration of the town by late-night drinking establishments and other locally unpopular uses.

e) The Arts and Housing

The Government recognises that Housing and Culture in general are the key component parts of communities in which people want to live and work and will continue to live and work in the future (37)

The central role of the arts in particular in Sustainable Communities is the focus of the publication “Creative Neighbourhoods: the role of the arts in building sustainable communities” produced by the Housing Corporation and Arts Council England in 2005. In the document the Chief Executive of the Housing Corporation writes that the arts “are a practical and meaningful way for housing associations and residents to effectively expand their confidence and influence with each other” (38). The document continues that “the arts have the power to transform lives and communities” and that they do this “when embedded within housing and regeneration programmes” (39) The paper recognises that “bricks and mortar alone cannot create a sense of community. Design quality and the physical environment

are key factors. But equally important are the interactions between people, their attitudes and the kinds of activities and opportunities provided locally” (40)

“Creative Neighbourhoods: the role of the arts in building sustainable communities” notes that the arts and sport:

- Lend themselves naturally to voluntary collaborative arrangements which help develop a sense of community
- Help communities express their identity and develop their own self-reliant organisations
- Are activities in which people participate willingly and in which there is widespread interest, including from young people at risk of social exclusion
- Give individuals, social, organisational and marketable skills
- Can communicate directly with individuals and groups and bring out hidden talents which have a lasting effect on the person’s life
- Give individuals a greater sense of achievement, self-respect and self confidence (41)

The report specifically highlights how the arts:

- Improve an area’s image
- Attract economic investment
- Support community development
- Lead to training and employment
- Support individuals’ personal development
- Help engage hard to reach people in regeneration programmes (42)

and how the arts:

- Interrupt negative and disruptive patterns
- Build confidence and self esteem
- Develop self discipline
- Offer relatively neutral territory within which those from different backgrounds can explore diversity and commonality (43)

The report notes that in 2004 the Prime Minister recognised that “creative talent will be crucial to our individual and national economic success in the economy of the future” (44) and how “Regional Development Agencies and local authorities have been quick to recognise the growing importance of the creative industries and the wider role of the arts and culture in regeneration” (45) and that “housing associations should not view community arts projects as peripheral to their work, but consider support for the arts as a core part of any community development strategy or resident participation project” (46)

In terms of the arts, Arts Council England outlined eight key aims for the arts during the period 2003-2006 in its 2003 manifesto for the arts “Ambitious for the Arts”. Here it aimed to prioritise individual artistic innovation and experimentation” (47), cultural diversity, because “the arts provide spaces to explore differences. The results can be greater understanding and tolerance or, at their best, a sense of shared

excitement and celebration of the miraculous richness and variety of cultural identity and endeavour” (48) and the arts and young people, because “we recognise the transforming power of the arts in relation to young people” (49) and growth in resources for the arts because Arts Council England aim “to bring the transforming power of the arts to bear on issues of health, crime, education and inclusion” (50)

They set this work against a backdrop of promoting excellence in the arts “by excellence we mean the highest possible achievement, not a value system placed on one group by another” (51) and of increasing participation (52), because “the arts have power to transform lives, communities and opportunities for people throughout the country” (53) and “this is true not just for individuals, but also for neighbourhoods, communities, regions and entire generations, whose sense of identity and purpose can be changed through art” (54)

Arts Council England suggest some measures which could be used to judge progress on achieving these goals:

- ❖ More people saying the arts play a valuable role in their lives
- ❖ More people from ethnic and cultural minorities taking part in the arts
- ❖ The majority of school children having had direct contact with the professional arts
- ❖ ***Cultural institutions more open to people from diverse cultural backgrounds as performers, audience and staff***
- ❖ More teachers, health professionals, probation officers, youth workers, social workers and carers reporting the value of arts in their work (55)

In 2003 Arts Council England and the Local Government Association agreed four priorities for the arts in local communities: the creative economy, healthy communities, vital neighbourhoods and engaging young people. (56) and in the same year they published “What’s Art Got to do with it?” detailing the role of the arts in neighbourhood renewal (57) which observes; “Poverty is not just about having little money; it is also about having not status or profile. This makes people feel that no-one is listening. It is not hard to see how individuals, families and whole communities can lose their confidence and sense of direction” (58)

f) The Mayor of London’s Culture Strategy: “London Cultural Capital: Realising the potential of a world class city”

The Mayor of London’s Culture Strategy, published in 2004, establishes five main goals for culture in the capital. It articulates these goals as; excellence, creativity, social access, physical access and value. Once again, the Mayor places his thought in the context of sustainable communities, stating that: “since I was elected Mayor, my guiding vision has been to develop London as an exemplary sustainable world city and London’s cultural life is crucial to that vision” (59). The strategy evidences the importance of culture to society and business in the capital, pointing out how culture is one of the reasons which businesses give for making London their base (60).

In outlining the aspirations of Londoners for their culture, the strategy notes that in consultation on the draft strategy, 44.9% of Londoners agreed that the

city should aim for a better spread of cultural facilities, 32.9% wanted to see public spaces promoted as centres for culture and 31% that culture should provide support for education and lifelong learning (61). In relation to Havering, the Association of London Government funded work of London Bubble Theatre in the borough plays a role in public spaces being centres for culture, as do the events in the Hornchurch Festival and the Summer Scheme for young people and the work of London Open House. The recommendation that Studio 3 Arts be commissioned to bring professional artists and local people together in community arts projects in local parks contained in Havering's historic environment report for 2004-2005 (62) and the idea that artists and local people be brought together to improve the environment of the underpasses in Romford both also promote this aspiration.

72% of Londoners agreed that culture improves the quality of life (63) and the strategy argues that "Culture in London should receive the resources that are commensurate with its demographic, economic and spatial needs" (64). It recognises that support needs to be provided to creative and cultural entrepreneurs to overcome the difficulties that they face in raising finance (65) and that "efforts have to be made to make cultural activity in all its guises available to all Londoner and to encourage the development of communities through cultural activity" (66)

g) The Queen's Theatre and Sustainable Communities

National and regional policy work makes it plain that the work of the Queen's Theatre will be pivotal to ensuring that Hornchurch and Havering are places where people want to live and work and will continue to want to do so in the future. The work of the theatre's actor/musicians, professional administrative, technical and front of house staff and Education and Outreach Department clearly contribute to the characteristics that it is accepted are at the heart of attractive communities.

The Economy

The work of the theatre's resident company of actor/musicians and the producing theatre offers an image of Hornchurch and Havering that is dynamic, creative and civilised and can act as a lever for high-quality investment into the borough and the provision of high-quality local jobs. ***The artistic work of the theatre can also fulfil this goal by being the hub in Hornchurch around which small-scale creative industries can be fostered, thereby offering high-quality local work for the self-employed and those in small business in a way that was beneficial to the town.***

This would help Hornchurch to retain its attractive "village" feel and also to provide the sort of opportunities that an educated and enterprising workforce requires in the modern world. The attraction of small scale creative industries to Hornchurch would also help Havering as a whole, as the town would be a symbol of the sort of values that the borough as a whole aspires to. They would also act as a bulwark against the excessive infiltration of the town by late night drinking establishments and other uses which may not fit in well with the character of the town.

The work of the Education and Outreach Department also helps to foster regeneration in both Hornchurch and the borough by developing all the positive

qualities of self motivation, team work, creativity, innovation, lateral thinking, improved ability to articulate and concentrate that are associated with arts projects. This helps the local work force to be a dynamic, creative workforce that is attractive to businesses offering high quality jobs.

Community Safety

The work of the theatre's Education and Outreach Department provides both diversionary activity for young people, reducing the likelihood that they will be available for anti-social behaviour and also (along with the work of the resident company itself) provides a positive role model for young people to aspire to. ***By broadening the skills base of young people, and their ability to aspire to challenging and fulfilling jobs, it instils a sense of worth in individuals which again leaves them less likely to be attracted to anti-social activity.***

In the work of the Theatre in Education programme, the Education and Outreach Department also tackles issues such as peer pressure, bullying and racism, which may cause young people themselves to be at risk of anti-social behaviour or to take part in it.

In the collaboration of the theatre administration with Havering Arts Office to produce "Unplugged" youth music in the foyer, the theatre also acts as a focus for youth culture in a broad sense in the borough and provides positive goals for young people to reduce the possibility that they will be attracted to anti-social behaviour. The theatre's administration fulfils a similar role in its partnership working with the borough's Arts Office and the National Association of Decorative and Fine Arts Societies Havering Member Branch and local schools to present the Primary Colours, Junior Artists and Young Artists exhibitions in the foyer.

Health

In both its physical and intellectual work, including dance and writing, as well as acting and other theatre skills, the work of the Education and Outreach Department supports physical and mental health in the community, by giving opportunities for physical activity, but also giving chances for more cerebral work which exercises the mind and encourages a reflective approach to oneself which is of use in averting mental crises. The Community Arts Programme also supports health, both physical and mental, and the theatre also operates as a centre to promote an inclusive attitude to health in the community.

In the 2004 Hornchurch Festival, the theatre hosted an exhibition of work by residents who use Havering MIND in its foyer and it has also hosted events for the local health authority. In its work with the group Parents of Autistic Children in 2004, the theatre supported the health of those involved by improving their social and team work skills and thereby helping them to avoid tense or crisis situations.

The production of high-quality drama and comedy by the resident company and producing theatre also supports mental health in the community by providing and means of reflection on everyday concerns and to consider issues and problems beyond oneself and, a very underrated quality, to laugh.

A Social Leader

The work of both the resident company and the Education and Outreach Department establishes the theatre as a social leader, promoting the ideals of social inclusion and cultural diversity within the community. The latter is particularly important in a pan-London context as the demographic make up of the population of Havering will progress dramatically over the medium term and significant support and leadership is therefore needed to promote cultural diversity and community cohesion in the capital by making investment in this area in Havering.

In their recent co-production of “Alice on the Underground” with Chicken Shed Theatre Company, the Queen’s Theatre provided a progressive ideal of the place of people with learning disabilities or physical disabilities within society, and promoted social inclusion. Their acclaimed production of “A View from the Bridge” in 2004 tackled issues of racism and immigration. In “The People are Friendly” in 2005 the theatre examined issues relating to the impact of regeneration schemes on local communities. In their Education and Outreach work the theatre also examines issues of cultural diversity, touring a production of “To Kill a Mockingbird” as part of its Theatre in Education programme and also using the programme to examine issues relating to immigration and asylum.

With its low-cost subscription scheme “Jump the Q”, the theatre ensures that its own work is accessible to all sections of society, and it also ensures that its work is accessible to those with sensory impairments or physical or learning disabilities, with audio-described performances, captioned performances, signed performances and special performances of the annual pantomime for disadvantaged families and young people with often severe mental and/or physical disabilities to see the show free of charge.

With its dance programme the theatre also promotes cultural diversity by ensuring the work from a variety of cultures, such as southern Indian classical dance, is programmed.

The Theatre’s Education and Outreach work is accessible to people with physical or learning disabilities, and recent investment by the Council in the building (which is the property of the local authority) has improved physical access to the building for those with physical disabilities.

The theatre’s foyer is also a focus for work which fosters inclusion, including exhibitions by Havering MIND and the “Bridges” project by another significant arts organisation based in Havering – Studio 3 Arts – which brought together different generation and different parts of the area to produce work in a variety of arts forms and media.

Community Identity and activity

The theatre is a key centre for sense of identity and local pride in Havering, and also for community activity. The theatre operates a number of youth groups

but also offers popular opportunities for people of all ages to write, have their work performed and appear at the Queen's. The theatre's professional arts administrative and technical infrastructure allows local musical, drama and dance groups to present their work to great effect in a professional setting. The theatre provides a major stage for the work of other prestigious local organisations, including the renowned Havering Music School, which has the leading contemporary composer Michael Nyman as its patron. The school's Saturday Music School produces two concerts at the theatre annually and Havering Schools Music Association, which has the Mayor of Havering as its patron, also produces a sell-out week of shows at the theatre each summer, making the theatre a focus for the education sector in the borough – pupils, teachers, parents and relatives.

The governance structure of the theatre also offers a focus for community engagement, as it consists of volunteers from a number of areas of expertise from the communities served by the work of the theatre.

As one of the most popular and successful theatres in London, the Queen's Theatre is an important and popular local symbol for Hornchurch and Havering in much the same way as Upminster Windmill, Romford Market and Rainham Hall are – to name but three examples from other parts of the borough.

Education

The work of the resident company, producing theatre and Education and Outreach Department all support, and should be supported by, improved educational attainment in the borough. ***The work of the Education and Outreach Department offers thought-provoking and stimulating ways to tackle key educational issues in a school setting***, but also offers chances to train in theatre skills to those in an older age group. The theatre, therefore, provides educational opportunities and supports the work of professionals in other parts of the education sector with its work.

The theatre develops literary and physical literacy skills with its education and outreach work, which uses dance, writing and discussion workshops as well as presentations, to achieve its goals.

The theatre supports lifelong learning in a broader sense by offering people the chance to experience high-quality drama in their own community and to broaden their experience of both theatre and the art and culture of other societies in work such as its annual dance programme.

Environment

The theatre makes a vital contribution to the ability of society locally to improve the environment that surrounds us by offering a focus for the creative thought which also lays behind the built and green environment around us.

Both buildings and parks are artificial creations, and key parts of our culture like theatre. They rely on recognition of the creative basis of architecture, urban design, park and garden design and play facility design if they are to have the beauty and interest that we aspire to for them. Their proper maintenance requires the

recognition that those working in them are creative individuals involved in a creative process – particularly in improving parks and children’s play – if they are to be successful.

By giving a home for professional creative talent in theatre, music and the visual arts, the Queen’s Theatre is pivotal to promoting the values which will result in the creation of a high-quality physical environment in Havering.

5) SUSTAINABLE COMMUNITIES AND LOCAL AUTHORITIES/LOCAL STRATEGIC PARTNERSHIPS

The Government is clear that local authorities and local strategic partnerships are very important in leading communities to create places where people want to live and work both now and in the future in a locally distinctive manner.

In the Introduction to the Sustainable Communities Plan the Deputy Prime Minister writes that “local government has a crucial role to play in this agenda. Sustainable Communities depend on strong, effective local government” (67) In the detail of the Plan the Government is clear that local government with “ambition, scope and challenge” (68) is vital to the success of the Sustainable Communities programme, and that they need “strong and clear vision “for the future of their communities (69)

The Plan also places great emphasis on the role of local strategic partnerships in enabling local communities to achieve their own ambitious objectives. The Plan states that “Local Strategic Partnerships (LSPs) provide experience of what is needed for effective community engagement. LSPs bring together local authorities, other public services, private, voluntary and community sector organisations to work with residents to improve local areas and services” (70)

In this light it is vital that local authorities and local strategic partnerships are clear as to the local colour of the constituent parts of successful communities in their particular areas, and offer ambitious leadership for their communities.

6) THE QUEEN’S THEATRE AND HAVERING COUNCIL SENIOR MANAGEMENT STRUCTURE

The central point of the Sustainable Communities programme is to recognise the indivisible links between Housing and Culture and the important associations of both with regeneration, community safety, community involvement and environmental strategy.

It is good news that Havering Council proposes to establish a “Sustainable Communities” Directorate in its further adjustments to senior management lines, but the Council may well wish to consider whether the proposed grouping of areas of responsibility under the Sustainable communities heading contributes constructively to efficient thought and leadership on ensuring that Havering communities are good places to live and work both now and in the future in the context of the central association that “Sustainable Communities – People, Places, Prosperity” makes between Housing & Culture in particular in achieving this. It could be argued that the

further adjustments to management lines do not relate clearly to “Sustainable Communities”, and that this is very bad news from the point of view of the ability of the local authority to effectively reflect and lead local communities in improving the quality of life in the borough both now and in the future, developing assets such as the artistic work of the Queen’s Theatre for the benefit of the whole borough, by using all positive opportunities that Government offers with which to do so.

The Group recommends that consideration be given to whether the alignment of services under the “Sustainable Communities” Directorate best reflects the pivotal association between Housing, Culture, Regeneration, Community Safety, Community Involvement and Environmental Strategy at the heart of the Sustainable Communities Plan.

7) THE QUEEN’S THEATRE AND HAVERING COMMUNITY STRATEGY

Havering Community Strategy “Putting People First” establishes six overarching goals for the borough in general, and a key commitment to social inclusion.

The overarching goals are:

- increased community participation
- better health and welfare
- a more prosperous community
- improved lifelong learning
- a safer community
- a higher quality environment

We have already seen how there is a pivotal relationship between the role of the Queen’s Theatre in Hornchurch and Havering and the achievement of these goals. In a Policy Statement on Culture received by the Full Council Meeting on the 13th July, the relationship of Culture in general to the goals of the Community Strategy was demonstrated. It was noted that Havering Community Strategy does not reflect this relationship in its contents and recommended that an addendum to the Community Strategy be issued demonstrating how Culture is at the heart of achieving all of its goals.

This Committee also recommends that such an addendum is issued, and that representatives from the professional and voluntary culture sector be appointed to the Local Strategic Partnership in order for it to better reflect the central place of local culture within its work.

The work of the Queen’s Theatre offers an important support to achieving the goals of the Community Strategy, and the relationship between the two is illustrated by the following table, aligning the outputs of the theatre and the aims of the Community Strategy.

Theatre Output

Main House Programming

Community Strategy Goals

Cabinet, 15 March 2006

| | |
|---|---|
| 179,582 people attend/participate in events at the Queen's p/a. | Better health and welfare, more prosperous community, higher quality environment, social inclusion |
| 8 Queen's Theatre productions result in 197 performances attended by 78,560 people. | Better health and welfare, more prosperous community, higher quality environment, social inclusion |
| 11,065 young people attend 28 performances programmed especially for children. | Improved lifelong learning, safer community, social inclusion. |
| 1,362 people attend 28 performances programmed especially for children | Better health and welfare, improved lifelong learning, higher quality environment, social inclusion |
| 1,667 students from 20 schools attend performances of "A View from the Bridge" | Improved lifelong learning, social inclusion |
| Co-production of "Alice in the Underground" with Chicken Shed Theatre Company | Increased community participation, a more prosperous community, social inclusion |
| 18,959 people attend 45 guest performances at the Queen's Theatre | More prosperous community |

Youth Programme

| | |
|--|--|
| Education and Outreach Department Youth Groups Q Club – group size 24-31 young people for total of 48 sessions Junior Youth Theatre – 28-30 young people per session over 36 sessions Senior Youth Theatre (2 groups): group size 52-65 young people over 73 sessions Jump Start – group size 24-32 young people over 36 sessions | Increased community participation, better health and welfare, a more prosperous community, improved lifelong learning, a safer community, a higher quality environment, social inclusion |
| Youth Groups involve young people from Havering, Redbridge and Barking and Dagenham | Increased community participation, a more prosperous community, a safer community |

Cabinet, 15 March 2006

| | |
|---|---|
| 282 youth group members take advantage of opportunity to attend press nights of main house productions | Better health and welfare, a more prosperous community, improved lifelong learning |
| 74 members of Junior and Senior Youth Theatre attend West End shows | Improved lifelong learning, social inclusion |
| Over 300 young people participate in 3 Youth Showcases by Youth Groups playing to 1720 family and friends | Increased community participation, better health and welfare, a more prosperous community, a higher quality environment |
| 97 young people aged 7 -13 involved in summer workshops over 18 sessions | Better health and welfare, improved lifelong learning, a safer community |
| 24 children divided into 3 groups involved in pantomime over 59 performances | Increased community participation, better health and welfare |
| 4 work placements hosted working with Thames Gateway Creative Skills Partnership and Havering College 1 Design and Wardrobe, 1 Technical Theatre, 1 Stage Management and Education – 1 Stage Management | A more prosperous community, improved lifelong learning, a higher quality environment |
| 32 work placements for students year 10 plus | A more prosperous community, improved lifelong learning, a higher quality environment |
| Tutor training programme to enable Assistant Theatre Youth Group Tutors to become full Youth Group Tutors | Improved lifelong learning |

Theatre in Education

| | |
|--|---|
| 1515 students in 75 workshop sessions focussing on basic drama techniques, fairy stories, stories from | Increased community participation, better health and welfare, a more prosperous community, improved |
|--|---|

Cabinet, 15 March 2006

other cultures, bullying, peer pressure, social and team building skills, devising theatre, physical theatre an introduction to Shakespeare, show-linked issues, dance, comedy, stage make up techniques

lifelong learning, a safer community, social inclusion

3 terms of workshops involving 64 young people from Clockhouse Infant School over 26 sessions to introduce students to drama and provide INSET for teachers

Improved lifelong learning, better health and welfare

64 young people participate in Queen's Theatre Producing Theatre course from Abbs Cross School and Eastbury Comprehensive, Brentwood Ursuline and Brentwood County High. Students learn the skills necessary to create their own company and create a piece for performance

Better health and welfare, a more prosperous community, improved lifelong learning

7237 students experience 93 Queen's Theatre in Education performances in schools in Havering, Redbridge, Barking and Dagenham, Waltham Forest and Newham, examining Shakespeare, the role of the media in society, bullying and individuality, idealism and equality, revolution, corruption, power

Improved lifelong learning, a safer community, social inclusion

Community Arts Programme

39451 people attend 92 performances by community groups on main stage

Better health and welfare, more prosperous community, higher quality environment, social inclusion

68 local people take part in 2004 Community Play on stage and as crew in production on a subject from local history, attended by 1507 people

Better health and welfare, more prosperous community, higher quality environment, social inclusion

33 people join Queen's Community Company established January 2005

Better health and welfare, more prosperous community, higher quality environment, social inclusion

Cabinet, 15 March 2006

| | |
|---|--|
| 16 local people involve in Adult Writers' Group | Better health and welfare, more prosperous community, higher quality environment, social inclusion |
|---|--|

| | |
|---|--|
| 3 local writers successful in New Writing Awards to help nurture new writers in outer East London | Increased community participation, better health and welfare, a higher quality environment |
|---|--|

| | |
|--|---|
| 10 local writers attend Writers' Group Socials | Increased community participation, better health and welfare, a more prosperous community |
|--|---|

| | |
|--|---|
| 55 people participate in 4 backstage tours for London Open House | Increased community participation, a higher quality environment |
|--|---|

Access

| | |
|--|--|
| 11,921 low cost subscription Jump the Q tickets sold | Better health and welfare, a more prosperous community, social inclusion |
|--|--|

| | |
|--|--|
| 269 people involved in 7 sign language interpreted performances of in-house production | Increased community participation, better health and welfare, social inclusion |
|--|--|

| | |
|--|--|
| 56 people involved in 7 audio described performances | Increased community participation, better health and welfare, social inclusion |
|--|--|

| | |
|---|--|
| First captioned performance at the Queen's (Alice on the Underground) | Increased community participation, better health and welfare, social inclusion |
|---|--|

| | |
|---|--|
| 450 children attend Gingerbread performance of Aladdin, giving disadvantaged families, young people with often severe mental and/or physical disabilities and terminally ill children the chance to see the show free of charge | Increased community participation, better health and welfare, social inclusion |
|---|--|

| | |
|---|---|
| 30 people from Parents of Autistic Children together involved in Education Department workshops | Better health and welfare, improved lifelong learning |
|---|---|

Cabinet, 15 March 2006

aiming to develop participants' social and team work skills in a dramatic context

136 students involved in Education workshops experience learning disabilities, 17 have a physical disability, 1 member of Senior Youth Theatre has physical disability, 501 students who attended a Queen's Theatre in Education production and related workshops experience learning disabilities, 50 students who attended a Queen's Theatre in Education production and associated workshops have a physical disability

Increased community participation, better health and welfare, improved lifelong learning, social inclusion

953 people attend "Unplugged" sessions offering a vital platform for young local bands to perform original music in informal space. 32 original young bands take part

Increased community participation, better health and welfare, a more prosperous community, a safer community, a higher quality environment

Foyer Programme

895 people attend Comedy Club sessions in the foyer

Better health and welfare, a more prosperous community

5,561 people attend 40 Sunday lunchtime Jazz sessions

Better health and welfare, a more prosperous community

29 exhibitions by artists in the foyer, including Primary Colours, Junior Artists, Young Artists and Over 60s exhibitions, Havering MIND, Cambridge University School of Architecture "Hornchurch Imagined" exhibition, Roy Jones "American Icons" exhibition, Studio 3 Arts "Bridges" intergenerational arts project

Increased community participation, better health and welfare, a more prosperous community, improved lifelong learning, a safer community, a higher quality environment, social inclusion

Other

Queen's Theatre Club involves 1,000

Increased community participation,

local people in fundraising and social activities to support the theatre better health and welfare

Board and Council of Management involve 18 local people from a variety of backgrounds from Havering, other parts of London and Thames Estuary Increased community participation

8) THE QUEEN'S THEATRE AND OTHER NATIONAL AND REGIONAL POLICY INITIATIVES

a) The Queen's Theatre and the Seven Shared Priorities

In July 2002 the Local Government Association and central government agreed a set of seven shared priorities that they believed it was most important to deliver tangible results in. The seven shared areas are:

- Education
- Services for Children and older people
- The environment
- Promoting Economic Vitality
- Health
- Public transport
- Crime

The central role of Culture in achieving the Seven Shared Priorities is accepted and has been summed up for Havering Council in the Culture Policy received by Full Council on 13th July.

The Seven Share Priorities and thought on the central role of Culture within making progress on them have a clear affinity with the policies and priorities of the Sustainable Communities Plan

The work of the Queen's Theatre is, therefore, also pivotal in achieving the goals of the Seven Shared Priorities.

The Committee particularly notes the key link between the work of the theatre and the promotion of Community Safety and, in this light, recommends that the development of Hornchurch Urban Strategy be used as a formal means for articulating the excellent relationship between the theatre and Hornchurch Metropolitan Police by including Hornchurch Metropolitan Police in it.

b) The Queen's Theatre and the London Plan

The London Plan also has clear affinities with the Sustainable Communities Bill.

The London Plan is the Mayor of London's spatial development strategy for the capital. In his introduction to the strategy, the Mayor writes specifically that the aim of all his work "is to develop London as an exemplary, sustainable world city" (71) He outlines six key objectives for the London Plan:

- 1) To accommodate London's growth within its boundaries without encroaching on open spaces
- 2) To make London a better city for people to live in
- 3) To make London a more prosperous city with strong and diverse economic growth
- 4) To promote social inclusion and tackle deprivation and discrimination
- 5) To improve London's accessibility
- 6) To make London a more attractive, well-designed and green city

The Mayor recognises the dependence that the London Plan will have on Culture in order to achieve its objectives

The London Plan notes that Culture is central to achieving five of its six objectives: - To accommodate London's growth within its boundaries without encroaching on open spaces, to make London a better city for people to live in, to make London a more prosperous city with strong and diverse economic growth, to promote social inclusion and tackle deprivation and discrimination, to make London a more attractive and green city (72) It goes on to recognise the importance of creative industries to the economic success of the city and its communities, saying that they are "one of the fastest growing sectors of London's economy and a core part of the knowledge economy" (73) He says "they can often be valuable contributors to local regeneration, for example through the involvement of artists and designers in planning and development process" (74)

The London Plan is clear that cultural provision is central to quality of life in our city. The Plan states that: "Cultural facilities such as local theatres, tourist attractions and libraries are vitally important to all London's town centres and central London. They are particularly valuable as a means of engaging younger people in community activity" (75) The Plan continues that "London needs to develop a wide range of high quality, but affordable sports facilities, which are accessible to all sections of the community, including disabled people" (76) and that "open spaces provide a valuable resource and focus for local communities, can have a positive effect on the image and vitality of areas and can encourage investment. They provide a respite from the built environment or an opportunity for recreation. They promote health, wellbeing and quality of life. They are also vital facilities for developing children's play, exercise and social skills" (77)

The Plan emphasises the need for architecture and urban design, recognising that "good urban design can respect and add to local distinctiveness through both sensitive change and preservation" (79) It is clear on the importance of heritage and conservation, stating that "the Mayor expects boroughs and others to use appropriate tools to manage the historic environment, including character appraisals and conservation plans" (80)

The work of the Queen's Theatre clearly has a pivotal part to play in achieving the environmental, social, cultural and economic goals of the London Plan in this part of London.

c) The Queen's Theatre and London 2012

The ideals associated with the London 2012 Olympics offer an ideal of high-quality, well-balanced local communities, clearly associated to the goals of the Sustainable Communities policy and in the realisation of which the Queen's Theatre will evidently have a major role to play in Hornchurch, Havering and the broader East London area.

The candidate file for the London bid emphasises that their aim for East London will be to bring "communities together ... acting as a catalyst for profound social and economic change. It will become a model for social inclusion, opening up opportunities for education, culture and skills development and jobs" (81) One of the aims of the Games will be to "provide an unparalleled opportunity to achieve – in an integrated way – the sporting, cultural, economic, social and environmental objectives of the UK, London and its neighbouring regions" (82)

They offer an ideal of communities which "will provide local people with significant improvements in health and well-being, education, skills and training, job opportunities, cultural entitlements, housing, social integration and the environment" (83) and also aim to "promote accessibility and inclusion, important objectives in such a diverse city as London" (84)

In East London they aim to "strengthen and enrich cultural activity, building on the rich heritage of East London and providing new opportunities and facilities for the creative industries" (85)

In design and construction they "will take account of the potential impacts of climate change and will set new standards for sustainable production, consumption and recycling of natural resources" (86)

The Royal Institute of British Architects and English Heritage also place the Olympics in the context of an ideal for communities and the city that is closely allied to the aspirations of the Sustainable Communities Bill. They set their thought on the impact of the Games in the context of improved public transport, streets people want to walk through, culture and urban design, economic progress – particularly in what they refer to as arts-based industries, which they observe have "become an important part of the London economy and play a vital role in the regeneration of the city" (87) and high-quality housing.

The Olympics offer communities the chance to become fitter, have better quality jobs and a more thriving economy, drawing in all aspects of Culture, Housing Education, the reduction of pollution and improved ecological sustainability and social care to do so.

In grasping this chance and ensuring that in Hornchurch and Havering it is used to transform life for the better, the work of the Queen's Theatre, with all of its economic, health, cultural, educational and environmental benefits will clearly be of critical importance. In order to ensure that local communities gain the benefit opened up to us by London 2012, this Committee recommends that the Council work with Havering Local Strategic Partnership to urgently establish the framework within which local communities will gain maximum benefit from the ideals surrounding the London 2012 Olympics and that they clearly establish the key role of the Queen's Theatre within this in it.

d) The Queen's Theatre and new CPA

The Government intends that its CPA process will serve as a tool for local authorities to better reflect and lead local communities by enhancing the ways in which Councils focus the vision of their communities and allocate resources accordingly.

The Government's aim in this is clearly associated with the goals outlined in the Sustainable Communities Plan, expecting in the new CPA that local authorities should clearly demonstrate that they understand the contributions of Culture, Housing, Environment, Social Care (Adults) and Children and Young Peoples' Services to common achievements in sustainable communities, services for older people and services for children and young people in a manner which is ambitious for local communities, recognises capacity, prioritises and uses performance management to drive up standards.

It is clearly important for the local authority to understand and be ambitious for the work of the Queen's Theatre among other key local organisations in order to fulfil this task and perform well in the new CPA process.

This report should of itself assist in that process.

In terms of using performance management to drive up standards, it is not yet clear that performance indicators have been developed which successfully reflect the quality of creative work done by organisations such as the Queen's, however a selection of performance indicators for the arts already in use in other authorities is attached to this report as an appendix in order to form the basis of future thought on this issue in relation to the creative work of the Queen's by the Council in the future.

9) THE QUEEN'S THEATRE AND HORNCHURCH URBAN STRATEGY

Havering Council is committed to the production of an urban strategy for Hornchurch, focussing on the role of the town as a high-quality cultural centre, and improving its economy, environment and social provision, among other things.

The contents of this report demonstrate that the Queen's Theatre will be one of the key means of achieving these goals for the town, able to support the economy and village feel of the town by acting as a catalyst for the development of cultural industries in the small business and self-employed sector in the town, stimulating a creative approach to architecture and the physical environment necessary to

improve parks and the attractiveness of the town, able to be a catalyst to contribute to the improvement of public health, community safety, community involvement and educational attainment with its work.

In order to enhance this relationship between the Queen's and the development of an urban strategy for Hornchurch, the Committee makes two recommendations:

- * That Havering Council develop the relationship of the Queen's Theatre to the ideals of the Sustainable Communities Plan in its work on the Hornchurch Urban Strategy
- * That the key relationship between the work of the Queen's and the promotion of Community Safety be given a formal emphasis by including the Hornchurch Metropolitan Police in work on the development of Hornchurch Urban Strategy

The Committee commends the Council and the team working under the Executive Director for Housing and Regeneration for their work so far on the development of the strategy in a way that reflects and leads the aspirations of the local community.

10) THE QUEEN'S THEATRE AND HAVERING MUSIC SCHOOL

The Queen's Theatre enjoys excellent relationships with other significant forces in the culture of Havering, such as Studio 3 Arts, who have recently moved to be based in Rainham, and East London Dance – funded to work in Havering on innovative high-quality community dance from their Stratford base.

Among these organisations is Havering Music School, a prestigious educational and cultural organisation for the young people of Havering, which has the renowned contemporary composer, Michael Nyman, as its patron.

There are obvious links between the high quality performance and education provided by the Music School and the work of the Queen's Theatre, its resident company and Education and Outreach Department, all of which greatly enrich the local culture of Havering and have a broader pan-London prestige.

The importance of music to educational development has been emphasised in the DCMS/DfES "Music Manifesto"

This focused on the role of music in a rounded education in general and argued that "the musical future of this country depends on encouraging young people's musical interest from an early age" (88). They identify five key aims for music education:

1. To provide every young person with first access to a range of musical experiences
2. To provide more opportunities for young people to deepen and broaden their musical interests and skills
3. To identify and nurture our most talented young musicians

4. To develop a world class workforce in music education
5. To improve the support structure for young people's music making (89)

The Queen's Theatre already enjoys a very good and productive relationship with Havering Music School which takes advantage of the professional, technical and arts administration expertise of the Queen's to stage the annual concerts by its extremely popular Saturday Music School.

It would be good to examine ways in which the work of the two organisations could be more effectively supported to gain greater creative and educational impetus in the borough, and all of the benefits which we know this brings.

The Committee notes that the 2004-2005 Historic Environment Champion's Report commented that, should a new library be provided for Hornchurch in partnership with the University of East London, "the Council could also consider how the current library building could be used for educational and cultural provision" (90) and observes that there is an obvious correlation between the work of Havering Music School and this goal, which should be examined in greater depth as part of the Hornchurch Urban Strategy process. This should not, however, prevent more immediate and badly needed comprehensive refurbishment at the current Hornchurch Library, or urgent work progressing on providing an immediate solution to the poor accommodation that the Music School finds itself in.

11) CONCLUSIONS

This report has found that the Queen's Theatre, Hornchurch, is an extremely popular community facility which draws together a dynamic resident company of professional actor/musicians known as "Cut to the Chase", the professional arts administrative, technical and front of the house expertise to be a producing theatre and a renowned Education and Outreach Department.

We have discovered that the Government sees a pivotal role for all aspects of Culture, including theatre, in the priorities of its "Sustainable Communities" Plan which recognises that though high-quality housing is the pivotal aspect of places where people want to live and work and will continue to live and work in the future, the Government also recognises that people live in communities, not in isolation in their homes and that the "Sustainable Communities: People, Places, Prosperity" Plan aims to enable local communities to be places that people want to live and work both now and in the future, by focussing on Culture and also other key areas of life to achieve this goal.

We found that national and regional policy thought ascribed a key role to Culture in general in achieving broader goals of economic success, community safety, improved educational attainment, better public health and an improved physical environment and that the work of the Queen's Theatre had a direct relationship to the aspirations of the Sustainable Communities programme in Hornchurch and Havering.

We also found ***that the Government ascribes a central role to imaginative local government and local strategic partnerships in reflecting and leading the aspirations of local communities in order to create locally distinctive sustainable communities.***

We found that the ***work of the Queen's Theatre makes a great contribution to the ability of local communities to meet the goals laid out by Havering Local Strategic Partnership in its Community Strategy***, but we also found that neither the local authority nor the local strategic partnership had articulated any clear understanding of the role of Culture in general and of the Queen's Theatre in particular. We found that the Council's latest adjustments to senior management lines introduced a Sustainable Communities Directorate which seems to reveal an almost complete lack of understanding of the aims, aspirations and priorities of the Sustainable Communities Plan and that the Community Strategy had no written understanding of the central place of Culture and the work of the Queen's Theatre in achieving its goals within it.

We found that the Queen's Theatre also had a vital role to play in pursuing other key national and regional policy and strategy agendas in Hornchurch and Havering and in particular that it would be key to both the town and borough reaping the benefits which can be achieved through the ideals associated with the London 2012 Olympics.

We found that the work of the theatre will be one of the aspects of Hornchurch that plays a vital role in the development of a high-quality urban strategy for the town and that there was a clear correlation between the work of the Queen's Theatre and Havering Music School.

12) RECOMMENDATIONS

In response to our findings we make three recommendations.

1. That Havering Council consider whether the distribution of responsibilities within its new senior management structure best reflect the pivotal association between Housing, Culture (which includes theatre), Regeneration, Community Safety, Community Involvement and Environmental Strategy at the heart of Sustainable Communities Plan.
2. **Hornchurch Urban Strategy:**
 - a. That Havering Council develop the relationship of the Queen's Theatre to ensuring that Hornchurch and Havering are good places to live and work both now and in the future in its work on Hornchurch Urban Strategy.
 - b. That the key relationship between Culture and Community Safety be emphasised in work on Hornchurch Urban Strategy by inviting Hornchurch Metropolitan Police to contribute to work on the development of Hornchurch Urban Strategy.
 - c. Should a new library for Hornchurch be provided in partnership with the University of East London, the Council may wish to consider locating Havering Music School within the current Hornchurch Library building as part of the

Hornchurch Strategy process. This should not prevent the immediate and badly needed refurbishment of the current Hornchurch Library building, nor the urgent resolution of the accommodation crisis that the Music School finds itself in.

3. Havering Local Strategic Partnership:

- a. That representatives from the professional and voluntary sector in Havering be appointed to the Havering Local Strategic Partnership.
- b. That Havering Council work with Havering Local Strategic Partnership to issue an addendum to Havering Community Strategy demonstrating that they understand how Culture and the work of the Queen's Theatre are at the heart of work within the community to achieve the goals outlined in the Community Strategy.
- c. That Havering Council work with Havering Local Strategic Partnership to establish an ideal of urban renaissance for Havering, which recognises the role of the Queen's Theatre within that ideal.
- d. That Havering Council work with Havering Strategic Partnership to urgently establish the framework within the local communities will gain maximum benefit from the ideals surrounding the London 2012 Olympics and that they clearly establish the key role of the Queen's Theatre within this in it.

13) APPENDIX

Appendix One – Performance Indicators for the Arts in Use in Other Authorities

A: TITLE: The adoption by the local authority of a policy and strategy for the arts (graded response).

DESCRIPTION: Effective local authority arts services are grounded in a policy and strategy which are developed through research and consultation, respond to local priorities, are integrated with corporate strategies and linked with other service provision.

This is a process indicator, to be considered in conjunction with other more specific input, output and outcome indicators. It is intended to provide a measure of comparison between authorities and to assist continuous improvement by setting down routes for progression.

B: TITLE: Range of support provided for artists, arts groups and other organisations (graded response).

DESCRIPTION: The purpose of this indicator is to identify the extent to which the local authority provides non-financial support to individual artists, to arts groups, to other organisations or to members of the public in developing arts projects.

Fostering arts development was the most common aim amongst local authorities responding to the 2001 survey. For those authorities this will also act as an indicator for Strategic Objectives.

This indicator may be of particular relevance for those authorities whose corporate objectives include providing quality customer and client services, and on effective service delivery. It may also be of relevance for those authorities, whose corporate objectives include community development, enabling the voluntary sector and capacity building.

C: TITLE: The local authority has strategies to use the arts to support educational achievement and lifelong learning (graded response).

DESCRIPTION: Many local authority arts strategies emphasize the close links between the arts and education, both through education services and more widely in continuing and lifelong education.

This indicator will be of use to authorities where corporate objectives stress the raising of educational achievement and/or the value of lifelong learning.

D: TITLE: The local authority has strategies to use the arts to support economic development policies (graded response).

DESCRIPTION: The economic importance of the arts and creative industries, and the growth of this sector, is increasingly recognised by local authorities, with the arts seen as a means of stimulating regeneration, as a significant force in the tourism sector and as a locally important economic generator.

This indicator will be of particular relevance to those authorities with corporate or arts objectives which emphasize sustainable regeneration, economic development and tourism, and to those which emphasize creative industries.

E: TITLE: The local authority has strategies to use this arts to support planning and environmental policies (graded response).

DESCRIPTION: Local authority planning policies often involve an arts element, especially in urban design or where new developments are proposed, either as commissioned public art work, as 'percent for art', or as planning gain being used to improve community assets. The arts often contribute to environmental policies, for example, through public art, through strategies for interpretation, and for community projects relating to Agenda 21.

This indicator may be of particular relevance to those authorities with a commitment to public art, but also more widely as an indicator of the extent to which the arts contribute to the delivery of planning and environmental policies.

F: TITLE: Arts Capacity of the Area.

DESCRIPTION: This is an indicator of the arts infrastructure capacity of an area; it is not of itself an indicator of a local authority's performance. As baseline data it is

part of the context which explains the rationale for service priorities, helps in understanding the strengths and the limitations of local provision, and gives a context for the development of future strategies and capital planning priorities.

It becomes useful when interpreted in context. For example, a rural areas with little specialist arts, infrastructure may place an emphasis on community touring, outreach programmes and developmental work, while a large city with a regional role may have substantial commitments in supporting independent funded venues.

TECHNICAL DESCRIPTION: Arts capacity of the area, as measured by:

1. Number of seats per 1,000 population at all live music venues;
2. Number of seats per 1,000 population at all other performance venues;
3. Number of seats per 1,000 population at public cinemas;
4. Amount of exhibition space in square metres per 1,000 population at public art galleries;
5. Amount of workshop space for participatory arts in square metres per 1,000 population.

G: TITLE: Arts capacity of the area.

DESCRIPTION: A thriving arts sector depends on high levels of participation in the arts by voluntary organisations and their members in addition to a good level of arts facility provision and opportunities to participate in, and attend, professional arts events and activities. Opportunities to participate in one or more local voluntary arts organisations are perceived by many individuals as improving their quality of life and the quality of life of their area. In addition, arts voluntary organisations form an important part of the voluntary sector, but are often not networked into the local mainstream voluntary sector. Adopting this indicator will help to raise the profile of the voluntary arts sector and increase its capacity and the capacity of the community generally.

This indicator may be of particular relevance for those authorities whose corporate or arts objectives emphasize community development, voluntary sector capacity building and increasing citizenship.

TECHNICAL DESCRIPTION: Arts capacity of the area, as measured by:

1. Number of voluntary arts organisations in the local authority area per 10,000 residents.
2. Membership of voluntary arts organisations, per 1,000 population.

H. TITLE: Spending per head of population on the arts.

DESCRIPTION: Local authorities need to be able to compare the levels of their investment with those of others, especially authorities in the same family group.

This is set out in the Best Value framework as a cost/efficiency indicator though it may also be viewed as a contextual indicator. This indicator can also be considered alongside the information gathered in annual surveys of local authority expenditure on the arts in England, published by the Arts Council of England. Form the survey in 2001, this is one of the most popular indicators in use.

This is also a 'value for money' indicator, though it will need careful interpretation and other indicators will also need to be used.

TECHNICAL DESCRIPTION: Spending per head of population on the arts, including:

1. Investment in running costs of venues and infrastructure.
2. Investment in arts development and projects.
3. Investment in grants and funding.
4. Total revenue investment.

I: TITLE: Leverage by the local authority's investment in arts facilities.

DESCRIPTION: Reporting of leverage, earned income and subsidy levels are amongst the most common financial indicators in use and are viewed as important by many authorities. The indicator helps demonstrate inward investment and 'value for money'. Both external funding and earned income are seen as validating and endorsing the quality of the service.

External funding is also seen as an indication of partnership working and this indicator may be of particular use to those authorities whose corporate objectives emphasize partnership.

This indicator needs careful interpretation. Authorities balance policies on charging, and the need for income generation with their aims of increasing access, targeting under-participating groups, presenting new and innovative work, etc. Increasing earned income may therefore not of itself be a goal if the emphasis is on access policies and promoting social inclusion. Equally, a policy commitment to social inclusion, new work, innovation and artistic quality may result in higher per capita costs than a more commercial programme policy.

TECHNICAL DESCRIPTION: Leverage by the local authority's investment in arts facilities and activities:

1. The ratio of external funding to internal funding.
2. Earned income as a percentage of total income at arts facilities and activities managed by the local authority.
3. Cost per attendance at local authority venues.

J: TITLE: Level of usage.

DESCRIPTION: This indicator monitors the level of usage at specific types of arts facilities, that is, the proportion of the potentially available time that the facility is

actually used for arts activities and events in order to assess how well these capital assets are being used. Because of the differences between different types of facilities, it is not appropriate to compare these usage levels between different types of facilities, nor is it particularly meaningful to aggregate these statistics.

TECHNICAL DESCRIPTION: Level of usage at:

1. Live music venues managed and/or funded by the local authority;
2. Other performance venues managed and/or funded by the local authority;
3. Cinemas managed and/or funded by the local authority;
4. Art galleries managed and/or funded by the local authority;
5. Arts centres managed and/or funded by the local authority as a proportion of available capacity.

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- 82. Ibid p23
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- 86. Ibid p23
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- 89. Ibid p2
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BEST PRACTICE

The Group have considered how Best Practice could be achieved in line with the Council’s objective to improve the health and wellbeing of its community.

The Group has made recommendations to assist in achieving Best Practice.

ACKNOWLEDGEMENTS

The Topic Group wishes to place on record their thanks for the very positive approach displayed by members of Council staff, Queen’s Theatre staff, Music School staff and the police during the course of this review.

This report is presented by The Queen’s Theatre and Sustainable Communities in Hornchurch and Havering Topic Group of the Culture & Regeneration Overview and Scrutiny Committee.

Background Papers - None

The following comments are submitted by members of staff:

ENVIRONMENTAL RISKS AND IMPLICATIONS

None directly from this report.

EQUALITIES AND SOCIAL INCLUSION RISKS AND IMPLICATIONS

The Council would be performing its duty of providing and maintaining amenities as this tie in with the Council's objective to improve the health and wellbeing of its community.

HUMAN RESOURCES RISKS AND IMPLICATIONS

The recommendation in regard to moving management of Queens Theatre to Sustainable Communities - this has issues in regard to current structure, how we split the Cultural & Leisure Services area, i.e. the effect on the links strategically and operationally if this is divided. In addition there are the normal HR implications in regard to any restructure, i.e. consultation with affected individuals.

LEGAL RISKS AND IMPLICATIONS

None directly from this report.

FINANCIAL RISKS AND IMPLICATIONS

There are no direct financial implications that can be quantified at this stage. However, as the strategy and projects are developed, each proposal will need to be evaluated in terms of cost benefit and the availability of corporate resources and alternative funding streams.

Cabinet, 15 March 2006



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

19

Cabinet Member:

Michael White

Relevant Overview & Scrutiny Committee:

Culture & Regeneration

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: MATTERS RELATED TO LISTED BUILDINGS TOPIC GROUP

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules,
Cabinet must consider this report no later than 25 May 2006
(10 weeks from the day following the OSC meeting)

SUMMARY

This report contains the findings and recommendations that have emerged after the Topic Group scrutinised issues related to Listed Buildings with much emphasis on accessibility. The Culture & Regeneration Overview and Scrutiny Committee decided therefore to undertake a review of Matters Related to Listing Buildings.

RECOMMENDATION

That Cabinet considers the Overview & Scrutiny Committee's report and determines what action, if any, to take.

REPORT DETAIL

At its meeting on 30 June 2004, the Culture and Regeneration Overview & Scrutiny Committee decided to undertake a review of Matters Related to Listing Buildings.

Attached is a copy of the Topic Group's report. The report includes details of the meetings, interviews etc. that it undertook in reaching the conclusions set out.

The report was adopted by the Culture & Regeneration Overview & Scrutiny Committee at its meeting on 19 January 2006.

The **environmental, financial, legal, human resources or equalities and social implications** are addressed within the Topic Group's report.

| | |
|----------------|--|
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STEPHEN EVANS
Chief Executive

Background Papers List

There are none



REPORT OF THE CULTURE & REGENERATION OVERVIEW AND SCRUTINY COMMITTEE MATTERS RELATING TO LISTED BUILDINGS TOPIC GROUP

REVIEW OF LISTED BUILDINGS

1. BACKGROUND

At the first Committee meeting of the newly formed Culture and Regeneration Overview & Scrutiny Committee on 30 June 2004, Members expressed a keen interest in scrutinising issues related to Listed Buildings with much emphasis on accessibility.

The Culture & Regeneration Overview and Scrutiny Committee decided therefore to undertake a review of Matters Related to Listing Buildings.

Two Members, Councillors Linda Hawthorn and Wendy Brice-Thompson comprised the Topic Group. Councillor Hawthorn led the review.

The Group has met on six occasions and also undertaken three visits, which are detailed in this report.

2. THE SCOPE OF THE REVIEW

The Group in conjunction with supporting officers developed a scope for the review as follows:

- To evaluate access into buildings for disabled persons
- To embark on a tour of listed buildings to check their general well being
- To investigate the maintenance regime for listed buildings in Havering
- To establish a system to determine which building is a heritage structure
- To consider the level of resources committed to listed buildings

The Group agreed to seek information and support from a range of sources within and external to the Council:

The following people were interviewed and contributed to the review.

| | |
|----------------|--|
| Sue Smith | Conservation Coordinator |
| Nigel Oxley | Historic Buildings & Landscape Officer |
| Chris Cole | Arts Officer |
| Simon Donoghue | Local Studies Librarian |
| Andy Skeggs | Manager of Corporate Buildings and Facilities Management |
| Gary Green | Property Strategy Manager |
| Liz Dixon | Portfolio Manager (ICT Services) |
| Chris Pickett | Analyst/Programmer (ICT Services) |
| Bob Sharp | Director Upminster Windmill Trust |
| Malcolm Cullen | Curator Upminster Tithe Barn |

3. THE REVIEW

3.1 The built heritage is recognised to be part of the culture of communities. The Department of Culture, Media and Sport identify the following as being the key areas of culture:

- *The performing arts and visual arts, crafts and fashion
- * Media, film, television, video and language
- * Museums, artefacts, archives and design
- * Libraries, literature, writing and publishing
- * The built heritage, architecture, landscape and archaeology
- * Sports events, facilities and development
- * Parks, open spaces, wildlife habitats, water environment, countryside recreation
- * Children's play, playgrounds and play activities
- * Tourism, festivals and attractions
- * Informal leisure pursuits

3.2 The Office of the Deputy Prime Minister places culture at the heart of the Government's "Sustainable Communities" programme, aiming to ensure that communities are good places to live and work both now and in the future, as it recognises that culture offers shared community activities and a focus for community identity.

The role of the built heritage in fostering better quality local jobs, improved public health, improved community safety, improved educational attainment and a better physical environment and in achieving the goals of the "Every Child Matters" agenda is also recognised.

3.3 Further to the Group looking to evaluate how the Council is to meet the requirement of the Disability Discrimination Act, the Group took the step of inviting specialist officers from across Services to contribute to the review.

The four officers who supported the review informed Members that their responsibilities interrelate and as such a working group has been organised which meets regularly.

3.4 The Group was informed of one of the initiatives that brings together all conservation officers within the Council. This is the London Open House project which gives the general public access to buildings of architectural and community interest across the Capital. London Open House is an architecture education charity committed to broadening awareness, and inspiring discussions of issues of excellence in architecture, engineering and design.

3.5 Havering's participation provided a splendid opportunity for a visit to some older buildings of special interest in the borough. Last year's participating venues included The Town Hall, Upminster Court, Upminster Tithe Barn and Upminster Wind Mill.

3.6 The Group was informed by officers that from 1 October 2004 service providers have to make other 'reasonable adjustments' in relation to the physical features of their premises to overcome physical barriers to access.

Some of the listed buildings in Havering are occupied by directorates that provide services to the public and as such must comply with these regulations. The Disability Discrimination Act 1995 makes it unlawful for service providers, landlords and other persons to discriminate against disabled people in certain circumstances.

3.7 The Group identified the following buildings owned by the Council to be reviewed in line with its objectives:

1. Upminster Court
2. The Upminster Hall 'Tithe' Barn
- 3 Upminster Windmill
4. Langtons Garden
5. Fairktyes
6. Town Hall

3.8 The Group was advised that there are different maintenance regimes in respect of the various sites. Funding was identified as a major issue in maintaining the sites. It was suggested that buildings that are open to the public could seek Trust status as a source of maintenance funding.

3.9 Officers briefed the group on the current maintenance regime. In their opinion a better standard of maintenance was required than the current perceived 'fire fighting' culture. It was evident that it will be advantageous to have regular specialist advice in respect of the listed buildings owned by the Council.

3.10 The Group is of the opinion that adequate resources should be set aside to maintain these buildings and that if possible funding be sourced through annual capital funding and from the health & safety budget. The Group is also of the view that external funding should be sourced for buildings that meet the criteria to receive such grants.

3.11 The Group met with the Property Strategy Manager and the following were his views:

- That his role included bringing together various people who had involvement with heritage and listed buildings within the Council in order to bring consistency in respect of issues such as the maintenance regime and associated areas.
- That there was no central process for dealing with these issues. It was up to every directorate to look after each property and seek/bid for funding.
- That the supporting officers were more involved in looking at issues that affected these buildings than Property Services.
- That the Council's current repairs contractors (AWG) are aware of the respect these buildings require when effecting minor repairs.
- That the Council would be comfortable with the repair standards involved and confident of retaining our heritage.

3.12 The Group was informed that there are 141 listed buildings in the borough, 115 of them privately owned. In addition there are 264 buildings or groups of buildings on the local list and others that are listed because they are within the curtilage of a listed building. The majority of buildings in conservation areas are also of historic or architectural interest. Havering has three scheduled Ancient Monuments currently (numbers are under review), one Grade II Registered Park (with statutory protection), 10 locally Registered Parks and 45 more proposed sites comprising in all well over 600 ha or 1,440 acres of Historic Parks & Gardens: the acreage of areas of archaeological potential is also significantly large.

3.13 The Group was taken through a presentation on the Havering Equality Agenda, which aims to remove all barriers to accessing services and buildings. The Group was advised that the access audit process identified works evaluated at about £1.7 million. This breaks down to about 350 items of work in 61 buildings.

Some of the works covered so far under the current financial commitment are:

1. A unisex toilet on the ground floor east wing of the Town Hall (this was not funded from the DDA budget)
2. An accessible toilet on the first floor of the Town Hall
3. Ramp into the electoral office at the back of the Town Hall (this was not funded from the DDA budget)

3.14 The Group was given an update of the current state of some corporate buildings and a tour of these buildings was undertaken by the group.

Upminster Court - the improvement works that are either completed or ongoing include:

1. Changing the grey parking post to a visible colour
2. Improving the quality of parking bay markings
3. External ramp/gradient to aid wheelchair users
4. Entrance call bell at reasonable height/colour with signage
5. Provision of induction loop to assist people with hearing difficulties
6. Provision for lowered telephone/accessible specification
7. Appropriate internal and external controls in lift including emergency communication system and controls.
8. Visible and audible warnings to lift doors
9. Emergency cords/alarm in accessible toilet
10. Direction and identification signage to accessible toilet
11. Accessible toilet facilities – cubicle/toilet doors/handles/locks/hand rails, all positioned at appropriate height
12. Main entrance level access. A recessed internal matting has been installed to replace external matting.

3.15 The Upminster Hall 'Tithe' Barn - improvement works are planned to improve the ramp in to the barn, and to install a secured entrance call bell at reasonable height and signage. The car park was also identified as requiring a hard surface for wheelchair users and designated accessible parking spaces.

3.16 Upminster Windmill - improvement was limited to installation of signage and an external ramp. A central rail is also programmed to be fitted on the balcony. It is hoped that the Windmill Trust would provide video link and loop induction facilities as this site is unable to cater for wheelchair users above ground level.

3.17 Langtons House - some funding has been received to improve the site. The works programmed include providing a loop induction facility for the wedding rooms at this site and improving the accessible toilet.

The audit does not refer to any access issues at the Langtons Garden site. The Group was informed that there is no requirement to improve the garden path.

3.18 Fairktyes House - programmed work includes providing accessible lever locks and replacing positioning of fittings and handrails. A suitable sound enhancement system has also now been identified to be provided.

3.19 Town Hall - The Group was updated on work carried out in the lift. This was regarded as not large enough but there are presently no plans to implement a change due to the limitations on works by the listed building status. As previously noted, accessible toilet facilities have been installed. Induction loops have been installed to the reception desk and a transferable induction loop is available for use as and when required. The provision of fixed induction loops in Committee Rooms 1 & 2 is also being considered; CR3 has induction loops as part of the audio visual linkage with the Council Chamber.

3.20 The Group was informed about a conference that was organised by English Heritage for senior council officers and elected members to secure the conservation of England's historic sites, monuments, buildings and areas. Other areas that the

conference deliberated on related to raising the understanding and awareness of heritage and thereby increase commitment to its protection.

3.21 The Group was taken through an English Heritage presentation CD. This presentation CD has been sent direct to each Council Member. The CD is designed to introduce Members and senior Council officers to HELM (Historic Environment Local Management). The HELM CD is an introduction to an educational tool for Members and senior staff which aims to ensure that the historic environment plays a key role across all aspects of local government from urban regeneration and countryside initiatives to streetscape improvements and housing development.

3.22 This Group is of the opinion that the historic environment Champion should lead the Council's drive to achieving Heritage sustainability.

3.23 The Group was given a GIS (Geographical Information System) presentation by officers. This system enables capturing, storing, checking, integrating, analysing and displaying data that is spatially referenced to the Earth. This is normally considered to involve a spatially referenced computer database and appropriate applications software.

The GIS system enlightened the group on its importance to preserving data and maps. The Group were able to access old maps to view what Romford town centre looked like previously.

3.24 The developers of the Software - GGP have now developed a ground-breaking GIS-based e-government solution that greatly simplifies the move to web-based information systems. Called eGGP, the new system is an Internet/Intranet development based on GGP's popular Geographic Information System.

3.25 The eGGP system is designed as an enhancement to GGP's corporate GIS package and publishes maps, overlays and data already set up in GGP. The primary aim of the system is to extend the benefits of GIS to a wider audience of non-specialist users. Geographic data can then be used to enable a whole range of benefits such as improved efficiency, service delivery, decision making and resource allocation.

3.26 The Group was informed that GIS is central to e-government and eGGP provides an instant solution for delivering not simply maps and overlays but also an array of council data.

3.27 The Group undertook a visit to Eastbury Manor in Barking. The building stands in 1.5 acres including a walled garden. It is owned by the National Trust and managed by the London Borough of Barking and Dagenham. The house is being developed as an arts, heritage and community resource and hosts school visits, historical re-enactments, visitor days, evening events and even civil weddings. Funds from a lottery grant created a new gift shop and tea room, as well as an access lift to all floors and restoration to parts of the historic gardens.

3.28 The Group was impressed with the maintenance regime as it was presented. A lift was installed in the shaft, in order to meet conservation approval. There are also

plans for a video link for the benefit of disabled visitors who are unable to view every room at the Manor.

3.29 The Group felt that the loose gravel in the parking area was un-helpful for a wheelchair user.

The Group noted that the building's toilet was located on the first floor.

Also available were literature in Braille and large print. The site also benefited from people acting as voluntary guides to escort visitors. The Group noted some guides were disabled persons which they felt made it easy to relate to a disabled visitor.

3.30 Appropriate signage was not evident in the building but there were volunteers on hand to take visitors round and to point directions.

The Group noted that there were some parts of the building that were not accessible for wheelchair users/disabled persons.

Eastbury Manor did however benefit from a Loop induction facility

3.31 The Group also undertook a visit to Vestry House Museum in Walthamstow. Vestry House museum is one of nine buildings situated in an area designated as a conservation area of Walthamstow. This implies that the Council will use its planning powers whenever necessary to control and avoid harmful changes within the Conservation area.

3.32 At the museum the Group was given a presentation on the history of the site and how the museum is financed. The Group was impressed with the maintenance regime that was presented to them.

3.33 The Group was given a presentation on the best methods of preventive maintenance for the borough's listed buildings.

The Group learned that:

- Repairs to old structures require the use of the same, or sympathetic materials and techniques.
- During the 1970s and 80s, repairs were carried out, but the wrong materials were used (not sympathetic and in some cases, positively harmful).
- Building Regulations now distinguished old buildings for special consideration.
- The Group found out it was difficult to establish the specific revenue budgets available for the maintenance for borough owned listed and locally listed buildings.
- The Lottery could be a source of funding.

3.34 In order to address this, the Group suggested that:

- Much damage could be prevented by providing a continuing programme of simple maintenance (e.g. gutter cleaning).
- Having a full-time "handyman" experienced in working with old buildings and maintaining their fabric, could be cost-effective.

- Having access to contractors experienced in repair and maintenance of old or listed buildings would also prove cost-effective.

3.35 The Group **recommended** that each building should have a repair “log”, that would not only provide a repair history and a reminder for on-going maintenance, but would become an important information database for the building itself.

The Group was informed that:

- A conditions survey undertaken by the Council has covered about 80% of corporate buildings within the borough.
- The borough contained 141 listed buildings, 115 of which were privately owned – and therefore beyond the Council’s control.
- There were over 600 hectares of parks and gardens in the borough.
- If English Heritage was invited to partner the work of the borough, it would expect to see a repair log for each building.

3.36 The Group was advised that the Council ought to be setting a good example (to private owners), by ensuring that its own listed buildings were seen in a positive light. There was no legislative sanction, but a failure to maintain its heritage properly could open the Council to public criticism as well as possible health and safety issues.

3.37 An example was given of how Bower House (near Havering-atte-Bower), was purchased by the Ford Motor Company in a poor condition. During the time they owned the property, it was regularly maintained and sympathetically repaired and restored, so that, when it was recently sold, it was in better condition than they found it and was once more a fine example of English architecture.

3.38 The Group noted that the borough was being promoted for tourism with a developing visitor programme said to be worth some £150 million. They felt it was imperative that the borough’s heritage be placed on a sustainable maintenance programme. It was felt that this would have a negative impact on the Council’s CPA assessment if ignored, but could be a positive factor if undertaken.

4. REVIEW OF PAPERS / DOCUMENT SUBMISSIONS

The Group were provided with relevant information including:

- Heritage Strategies, April 2000
- List of buildings of special architectural or historic interest
- Conservation areas in Havering
- List of council-owned listed buildings
- List of proposed works for high priority buildings
-

5. BEST PRACTICE

The Group has considered how Best Practice could be achieved in line with the Council's objective to improve the health and wellbeing of its community.

The Group has made recommendations to assist in achieving Best Practice.

6. RECOMMENDATIONS

6.1 That specialist conservation advice be provided within Development Control to streamline the effectiveness of decisions on listed buildings and those in conservation areas

6.2 That the Historic Environment Champion be involved in all aspects concerning listed buildings and to lead the Council's drive to sustainability of Havering's heritage

6.3 To seek specific funding within the Medium Term Financial Strategy for listed buildings.

6.4 To seek specific funding from within the Corporate Health & Safety budget where appropriate qualifying schemes can be identified.

6.5 To seek inclusion in the Medium Term Financial Strategy for a general maintenance employee to check on all council listed buildings, undertake activities on site such as gulley clearing and maintain a log book for each building.

6.6 The Council consider the costs and conservation benefits of identification and means of using specialist contractors for work on Council owned listed buildings locally listed buildings and buildings in conservation areas.

6.7 All listed buildings to be coordinated in the care and repair schemes including those owned by the Council but not already the responsibility of Customer Access and Culture directorate.

6.8 That a group of interested Councillors and other co-opted people be established under the auspices of the Culture and Regeneration Overview and Scrutiny Committee to examine historic environment policy in Havering in relation to:

- **Heritage issues**
- **Sustainable Communities Programme**
- **Olympics**
- **"Every Child Matters"**
- **Improved community participation**
- **Better quality local jobs**
- **Better public health**
- **Better community safety**

- **Better educational attainment**
- **Better physical environment**
- **Any other relevant topics**

ACKNOWLEDGMENTS

The Topic Group wishes to place on record their thanks for the very positive approach displayed by members of staff and the other stake holders that we have met during this review.

This report is presented by the Matters Related to Listed Buildings Topic Group of the Culture & Regeneration Overview and Scrutiny Committee.

Background Papers - None

The following comments are submitted by members of staff:

ENVIRONMENTAL RISKS AND IMPLICATIONS

The programme of work recommended will make a positive contribution to the sustainability of the Borough's heritage resource, and help retain a sense of place for the benefit of local people and visitors to Havering.

EQUALITIES AND SOCIAL INCLUSION RISKS AND IMPLICATIONS

The Council would be performing its duty of providing and maintaining amenities as this ties in with the Council's objective to improve the health and wellbeing of its community.

HUMAN RESOURCES RISKS AND IMPLICATIONS

None directly from this report

LEGAL RISKS AND IMPLICATIONS

No direct legal implications.

FINANCIAL RISKS AND IMPLICATIONS

Agreement to the recommendations within this report will result in significant financial implications for the Council. These implications have yet to be quantified but it is considered that they will be material.

The financial implications arising from each recommendation will require further investigation and quantification before any can be implemented. This should be undertaken having regard to the Council's wider financial position, policies and

Cabinet, 15 March 2006

priorities as, currently; there is no specific funding available to support these initiatives.

Cabinet, 15 March 2006



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

20

Cabinet Member:

Councillor Michael White

Relevant Overview & Scrutiny Committee

Culture and Regeneration

REPORT OF THE CHIEF EXECUTIVE

**SUBJECT: POLICY REVIEW – ANTI-SOCIAL BEHAVIOUR IN PARKS:
CONSIDERATION OF RECOMMENDATIONS REFERRED BACK BY CABINET**

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules,
Cabinet must consider this report no later than 25 May 2006
(10 weeks from the day following the OSC meeting)

SUMMARY

The Topic Group has now completed, as requested by Cabinet at its meeting on 21 September 2005, its review of several recommendations contained in its original report. The Topic Group's second report, which was adopted by the Culture and Regeneration Overview and Scrutiny Committee on 19 January 2006, is attached.

RECOMMENDATION

That Cabinet considers the Overview & Scrutiny Committee's report and determines what action, if any, to take.

REPORT DETAIL

At its meeting in September 2005, Cabinet requested that the Anti-Social Behaviour in Parks Topic Group of the Culture and Regeneration Overview and Scrutiny Committee undertake further work on some of the recommendations contained in the Topic Group's report. An extract from the minutes of that Cabinet meeting, detailing Cabinet's decision, is shown below:

Cabinet accepted the recommendations of the Overview & Scrutiny Committee, other than 4 (training for staff), 6 (MTFS funding) and 7 (graffiti removal) about which further work by the Topic Group was required, and invited the Topic Group to identify the parks to which recommendation 8 should apply (early morning cleaning).

Attached is a copy of the Topic Group's second report which was adopted by the Culture and Regeneration Overview and Scrutiny Committee on 19 January 2006.

Environmental, equalities and social inclusion, financial, human resources and legal implications and risks are set out in full within the topic group report.

Reasons For The Decision:

The Culture and Regeneration Overview & Scrutiny Committee Topic Group report on Anti-Social Behaviour in Parks is referred to Cabinet for consideration.

Alternative Options Considered:

There is no other option to consider.

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STEPHEN EVANS
Chief Executive

Background Papers List

Minutes of Cabinet – 21 September 2005



**REPORT OF THE
CULTURE AND REGENERATION OVERVIEW AND
SCRUTINY COMMITTEE – ANTI-SOCIAL BEHAVIOUR IN
PARKS
TOPIC GROUP**

**REVIEW OF ANTI-SOCIAL BEHAVIOUR IN PARKS: REPORT BACK ON
RECOMMENDATIONS REFERRED BY CABINET**

SUMMARY

At its meeting on 21 September 2005, Cabinet considered a report on anti-social behaviour in parks, submitted by the Culture & Regeneration Overview & Scrutiny Committee.

Cabinet accepted a number of the recommendations and the Committee was asked to reconsider its other recommendations.

At its meeting on 28 September the Culture and Regeneration Overview & Scrutiny Committee considered the request from Cabinet and agreed that the Topic Group be re-established to re-consider the original recommendations not agreed by Cabinet.

REPORT DETAIL

The recommendations referred back to the Overview & Scrutiny Committee, by Cabinet at its 21 September meeting, for further consideration were:-

- That staff training be introduced within the appropriate services for staff to act as professional witnesses;
- That an additional funding 'line' be introduced into the medium term financial strategy (MTFS) for graffiti removal and park repairs;
- That additional graffiti removal machines, over and above those in operation in Housing and Streetcare be purchased for parks.

Cabinet also requested that the Overview & Scrutiny Committee identify specific parks for the early morning cleansing regime.

The current position with regard to each of these issues is:-

Training for Staff to act as Professional Witnesses

A consideration of Havering's wider response to 'Envirocrime', including the development of an Enforcement Strategy for the Borough is being undertaken under the aegis of the Community Safety Strategy. This consideration and strategy development will include consideration of how best to respond to anti-social behaviour in parks.

It is proposed that the recommendation relative to the training of staff to act as expert witnesses be referred to that wider consideration of 'Envirocrime' and the development of an enforcement strategy for the Borough.

Additional Funding for Graffiti Removal & Park Repairs

The need for additional funding to allow a proper response to graffiti and damage to parks infrastructure was included as a pressure within the MTFS as part of the budget setting process for the 2005/2006 and future financial years.

The outcome was that an additional £100,000 was included in the parks & open spaces service base budget, commencing in the current financial year. This figure was derived from analysis of the historical level of spend on responding to graffiti and damage to infrastructure, which had previously been funded by virements from the grounds maintenance budget. This level of funding is considered adequate to respond to incidents at their current level.

Additional Graffiti Removal Machine

The parks & open spaces service 'buys in' graffiti removal services from three providers – Housing, Streetcare and the Probation Service.

Whilst the use of the services provided by Housing and Streetcare are chargeable, the service from Probation is provided at no cost; it being the case that Probation use graffiti removal equipment purchased by the Community Safety Partnership.

The removal service provided by the agencies described above is adequate to ensure timely removal of graffiti in parks & open spaces. Consequently, it is not considered that the purchase of additional equipment can be justified on grounds of need.

Early Morning Cleansing Regime

The current arrangements for the cleansing of parks & open spaces are detailed in Appendix 1 of this report.

The ability of the Grounds Maintenance Team to undertake additional early morning cleansing activities is constrained by the funding available to sustain that service.

Any decision by the topic group to recommend additional early morning cleansing will either require additional resourcing of the service or, if, as anticipated, there will be no additional funding forthcoming for the service as a result of the MTF process, a reduction in other parts of the service to pay for the increased cleansing.

Additionally, the Group discussed the possible provision of “talking” litter bins in parks. These bins, used in the U.S.A. and in some parts of Britain, respond to litter being placed in them by emitting a recorded message encouraging the depositor to seek out and remove further litter. The Group thought this was an excellent innovation and could prove very effective in encouraging children to remove both their own and other people’s litter from parks.

RECOMMENDATIONS

1. That the introduction of training for staff to act as professional witnesses be referred to the wider consideration of ‘Envirocrime’ and development of an Enforcement Strategy for the Borough.
2. That the Head of Culture and Leisure Services continue to work together with the Head of Streetcare to address issues of anti-social behaviour in public and the possibility of using professional witnesses.
3. That the position with regard to the inclusion of additional resources within the parks service budget relative to responding to graffiti and damage to infrastructure is noted.
4. That the improved position relative to the removal of graffiti in parks & open spaces is noted and efforts are made to ensure its continuation.
5. The Topic Group notes the position with regard to the ability of the service to undertake additional early morning cleansing. When funding is available however, it

is recommended that Culture and Leisure Services considers additional cleaning of parks, with the introduction of a Sunday morning service for vulnerable areas.

6. That a pilot scheme of “talking” litter bins be introduced in two identified vulnerable Havering parks.

The following comments are submitted by members of staff:

Financial Implications and risks:

It is not possible to define the financial effect of the development of the wider Enforcement Strategy for the Council at this time. As the Strategy develops, each proposal will need to be evaluated in terms of cost benefit and the availability of corporate resources and other funding streams.

As indicated in the report, it is considered that sufficient additional financial resources were included within the Parks & Open Spaces service’s budget for 2005/2006 and future years to allow an appropriate response to graffiti and parks repairs.

Similarly, it is considered that current arrangements relative to the removal of graffiti allow a proper response to such incidents; thus obviating the need to incur expenditure on an additional graffiti removal regime, for which no budget provision exists.

Any recommendations to increase the early morning cleansing regime will require additional expenditure for which, currently, no budget exists.

The costs of the litter bin trial will be funded from within existing budgets.

Legal Implications and risks:

There are no specific Legal Implications and risks arising from this report. Currently the service has appropriate regimes in place to ensure compliance with legislative requirements, including requirements with regard to Health & Safety, relative to the management of the Council’s parks & open spaces

Human Resources Implications and risks:

There are no specific Human Resources implications or risks arising from this report. The definition of an Enforcement Strategy for the Borough may lead to changes in individuals’ activities and responsibilities. Such matters will need to be addressed once the new strategy has been defined.

Any change to current working patterns and responsibilities relative to the early morning cleansing of parks and open spaces will require consultation with staff affected and the trade unions,

Equalities and Social Inclusion implications:

There are no specific Equalities and Social Inclusion implications arising from this report. The operating philosophy of the Parks & Open Spaces is to ensure accessibility to parks & open spaces to all.

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Background Papers and Appendices

Appendix 1 – Early Morning Cleansing Regime

Report of the Topic Group submitted to the 28 June 2005 meeting of the Culture & Regeneration Overview & Scrutiny Committee.

Report to 21 September 2005 meeting of Cabinet

Report to 28 September 2005 meeting of the Culture & Regeneration Overview & Scrutiny Committee

APPENDIX 1

EARLY MORNING CLEANSING REGIME

Early Morning is in Winter when it is daylight (so you can see the rubbish and its safe to work), other times of the year from 07.30.

Daily - Monday to Friday

Harrow Lodge Park
Raphaels Park
Lodge Farm Park
Hylands Park
Coronation Gardens
Town Hall
Gidea Park
Cottons Park
Langtons Gardens
Upminster Park
Clockhouse Gardens
Rainham Rec.
Lessa Playsite Rec
Harold Wood Park
Bedfords Park (Late Afternoon)
Collier Row
Lawns Park
Central Park

3 x a week

Brettons
Brittons
Cranham
Dagnam
Haynes
Jutsums
Noak Hill Sports
Rise Park
Spring Farm Park
Upminster Hall

The rest 1 X a week



| MEETING | DATE | ITEM |
|---------|---------------|-----------|
| CABINET | 15 MARCH 2006 | 21 |

Cabinet Member:
Michael White

Relevant Overview & Scrutiny Committee:
Culture & Regeneration

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: POLICY REVIEW: HARROW LODGE PARK LAKE & FOUNTAIN

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules, Cabinet must consider this report no later than 25 May 2006 (10 weeks from the day following the OSC meeting)

SUMMARY

This report contains the findings and recommendations that have emerged after the Topic Group scrutinised maintenance of the Lake and Fountain at Harrow Lodge Park. The Culture & Regeneration Overview and Scrutiny Committee decided therefore to undertake a review of Harrow Lodge Park Lake and Fountain and ways to improve the condition of the park.

RECOMMENDATION

That Cabinet considers the Overview & Scrutiny Committee's report and determines what action, if any, to take.

REPORT DETAIL

At its meeting on 30 June 2004, the Culture and Regeneration Overview & Scrutiny Committee decided to undertake a review of Harrow Lodge Park Lake and Fountain.

Attached is a copy of the Topic Group's report. The report includes details of the meetings, interviews etc. that it undertook in reaching the conclusions set out.

The report was adopted by the Culture & Regeneration Overview & Scrutiny Committee at its meeting on 16 February 2006.

The **environmental, financial, legal, human resources or equalities and social implications** are addressed within the Topic Group's report.

| | |
|----------------|--|
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STEPHEN EVANS
Chief Executive

Background Papers List

There are none



**REPORT OF THE
CULTURE & REGENERATION OVERVIEW AND SCRUTINY COMMITTEE
HARROW LODGE - PARK LAKE AND FOUNTAIN TOPIC GROUP**

REVIEW OF HARROW LODGE - PARK LAKE AND FOUNTAIN

1. BACKGROUND

1.1 Following concerns expressed by Members and the general public about the lack of attention for the Lake and Fountain at Harrow Lodge Park, the Culture & Regeneration Overview and Scrutiny Committee decided to undertake a review of Harrow Lodge Park - Lake and Fountain.

1.2 Three Members, Councillors Jan Davis, Jean Gower and Natasha Ratty comprised the Topic Group. Councillor Jan Davis led the review.

The Group met on five occasions and also undertook a visit to the park. The group have now concluded their scrutiny and reached their recommendations/findings, which are detailed in this report.

2. THE SCOPE OF THE REVIEW

2.1 The Group agreed a scope for the review as follows:

- The group are looking to ensure that cleansing and de-silting are carried out regularly at the lake and fountain.
- That a regular maintenance culture is in place
- That grounds maintenance of the park ground is maintained
- The Group agreed to seek information from a range of sources within and external to the Council

Dennis Holmes
Guy Selfe
James Rose
Emmanuel Ibinola

Head of Culture & Leisure Services
Leisure & Cultural Services Manager
Parks Development Officer
Senior Engineer Assistant (Technical Services)

Alison Lyon
Martin Frost

Chair Harrow Lodge Conservation Group
Member Harrow Lodge Conservation Group

All the above were interviewed and contributed to the review.

3. THE REVIEW

The Group received a status report on the state of the Lake and Fountain from the Parks Service. The report dated 27 July 2004 outlined the following:

3.1 De-silting the Lake and the Adjacent Silt Lagoon

From Parks Services records the lake was last de-silted approximately 15-20 years ago. The silt lagoon was last cleaned out and de-silted 4 years ago.

Silt analysis has been recently received from Environmental Health that will allow the Highways Department to investigate the methods which they can use to clean out the lagoon.

Parks Services are awaiting a quotation from Highways for de-silting the entire lake. A capital investment bid will be considered following receipt of the quote. The silt lagoon is the responsibility of the Technical Services department and the department are aware that they are in the process of obtaining quotes to de-silt the lagoon. Parks Services have been informed that there are available funds to cover the de-silting of the lagoon dependent on the quotes received.

3.2 The Fountain

The fountain has not been operational for 2 years. When it was working there was a maintenance agreement to service it annually. A bid was made for capital programme to replace the pump and fountain. This has been allocated in the 2004/2005 capital programme with a sum of £12k available. To date quotes have been received and a decision been made as to the pump and fountain to be ordered. It will be a floating fountain that is more efficient than the current system we have in the lake. This is for three reasons, firstly the pump is situated directly beneath the fountainhead so it does not have to work as hard to pump the water into the air. Secondly, there is a built in aerator to oxygenate the water. The benefit of this provides a healthier habitat for the fish in the lake. Thirdly, the entire system is easier to maintain. It was planned for the fountain to be in place by the end of October 2004.

3.3 Algae and Dead Fish

In May 2004, the service was advised that blue green toxic algae might be present in the lake. Parks Services erected signage informing the public

whilst the Environment Agency carried out appropriate tests. The results of the tests proved that the algae were harmless.

After receiving reports later in May that there was a large amount of dead fish, the Environment Agency was contacted for their advice. They said that large amounts of silt present in water areas provided a good source of nutrients for algae. As a result of the large amounts of algae, this will starve the water of oxygen and hence reduce its availability for the fish in certain weather conditions when there are periods of high air temperature. A contributory factor is the fact that there was little aeration in the water due to the non-operational fountain. On this advice the Parks Service organised a portable pump and aerator to oxygenate the water. Parks Services monitored the situation at the lake and continued with the portable pump and aerator.

As has been reported above, the Parks Service has requested a quote to de-silt the lake. This in tandem with the new pump and fountain will improve the health of the lake and support the wildlife within it.

3.4 Current Arrangements

In order to try and prevent any further occurrence of dead fish within the lake, the portable pump and aerator is being used to circulate the water with oxygen. Parks staffs are also monitoring the situation on a regular basis.

3.5 Background

351. The Group undertook a visit of the Park in order to review the current state of the lake and fountain. Over 12 photographs were taken to record the situation and present issues to officers.

Officers provided feedback on the actions being taken to improve the condition of the park.

352. The Group were of the opinion that the footbridge required urgent attention as it was not convenient for wheelchairs and buggy users. This has now been repaired as the footbridge has been tar waxed. The Group also raised issues in relation to lack of dog bins at this entrance as it was commonly used by residents walking their dogs.

353. Officers responded that these same issues were brought to the Service's attention by the Conservation group. It was reported that the Service proposes to improve these problems by depositing hard soil to remedy this problem. This work was carried out by the service. The group was also informed that risk assessments have been done in order to meet health & safety bid procedures.

354. In relation to more dog bins, the Group was informed that the Sunrise Avenue Flats Management team was donating dog bins for the park. Officers advised for a coordinated approach as the service was also distributing new

dog bins and additional benches to all parks including Harrow Lodge. Officers informed the Group that additional dog bins have been placed in the park.

355. The Group were of the opinion that dead tree logs were required to be cleared off the water path. Officers informed the group that this was also raised by the conservation group who are certain that these trees are still alive and should not be removed. Officers added that the service will be monitoring the tree logs.

356. Other pictures highlighted the uneven road surface around the park that would be a problem for wheel chair users and baby buggies. Officers reported to the group that this area was covered in the risk assessment that was undertaken. The Service would be looking to get the required funding from a future health & safety bid allocation. Temporary signage was suggested to be placed in some areas to warn park users. Officers informed the group that once they get the necessary consent from legal services, these signs will be put in place.

357. Another of the pictures taken by the group highlighted graffiti issues. It was reported that local youths congregate on the sewer pipe and paint graffiti all over it. Officers informed the group that a bid has been put forward for funding from the health & safety budget to replace the fencing around the sewer pipe as a high risk issue. There are plans to re-paint the pipes and boat house shortly.

The Group was informed that The Probation Service is currently undertaking cleaning of graffiti in another park and it is anticipated that this exercise will reach Harrow Lodge Park soon. This exercise is ongoing as graffiti appears all around the borough parks.

358. In another picture, paving slabs had been ripped up and thrown in to the river. This was a deliberate act of vandalism. Officers informed the group that the service in conjunction with Highways services would inspect and arrange to repair or remove these slabs from the river.

359. Other pictures showed the effectiveness of the new extra fence that is stopping rubbish reaching the pond but the group was of the opinion that clearance of the barrier should be regular. The older fence now requires some refurbishment. Officers informed the group that the service had informed Technical Services who are responsible for its maintenance and clearance.

360. The Group was informed by officers that the Service had regular meetings with the Harrow Lodge Conservation Group. As part of this initiative the service is to liaise with the external funding team in order to help put together a grant application to Cleanaway towards funding the de-silting and clearance of the lake.

Other issues raised included the increase in the numbers of swans and Canadian geese on the lake. The Group was informed by the officers that the Parks Service is currently managing wild fowl.

4. Maintenance

4.1 The Group received an update in respect to the footbridge within the park, that weather permitting, work on the bridge and surrounding area was due to commence in May 2005.

4.2 The Group met with an officer from Technical Services who informed the group that the last de-silting programme amounted to about £25,000. The officer was not certain if this programme covered the lake or just the traps (clearance of the rubbish from the barriers).

The Group was informed that clearance work was undertaken by Technical Services only on receipt of a call/request from Parks Services.

The Service was awaiting a quote from Highways Services in respect of the broken barriers along the waterways. The Group has now been informed that Technical Services have now commissioned this work and it has been completed.

4.3 The Group identified that Technical Services relies on its client to advise them of any problem. The group is of the opinion that a more proactive arrangement will benefit both the Service and park users.

The Group was informed that Park Services are currently considering another de-silting exercise. In order to undertake this exercise a survey will be required to determine how much silt is deposited in the lake. A specialist company will carry out the survey without harming the environment and livestock in the lake.

It was reported that the pump in the lake was currently out of action. The Group was informed that this was being looked into and that the pump was still under warranty.

The fountain was repaired by the company that installed it in May 05. Since that time it has been operational. The Parks Service will work with the Highways (Drainage) department for necessary future maintenance operations.

4.4 The Group was informed that Cleanaway, a local company in Havering, has indicated their willingness to match fund the de-silting of the lake provided a local group put forward a request. Officers informed the group that the service was looking to help the Conservation Group put forward a proposal.

4.5 The Group reiterated as other topic groups also mentioned that the Council should have a clear graffiti removal procedure as there is no such procedure at present.

4.6 The Group investigated the issue of the toilets being open only when the cafe is open. It was gathered that the current arrangement enables an informal monitoring of the facilities by the cafe staff. Last summer the toilets were

frequently left open when the cafe was shut. Due to the padlocks on the shutters being broken off (they have since been replaced with more effective ones) there were persistent problems with youths congregating in them.

- 4.7 This resulted in vandalism and reports from the police of sexual activity and drug abuse. Officers were advised by the Hornchurch Community Police Team that the toilets should not be left open unless the cafe was open.
- 4.8 Since the new padlocks were fitted last summer the anti-social behaviour has virtually ceased in and around the toilets. Therefore officers would suggest that the current arrangement is not changed.
- 4.9 The Group investigated the issues surrounding the park Café that was raised by the Harrow Lodge Conservation Group, Members were informed that the tenancy agreement in respect of the Harrow Lodge Boating Lake Kiosk was completed on 23rd August 2005. The terms of the Lease have however now been agreed and are in accordance with a recent Court Order.
- 4.10 The agreement states that the lease does not permit sub letting the premises but it does allow assignment of the lease subject to the consent of the council, (such consent not to be unreasonably withheld) provided that the assignee/purchaser enters into a direct covenant to observe and perform the covenants under the lease.
- 4.11 The decision as to whether the Council will consent to the assignment usually rests with Park Services, but we would have to liaise with Strategic Property Services.

5. BEST PRACTICE

The Group has considered how Best Practice could be achieved in line with the Council's objective to improve the health and wellbeing of its community.

The Group has made four recommendations to assist in achieving Best Practice.

6. RECOMMENDATIONS

- 1. That an annual clearance and de-silting exercise is carried out, preferably in July of each year, of the balancing lagoon.**
- 2. That a regular clearance of the metal barriers is undertaken to prevent the rubbish getting in to the lagoon.**
- 3. That Technical Service implement a proactive approach in their operation with the Parks services.**
- 4. That a six monthly meeting be arranged with the Harrow Lodge Park Conservation Group.**

ACKNOWLEDGEMENTS

The Topic Group wishes to place on record their thanks for the very positive approach displayed by members of staff and commitment of Harrow Lodge Conservation Group to uplift the park.

This report is presented by the Harrow Lodge Park Lake and Fountain Topic Group of the Culture & Regeneration Overview and Scrutiny Committee.

Background Papers - None

The following comments are submitted by members of staff:

ENVIRONMENTAL RISKS AND IMPLICATIONS

Most of the recommendations would have a beneficial impact on the environment of borough parks, if implemented.

EQUALITIES AND SOCIAL INCLUSION RISKS AND IMPLICATIONS

The borough parks are open and accessible to every member of the public. The Council would be performing its duty of providing and maintaining amenities as these tie in with the Council's objective to improve the health and wellbeing of its community.

HUMAN RESOURCES RISKS AND IMPLICATIONS

There are none.

LEGAL RISKS AND IMPLICATIONS

If the council intends to invite bids from external contractors in respect of the proposed exercise to de-silt the Lagoon and Lake, then the Council's contract procedure rules must be followed. Furthermore, depending on the value of the contract, EU procurement rules may apply - and these would have to be strictly adhered to.

FINANCIAL RISKS AND IMPLICATIONS

There are no financial implications arising as a direct result of this report, as many of the issues relate to 2004, therefore many of the recommendations are already in place.

After liaising with the Parks section there only appears to be an issue with the de-silting of the entire lake, which needs to be sorted out between the Technical Services department and Parks Services.

Once the cost of this has been established, it can then be addressed as to where the financial resources can be sourced from if the de-silting of the lake is implemented.

Cabinet, 15 March 2006



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

22

Cabinet Member:

Councillor Michael White

Relevant Overview & Scrutiny Committee

Culture and Regeneration

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules,
Cabinet must consider this report no later than 25 May 2006
(10 weeks from the day following the OSC meeting)

REPORT OF THE CHIEF EXECUTIVE

SUBJECT: POLICY REVIEW – SPORTS PITCHES

SUMMARY

This report contains the findings and recommendation that have emerged after the Topic Group scrutinised the review of Sports Pitches in the Borough. The recommendations are contained in the attached report.

RECOMMENDATION

That Cabinet considers the Overview & Scrutiny Committee's report and determines what action, if any, to take.

REPORT DETAIL

At its meeting on 30 June 2004, the newly formed Culture and Regeneration Overview and Scrutiny Committee decided to undertake a review of Sports Pitches.

Attached is a copy of the Topic Group's report which was adopted by the Culture and Regeneration Overview and Scrutiny Committee on 17 February 2006. The report includes details of the meetings, interview etc. that it undertook in reaching the conclusions set out

Environmental, equalities and social inclusion, financial, human resources and legal implications and risks are set out in full within the topic group report.

Reasons For The Decision:

The Culture and Regeneration Overview & Scrutiny Committee Topic Group report on Sports Pitches is referred to Cabinet for consideration.

Alternative Options Considered:

There is no other option to consider.

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STEPHEN EVANS

Chief Executive

Background Papers List

None



REPORT OF THE CULTURE & REGENERATION OVERVIEW AND SCRUTINY COMMITTEE SPORTS PITCHES TOPIC GROUP

REVIEW OF SPORTS PITCHES

1. BACKGROUND

At the first Committee meeting of the newly formed Culture and Regeneration Overview & Scrutiny Committee on 30 June 2004, Members expressed a keen interest in scrutinising issues related to Sports Pitches

The Culture & Regeneration Overview and Scrutiny Committee decided therefore to undertake a review of Sports Pitches.

Four Members, Councillors John Mylod, Jean Gower, Andrew Curtin and Graham Carr comprised the Topic Group. Councillor Mylod led the review.

The Group has met on three occasions, which are detailed in this report.

2. THE SCOPE OF THE REVIEW

The Group in conjunction with supporting officers developed a scope for the review as follows:

- To establish who are the users of sport pitches in Havering
- To identify why various sport clubs are allegedly going to other neighbouring boroughs
- To consider if cost was an issue
- To understand the maintenance culture for Sport pitches
- To identify how many pitches are available in the borough

The Group agreed to seek information and support from a range of sources within and external to the Council:

The following people were interviewed and contributed to the review.

| | |
|----------------|-------------------------------------|
| Guy Selfe | Leisure & Cultural Services Manager |
| James Rose | Parks Development Officer |
| Mr A Fairbairn | Upminster Hall Sports Association |
| Mr D Cook | Havering and Brentwood Cricket Club |
| Mr K Insole | Romford Royals Football Club |
| Mr D Drew | Havering Sports Council |
| Mr D Baldock | Maylands Green Cricket Club |
| Mr B Dent | Havering Atte Bower Cricket Club |
| Mr M Farrow | Upminster Rugby Club |
| Ms L Joslin | Havering Hockey Club |
| Mr D Parish | Upminster Cricket Club |
| Mr J Sutton | Upminster Cricket Club |
| Mr J West | Hornchurch Cricket Club |
| Mr J Wilson | Havering Atte Bower Cricket Club |
| Mr K Wilson | Campions Rugby Club |

THE REVIEW

3. BEST PRACTICE

The Group has considered how Best Practice could be achieved in line with the Council's objective to improve the health and wellbeing of its community.

The Group has made recommendations to assist in achieving Best Practice.

4. FINDINGS

- 4.1 Security Issues - Most sports clubs that met with the group felt that security was a major issue. Many clubs had suffered from problems of vandalism and even arson. It was also sometimes difficult to make a premises completely secure. There were also problems when security measures were installed, with for example one club having difficulties because the newly installed gates on their premises were locked at dusk by the Council's mobile wardens, thus rendering the site inaccessible for evening training etc. Council officers advised that arranging for these gates to be locked later in the evening would not prove problematic.
- 4.2 Graffiti – Most of the clubs had suffered to some extent from graffiti on their buildings etc. One club had been quoted a cost of £500 for the Council to remove graffiti from their premises. Council officers indicated however that the graffiti removal teams run by the probation service are used to remove graffiti from sports club premises free of charge. The group considered this an excellent policy.
- 4.3 Shortage of Pitches within Havering – Several clubs reported that it was difficult to find suitable pitches within the borough. Even those

clubs with an established ground within Havering often had to use facilities outside the borough for third or fourth teams etc. Clubs admitted that they were paying considerably higher rent charges to play outside the borough than would be the case within Havering but there was often simply no alternative. Problems were particularly acute with Astroturf pitches used for hockey. There were only three such pitches in Havering, all of which were located in schools. With 27 teams of various age groups seeking to play, there was no alternative but for some clubs to use facilities outside the borough.

- 4.4 Grounds Maintenance – The sports clubs reported mixed views on the quality of maintenance of their pitches etc. One club had encountered so many difficulties that they had employed their own groundsman and negotiated a reduction in their Council rent in light of this. Other clubs reported a productive relationship with the Council. While work was undertaken on pitches on a voluntary basis, this was often supplemented by Council staff and equipment.
- 4.5 Pitch Sharing – Several clubs were open to the possibility of sharing pitches in the borough as this could prove to have mutual benefits. This depended however on suitable sites within the borough being available. As discussed in section 4.3 above, this was often not the case.
- 4.6 Youth Facilities – The group discovered that local sports clubs had a large number of children and young people using their facilities. In some cases, as many as 500 or more children were involved with a sports club. The group felt that these clubs were meeting a clear social need for young people and actively contributing to reducing the likelihood of anti-social behaviour etc.
- 4.7 Good Practice in Grounds Maintenance – The group were informed that there were several relatively minor changes in working practices that, if implemented, would lead to a higher standard of pitch maintenance by Council staff. These included only marking out a pitch after it had been cut in order that markings are not obscured by the grass cutting process and litter picking areas before they are cut to avoid plastic etc. being cut up by the mower. The group was of the view that training for grounds maintenance staff should cover these types of issues.

5. RECOMMENDATIONS

- 5.1 That a review of security arrangements in Cottons Park is undertaken by Culture and Leisure Services, including the possibility of installing more substantial doors at the Campion Rugby Club pavilion.**
- 5.2 That arrangements continue with the probation service to remove graffiti from sports club buildings at no charge.**

- 5.3 That the Council will investigate any proposals such as pitch sharing that seek to make more use of existing sports pitches in the borough and report outcome to cabinet within 6 months
- 5.4 That the Council considers the provision of Artificial Turf Pitches (ATP's) within the implementation of the wider Parks and Open Spaces Strategy.
- 5.5 That Culture and Leisure Services, in conjunction with Legal Services, review means of preventing unauthorised use of pitches.
- 5.6 That sports clubs be encouraged to work closely with the Council's external funding service.
- 5.7 Training for grounds maintenance staff should include areas of good practice such as litter picking before grass is cut and only marking lines after grass cutting has taken place.
- 5.8 Sports clubs suffering vandalism should be encouraged to report each such incident to the Police as soon as it occurs.
- 5.9 That Culture and Leisure Services, in conjunction with this Committee, takes steps to scrutinise the quality of sports pavilions within the borough.

ACKNOWLEDGMENTS

The Topic Group wishes to place on record their thanks for the very positive approach displayed by members of staff and the other stake holders that we have met during this review.

This report is presented by the Sports Pitches Topic Group of the Culture & Regeneration Overview and Scrutiny Committee.

Background Papers - None

The following comments are submitted by members of staff:

ENVIRONMENTAL RISKS AND IMPLICATIONS

None identified.

EQUALITIES AND SOCIAL INCLUSION RISKS AND IMPLICATIONS

None identified.

HUMAN RESOURCES RISKS AND IMPLICATIONS

There are no significant HR issues contained within this report. There will be, however, the need for operational practice within pitch marking to be adjusted which will involve discussions with the relevant grounds maintenance staff.

LEGAL RISKS AND IMPLICATIONS

There are no apparent legal implications

FINANCIAL RISKS AND IMPLICATIONS

The recommendations within this report consider a variety of issues for which there is no specific budget provision. As the details of each issue are developed the financial implications will need to be further explored so that the proposals can be considered having regard to the Council's wider financial position, policies, procedures and the availability of alternative sources of funding.

It is likely that significant capital resources would be required, especially in relation to recommendations 5.1, 5.4 and 5.9. The exact extent of these will need to be determined and sources of funding identified before any work could commence.

Revenue costs will be contained within existing budgets and are thought at this stage, not to be material.



MEETING

DATE

ITEM

CABINET

15 MARCH 2006

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Cabinet Member:

Eric Munday

Relevant Overview & Scrutiny Committee:

Culture & Regeneration

REPORT OF THE CHIEF EXECUTIVE

**SUBJECT: IMPROVING RELATIONSHIPS WITH THE BUSINESS COMMUNITY
TOPIC GROUP**

In accordance with para. 11(c) of the Overview & Scrutiny Procedure Rules,
Cabinet must consider this report no later than 25 May 2006
(10 weeks from the day following the OSC meeting)

SUMMARY

This report contains the findings and recommendations that have emerged after the Topic Group scrutinised the level of support the Council gives to the local businesses in the community. The Culture & Regeneration Overview and Scrutiny Committee accepted the recommendations of the topic group. However none of the recommendations require decisions by the Cabinet, so the report is presented purely for noting. The group has been meeting for some time and as this is the last cycle before the Council elections, the Committee Chairman is keen for Cabinet to note the work the group has undertaken during this period.

RECOMMENDATION

That Cabinet notes the recommendations of the Overview & Scrutiny Committee.

REPORT DETAIL

At its meeting on 28 June 2005, the Culture and Regeneration Overview & Scrutiny Committee decided to undertake a review of Improving Relationships with the Business Community.

Attached is a copy of the Topic Group's report. The report includes details of the meetings, interviews etc. that it undertook in reaching the conclusions set out.

The report was adopted by the Culture & Regeneration Overview & Scrutiny Committee at its meeting on 16 February 2006.

The **environmental, financial, legal, human resources or equalities and social implications** are addressed within the Topic Group's report.

| | |
|----------------|--|
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STEPHEN EVANS
Chief Executive

Background Papers List

There are none



**REPORT OF THE
CULTURE & REGENERATION OVERVIEW AND SCRUTINY COMMITTEE
IMPROVING RELATIONSHIPS WITH THE BUSINESS COMMUNITY
TOPIC GROUP**

REVIEW OF IMPROVING RELATIONSHIPS WITH THE BUSINESS COMMUNITY

1. BACKGROUND

1.1 At the beginning of this municipal year, the Culture & Regeneration Overview & Scrutiny Committee decided to investigate the support the Council gives to the local business community as there appeared to be a lack of co-ordination between the various contacts and facilities.

1.2 At its meeting on the 28 June 2005, the Culture & Regeneration Overview and Scrutiny Committee established a Topic Group to look at improving relationships with the business community. The Topic Group was therefore formed to consider ways in which the Council could improve its relationship with the business community and promote partnership.

1.3 Four Members; Councillors Louise Sinclair, Jan Davis, Jean Gower and Andrew Curtin comprised the Topic Group. Councillor Louise Sinclair led the review. The Topic Group was supported by Bob Flindall, Regeneration Team Leader, Nigel Young, Regeneration Manager and Yvonne Bendall, Regeneration Officer.

1.4 The Group met on four occasions and also undertook a number of site visits. The group have now concluded their scrutiny and reached their recommendations and findings, which are detailed in this report.

2. THE SCOPE OF THE REVIEW

2.1 The Group agreed a scope for the review as follows:

- to consider examples of good practice by visiting a Beacon Council and consider their approach to co-ordination of business support.

- to consider the current co-ordination of business support
- to engage with representatives of local businesses
- to consider proposed future arrangements to co-ordinate business support in Havering
- to review business support co-ordination and develop recommendations
- to set timescales for work of Topic Group and reporting to Overview and Scrutiny Committee

It agreed to undertake a number of actions, as follows:

- to visit Bexley Council who have been awarded beacon status in 5 areas including Business growth and support.
- to tour the Belvedere Business Centre in Bexley
- to attend business networking breakfasts/lunch organised by either the Havering Chamber of Commerce and Industry or HSBC Bank
- to meet with the Havering Chamber of Commerce and Industry
- to meet the Council's Regeneration Staff to review current business support activities and the current and future planned co-ordination of that support

3. FINDINGS

3.1 Business in Havering

3.1.1 Havering is home to more than 7000 businesses ranging from manufacturing to financial services and employing around 70,000 people.

3.1.2 Increasing levels of public and private investment are being made in the Thames Gateway and the new London Thames Gateway Development Corporation will be making significant investment in creating conditions for attracting new businesses to the south of the borough.

3.1.3 As East London's largest town centre, Romford is a key location for business in the finance and business services sector and in retail and leisure. Recent years have seen investment of over £500m from the private sector in the town centre and further investment is anticipated.

3.1.4 This investment in the south of the borough and Romford along with opportunities in other town centres such as Hornchurch and industrial areas such as in Harold Hill is likely to be complemented by investment by organisations such as the London Development Agency (LDA), Job Centre Plus and the Learning and Skills Council in support for businesses, employment and skills.

3.1.5 Currently approximately £1m is invested by these organisations and others such as English Heritage and Gateway to London in employment and business support in the borough through regeneration initiatives.

3.2 Business Support in Havering

3.2.1 There is a complex arrangement for business advice in the borough, with services provided by a variety of organisations, including:

- London Development Agency
- Business Link for London
- East London Small Business Centre
- Social Enterprise Support Unit
- Havering Chamber of Commerce and Industry

3.2.2 The Council provides regeneration services particularly around London Riverside, Romford town centre and the district centres. It works with partners in a strategic context, including Benefits for Business, the Chamber of Commerce, Business Link, the LDA, Gateway to London, East London Small Business Centre and large employers. It provides an inward investment service in partnership with Gateway to London and organises business promotional/ support events and services, e.g. the Business Awards, the Business Focus publication.

3.2.3 These activities are co-ordinated through the Council's Regeneration and Strategic Planning Service at a strategic level and by Partnerships such as Benefits 4 Business Group at an operational level. Indeed, the Regeneration Service received 609 enquiries from existing Havering businesses, new start ups, social enterprises and potential inward investors for the period June 2004 to May 2005.

3.2.4 There are a number of new projects started each year for example the Building East project began in 2005 to help businesses prepare to participate in building the planned regeneration of Thames gateway and the Olympic site. Additionally, this year a Business Centre at the Centre of Engineering and Manufacturing Excellence (CEME) at Rainham is planned.

3.3 Belvedere Business Centre

3.3.1 In order to learn and exchange best practice with other local authorities the Topic Group and support staff visited the Belvedere Business Centre on 3rd November 2005. The centre is in the London Borough of Bexley, which is the nearest beacon Council for Business Support.

3.3.2 The Centre has 6 core services; information, advice, guidance, training, specialist support, and networking opportunities. It is accredited by Customer First – the quality assurance framework for publicly funded business support providers and enquiry handlers have specific training. It provides pre-start up support in the form of information packs, surgery advice sessions, a start up introduction seminar, marketing, finance and business planning seminars, specialist services, grants and loans/access to finance as well as networking opportunities. The Centre provides business advice and mentoring, consultancy services and skills training and seminars. There are Incubation Units (8 units in Belvedere and 22 units in London House Business centre in Crayford) and conference and meeting rooms.

3.3.3 The service is funded by the London Borough of Bexley, the London Development Agency, Business Link for London, the European Regional

Development Fund, SRB6 (Woolwich Development Agency), and Equal (European Social Fund).

3.4 Havering Business Centre

3.4.1 Since the start of the work of the Topic Group, a proposal for the establishment of a new business centre at CEME that would promote and co-ordinate business support activities in the south of the borough has been agreed. This will be managed by Gateway to Industry, a partnership that is providing a more co-ordinated approach to business support services.

The Centre will focus its resources on:

- market development
- product development
- process development
- people development
- property development
- financial development

3.4.2 It is scheduled to open in early 2006 and be fully operational by April. £790,000 has been provided by the London Development Agency and additional SRB funding has recently been approved.

3.4.3 There will be 4 members of staff whose aims are to provide information to start ups, including advice on grants, marketing, business plans etc; targeting companies that need intensive support; upskilling the workforce and penetrating the manufacturing sector. The Centre will study and learn from the success of the Belvedere Business Centre.

3.4.4 Success will be monitored including the impact on businesses located away from the south of the borough. As a result of these findings, the possibility of another centre in the north of the borough may be considered.

3.4.5 The group visited the site at CEME and also the Social Enterprise Support Unit based at CEME. The Social Enterprise Unit had a three year funding, which is due to expire. The Unit provides business expertise and advice to Social Enterprises which is defined as businesses, (including voluntary and community sector) with primarily social objectives, whose surpluses are principally reinvested for that purpose or in the community.

3.4.6 Following the visit to CEME, the Topic Group considered it would be beneficial to have either an annex to the proposed CEME Business Centre or an independent centre in the north of the borough. As the group learned that most of the funding and expertise which will be provided at CEME, it will not be available to the rest of the Borough and suggested a small unit could be opened in the Harold Hill area where there is greater need for job opportunities. The topic group therefore visited Melville Court, a Council owned business unit on the Harold Hill industrial estate. This was shown to be an example of the type of premises which might be appropriate for use as a business centre. Once vacated, this premises is due to be sold or put to another use.

3.4.7 Havering and Redbridge Chambers of Commerce and Industry are jointly looking at securing new premises and may be interested in Melville Court. Should this happen here or elsewhere there is likely to be an opportunity to develop an additional business support facility for the north of the borough in partnership with existing service providers.

3.5 Havering Chamber of Commerce and Industry

3.5.1 The Topic Group undertook a visit to the Havering Chamber of Commerce. Havering Chamber of Commerce and Industry was formed in 1987, merging Romford and Hornchurch Chambers to become the largest independent chamber in London East. For members the Chamber provides support via external advisors on finance, taxation, law, national and European trading and information communication technology. They represent members on various local committees. It is recommended that the Council continue to support the activities of the Chamber.

4. BEST PRACTICE

The Group has considered how Best Practice could be achieved in line with the Council's objective to improve its relationship with the Business Community and provide further possible opportunities for local businesses in the borough. The group also aims to improve employment levels in the borough.

5. RECOMMENDATIONS

In order to address the above findings, the topic group asks that the Culture & Regeneration Overview and Scrutiny Committee consider the following points and decide whether to recommend the proposals to Cabinet.

- 1. That the Culture and Regeneration Overview and Scrutiny Committee note the current level of business support available in Havering**
- 2. That the Committee notes and welcomes the development of the LDA funded Business Centre at the Centre of Engineering and Manufacturing Excellence**
- 3. That the Committee continue to support the business support activities of the Havering Chamber of Commerce and Industry**
- 4. That the Committee note the Topic Group's view that it may be beneficial to establish either an annex to the proposed CEME Business Centre or an independent centre elsewhere in the Borough.**

ACKNOWLEDGEMENTS

The Topic Group wishes to place on record their thanks for the very positive approach displayed by members of staff and commitment of the Regeneration Department.

This report is presented by the Improving Relationship with the Business Community Topic Group of the Culture & Regeneration Overview and Scrutiny Committee.

Background Papers - None

The following comments are submitted by members of staff:

ENVIRONMENTAL RISKS AND IMPLICATIONS

There are no environmental risks and implications for the Council associated with this report

EQUALITIES AND SOCIAL INCLUSION RISKS AND IMPLICATIONS

Business support services in Havering provided by the Council directly or by its partners are provided taking full account of equalities issues, are focussed on the need for social inclusion and a respect for diversity within the community.

HUMAN RESOURCES RISKS AND IMPLICATIONS

There are no human resources risks and implications for the Council associated with this report. Business Support is a core function of the Regeneration and Strategic Planning Service and carried out by existing staff.

LEGAL RISKS AND IMPLICATIONS

There are no legal risks and implications for the Council associated with this report

FINANCIAL RISKS AND IMPLICATIONS

There are no financial risks and implications associated with this report. Business Support is a core function of the Regeneration and Strategic Planning Service and funded from existing revenue budgets. The proposed Business Centre at CEME is to be funded by the London Development Agency. Should an opportunity arise for the establishment of a business centre elsewhere in the borough there would be no financial risks and implications for the Council because such an initiative would be funded by other business support agencies.