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**Haverling**  
L O N D O N B O R O U G H

# CABINET

<b>7.30 pm</b>	<b>Wednesday 21 March 2012</b>	<b>Council Chamber - Town Hall</b>
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Members 10: Quorum 5

Councillor Michael White (Leader of the Council), Chairman

	<b>Cabinet Member responsibility:</b>
Councillor Steven Kelly (Vice-Chair)	(Deputy Leader) Individuals
Councillor Michael Armstrong	Transformation
Councillor Robert Benham	Community Empowerment
Councillor Andrew Curtin	Culture, Towns & Communities
Councillor Roger Ramsey	Value
Councillor Paul Rochford	Children & Learning
Councillor Geoffrey Starns	Community Safety
Councillor Barry Tebbutt	Environment
Councillor Lesley Kelly	Housing & Public Protection

**Ian Buckmaster**  
**Committee Administration & Member Support Manager**

**For information about the meeting please contact:**  
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**Please note that this meeting will be webcast.**  
**Members of the public who do not wish to appear**  
**in the webcast will be able to sit in the balcony,**  
**which is not in camera range.**

## **AGENDA**

### **1 ANNOUNCEMENTS**

On behalf of the Chairman, there will be an announcement about the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### **2 APOLOGIES FOR ABSENCE**

(if any) - receive

### **3 DECLARATIONS OF INTEREST**

Members are invited to declare any interests in any of the items on the agenda at this point of the meeting. Members may still declare an interest in an item at any time prior to the consideration of the matter.

### **4 MINUTES (Pages 1 - 12)**

To approve as a correct record the minutes of the meeting held on 8 February 2012, and to authorise the Chairman to sign them.

### **5 REPORT OF THE TOWNS & COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE - LIVING AMBITIONS TOPIC GROUP (Pages 13 - 22)**

### **6 THE FUTURE OF THE COUNCIL'S HOUSING MANAGEMENT SERVICE (Pages 23 - 46)**

### **7 THE COUNCIL'S CULTURE STRATEGY (Pages 47 - 108)**

### **8 ADOPTION OF THE LONDON PERMIT SCHEME (LOPS) FOR ROAD WORKS AND STREET WORKS (Pages 109 - 124)**

### **9 REVIEW OF BEAM PARK DEVELOPMENT OPPORTUNITY (Pages 125 - 140)**

# Public Document Pack Agenda Item 4



**MINUTES OF A CABINET MEETING**  
**Council Chamber - Town Hall**  
**Wednesday, 8 February 2012**  
**(7.30 - 9.25 pm)**

**Present:**

Councillor Michael White (Leader of the Council), Chairman

Councillor Steven Kelly (Vice-Chair)

Councillor Michael Armstrong

Councillor Robert Benham

Councillor Andrew Curtin

Councillor Roger Ramsey

Councillor Paul Rochford

Councillor Geoffrey Starns

Councillor Barry Tebbutt

Councillor Lesley Kelly

**Cabinet Member responsibility:**

(Deputy Leader) Individuals

Transformation

Community Empowerment

Culture, Towns & Communities

Value

Children & Learning

Community Safety

Environment

Housing & Public Protection

Councillors Clarence Barratt, Denis Breading, Keith Darvill, Linda Hawthorn, Pat Murray, Denis O'Flynn, Garry Pain and Jeffrey Tucker also attended.

Two members of the public and a representative of the Press were present.

The decisions were agreed with no vote against.

There were no declarations of interest.

The Chairman reminded those present of the action to be taken in the event of an emergency.

## 53 MINUTES

The minutes of the meeting of Cabinet held on 18 January 2012 were agreed as a correct record and signed by the Chairman.

54 **THE COUNCIL'S BUDGET 2012/2015**

*Councillor Roger Ramsey, Cabinet Member for Value, introduced the report.*

The report before Cabinet members outlined the context within which the 2012/13 budget had been set and identified the Council's overall policy direction, statutory duties and financial strategy.

The Council's budget reflected the level of funding allocated to it by the Government. Since the General Election, the Coalition Government had made a series of announcements, recently culminating with the announcement of the provisional Local Government Settlement. This was expected to be the last such announcement under the existing funding regime.

In anticipation of the changes that the various announcements had brought about, and in response to the Emergency Budget announced in 2010, Cabinet previously agreed a range of savings proposals in July 2010, and again in July 2011, designed to deliver savings approaching £36m. These proposals were in the process of being implemented, subject to consultation where appropriate.

The provisional settlement had been announced on 8 December, details of which were included in the previous report to Cabinet. In the light of the ongoing financial climate, information on a small number of budget pressures and savings proposals had been released for formal consultation in January and as part of this process, was submitted to the joint Overview and Scrutiny Committee. The results of the consultation were set out in the report. Subject to any further changes made by Cabinet arising from the consultation and scrutiny, the report set out the factors being recommended for inclusion within the 2012/13 budget.

The report explained that the anticipated position was that there would be no increase to the Havering element of the Council Tax, based on the assumptions regarding the East London Waste Authority (ELWA) levy as set out in the report. In a supplementary information report circulated in advance of the meeting, Cabinet members were informed that the final ELWA budget had changed from that previously indicated. It was noted that the final budget showed no overall increase in the levy, whereas it had previously been expected that there would be an increase in the region of 4-5%. Set against the Cabinet report, this meant a reduction £438k in the forecast ELWA levy.

In addition, final confirmation of the proposed Greater London Authority (GLA) precept had been received subsequent to the issuing of the Cabinet report. The Mayor had announced that he intended to reduce the GLA Band D figure by 1%. This would produce a GLA precept for residents of the 32 London Boroughs in 2012/13 as £306.72 per Band D property, a reduction of £3.10.

A revised version of the levies summary, Appendix D and Council Tax statement were included in the supplementary information report to Cabinet members.

With the revisions as detailed above, there would be a 0.21% decrease in Council Tax. The revised band D figure would remain at £1,501.90.

The report also provided details of the various components of the budget with associated appendices.

**Reasons for the Decision:**

The Council was required to set a budget for 2012/13 and, as part of that process, undertake relevant consultation in respect of the proposals included within the budget.

**Alternative Options Considered**

There were no alternative options in so far as setting a budget was concerned. However, there were options in respect of the various elements of the budget. These were considered in preparing the budget and cover such things as alternative savings proposals, the totality of budgetary pressures and different levels of Council Tax.

**Cabinet:**

**A – In view of the need to balance the Council’s policies, statutory requirements, government initiatives, inspection regimes and Council Tax levels:**

1. Considered the advice of the Chief Finance Officer as set out in Appendix H when recommending the Council budget.
2. Considered the comments received during the consultation exercise with the Joint Overview and Scrutiny Committee the details of which were set out in Appendix J of the report.
3. Approved the Council’s General Fund draft budget as set out in Appendix E of the report and in the Supplementary Information report, formulated on the basis of:
  - the budget adjustment items shown at Appendix F
  - the other assumptions set out in the report.
4. Approved the delegated schools’ draft budget as set out in Appendix E.
5. Approved the establishment of the Special Corporate Budget Provision as set out in paragraph 3.15.8 of the report
6. Agreed to delegate to the Chief Executive and Group Directors to make any necessary changes to service and the associated budgets relating to any subsequent specific grant funding announcements, where delays might otherwise adversely impact on service delivery and/or budgetary control, subject to consultation as appropriate.
7. Agreed to delegate authority to Group Directors for the approval of any spending plans for new sources of funding where these exceed £250,000, in consultation with the relevant Cabinet Member.
8. Approved the schedule of Fees and Charges set out in Appendix K, with any recommended changes in year being implemented under Cabinet Member delegation.

9. Approved the Capital Programme for 2012/13 as set out in the report and Appendix I.
10. Agreed to delegate authority to the Chief Executive and Group Directors to implement the 2012/13 capital and revenue proposals once approved by Council unless further reports or Cabinet Member authorities were required as detailed.
11. Agreed that information be made available to members of the public, staff, trade unions, etc, explaining the decisions made by Cabinet, and the final decision on the Council Tax setting.
12. Agreed to delegate to the Cabinet Member Value and the relevant service area Cabinet Members authority to commence tender processes and accept tenders where these relate to Capital schemes within the Capital Programme.
13. Agreed to delegate to the Chief Executive authority to consider the comments of the trade unions and to reflect any changes and/or comments in the recommendations to Council.

**B - Agreed:**

1. To recommend to Council the General Fund budget, and the Council Tax for Band D properties, and for other Bands of properties, as set out in the Appendices to the Cabinet report and the Supplementary Information report, as revised and circulated for the Greater London Authority (GLA) Council Tax.
2. To recommend to Council the delegated schools' budget, also as set out in Appendix E.
3. To recommend to Council for adoption the budget strategy statements set out in Appendix B.
4. To recommend to Council that a resolution be passed based on the proposals as set out in this report in order to set the Council Tax as set out in the Supplementary Information to the Cabinet report.
5. To recommend to Council to pass a resolution as set out in section 8.4 of the Cabinet report to enable Council Tax discounts to be given at the existing level.
6. To recommend to Council the Capital Programme for 2012/13 as set out in Appendix I.
7. Recommend to Council to agree that the Capital Programme be expanded for schemes during the year which are funded via external funding under the authority of the Cabinet Member Value and the relevant service area Cabinet Members.

**C - Noted:**

1. The monitoring arrangements for 2012/13.

2. That further reports on the proposed new funding system, based on the localisation of business rates, will be brought to Cabinet as further information becomes available.
3. The prospects for 2013/14 and beyond, which indicate a very challenging financial environment still lies ahead, with little indication of any significant change, and that the need for continued financial prudence is especially important.
4. That supplementary information will be provided to Cabinet where information is awaited, such as from external bodies such as the GLA and the other levying bodies.
5. That any further reductions in grant funding introduced by the Government subsequent to the setting of the budget will be reported back to Cabinet, together with any consequent recommendations on maintaining financial stability.
6. That a further report will be brought to Cabinet setting out detailed plans for investment in primary school places.
7. That the Government has provisionally set the multiplier for National Non Domestic Rate at 45.8p in the pound standard and 45.0p in the pound for small businesses.
8. The effect of Council Procedures with regard to the moving of any amendment to the Council Tax Setting report.
9. That consultation with the Trades Unions will continue in respect of any proposals within the Budget that have an impact on staff.
10. That service budgets would be adjusted to reflect latest inflation estimates.
11. The virement and contingency rules set out in Appendix G.
12. That the expected one-off New Homes Bonus grant funds will be used to finance further Streetcare works and Business Investment activity.
13. That any reductions in the expected level of the levies would be applied in a similar manner.
14. The indicative Capital Programme for 2013/14 to 2014/15 as set out in the report and Appendix I.
15. That the Treasury Management Strategy was presented to Cabinet concurrently with this report as a separate agenda item.
16. That **Midnight on Monday 13<sup>th</sup> February 2012** is the deadline for amendments to the Council Tax Setting and Budget Report.

55 **HOUSING REVENUE ACCOUNT (HRA) BUSINESS PLAN 2012 - 2042, HRA BUDGET FOR 2012/13 AND HRA CAPITAL PROGRAMME 2012/13 - 2014/15**

*Councillor Lesley Kelly, Cabinet Member for Housing and Public Protection, introduced the report*

The report set a budget for the Council's Housing Revenue Account (HRA). It was noted that the position for 2012 onwards was different from previous years because the Government had enacted changes to the way in which Housing Revenue Accounts were set and managed, known as "Self Financing". The report therefore introduced the Council's first Self Financing Business Plan, as well as setting a budget for the first year of the Plan.

The HRA remained a ring-fenced account that was used to manage the Council's own housing stock. The proposed budget would enable the Council's Arm's Length Management Organisation, Homes in Havering, to manage the stock to a reasonable standard for the time being, and to deliver the next phase of the Council's Decent Homes Programme.

The HRA also enabled the Council's retained housing services to be delivered to a reasonable standard. It further set rents, service charges and other charges for Council tenants for the year 2012/13. The Council's main source of income to manage its housing stock was tenants' rents. The Government controls rents by applying a formula called "rent restructuring". It was reported that since the introduction of the restructuring system in 2002/03, the date at which council and housing association rents were expected to converge had been amended by the government to 2015/16.

It was noted that the Council had to meet the target rent by or as soon as possible after 2015/16. Until meeting the target rent, there was no avoiding the fact that the national rent formula requires tenants' rents to increase by an amount above the basic annual increase amount of RPI (in September of the preceding year) + 0.5%. The government had, however, capped the steepness of the annual increase to no more than £2 a week above the RPI + 0.5% increase.

In 2011/12, the average rent in Havering was £74.44. Applying the formula of RPI (at September 2011) + 0.5% + £2, gave an increase of £6.86 a week, that is, 9.22%. The average rent in 12/13 would therefore be £81.30.

In response to concerns raised in respect of the 9.22% rent increase, the Cabinet member advised that Council tenants who received housing benefit would not be affected by the increase as it remained under the Housing benefit cap. For those Council tenants who did not receive housing benefit, a benefit assessment would be offered should tenants be significantly affected by the rent increase.

**Reasons for the decision:**

A decision was required to set rents and service charge for tenants of the Council in order to ensure that there was sufficient income to be able to manage and maintain the housing stock. The Council must also adopt a Business Plan to demonstrate how it will meet its obligation to pay its share of the national housing debt."

**Options considered:**



Option 1: not to increase rents and service charges. This was rejected as rising staff and building costs mean that it is important to maintain a healthy balance on the Housing Revenue Account.

Option 2: to set rents at lower than the guideline rent increase. This was rejected because Havering's Council rents are the lowest in London, and rents are considerably lower than Government target rents.

**Cabinet Agreed:**

1. The Housing Revenue Account Budget as detailed in Appendix 1 to the report.
2. The Retained Housing Service budget as set out in paragraph 5.8 of the report, including the addition of a Housing Occupational Therapist on a fixed term basis for two years, representing growth of £40,000 in 2012/13, to work exclusively on assessing the suitability of HRA properties identified for tenants and/or prospective tenants with a disability, and specifying the necessary works, thus better matching properties and minimising delays and void periods.
3. The base Management fee for Homes in Havering of £20.639m, as set out in paragraph 3.2 of the report.
4. To delegate approval of the Homes in Havering Budget and Delivery Plan to the Cabinet Members – Value and Housing & Public Protection, acting on advice from the Group Directors for Finance & Commerce and Culture & Community.
5. The detailed expenditure items in the 2012 – 2013 HRA Capital Programme, based on total resources of £34.338m, as presented in Appendix 2 of the report, and agreed to refer the Programme to Council for final approval for expenditure.
6. The proposed HRA Capital Programmes for 2013/4 and 2014/15, as set out in Appendix 3 of the report, and agreed to refer the programmes to Council for final approval for expenditure **subject to** release of Decent Homes grant by central government in those two years.
7. The detailed expenditure items in the funded HRA Capital Programme for 2013/14 to a limit of £15.78m based on the resources in the HRA Business Plan excluding the Decent Homes grant yet to be confirmed, as set out in Appendix 4 of the report, and agreed to refer the programme to Council for final approval for expenditure.
8. That the Council retain Abercrombie House for use as temporary hostel accommodation and allocate £490,000 from the 2012/13 HRA Capital Programme to carry out internal remodelling of the building beyond the Decent Homes obligations and to reconfigure the outside space.
9. That the average rent for Council properties owned by the London Borough of Havering be increased by £6.86, from £74.44 to £81.30

(9.22%) with effect from 2<sup>nd</sup> April 2012, in line with the Government's policy to restructure rents. This would mean in effect that rents were increased as set out in the table below:

	<b>Rent 2011/12 – 52 weeks</b>	<b>Rent 2012/13 – 52 weeks</b>	<b>Increase (£)</b>	<b>% increase</b>
Bedsit	£57.51	£63.01	£5.50	9.56%
1 Bed	£60.96	£67.56	£6.60	10.83%
2 Bed	£73.59	£80.33	£6.74	9.16%
3 Bed	£89.91	£97.31	£7.40	8.23%
4 Bed	£102.51	£110.68	£8.17	7.97%
5 Bed	£113.59	£122.20	£8.61	7.58%
<b>Average Rent</b>	<b>£74.44</b>	<b>£81.30</b>	<b>£6.86</b>	<b>9.22%</b>

10. That the rent free weeks for 2012/13 be w/c 27 August 2012, the two weeks commencing 17 December 2012, and the week commencing 25 March 2013.
11. That tenants' service charges and heating and hot water charges for 2012/13 be increased or decreased as follows:

<b>Service reviewed and recommended</b>	<b>Charges and</b>	<b>2011/12 Weekly Charge – 52 weeks</b>	<b>2012/13 Weekly Charge – 52 weeks</b>	<b>Increase (decrease)</b>	<b>% increase (decrease)</b>
Caretaking		£3.35	£3.41	£0.06	1.65%
Internal Cleaning	Block	£0.42	£0.71	£0.29	70%
Bulk Collection	Refuse	£0.46	£0.49	£0.03	6.1%
CCTV Service	- Mobile	£0.55	£0.55	0	0%
CCTV Service	- Static	£1.30	£1.30	0	0%
Neighbourhood Wardens		£0.98	£0.85	(£0.13)	(13.65%)
Door Entry		£1.97	£1.38	(£0.58)	(29.6%)
Ground Maintenance		£2.57	£2.57	0	0%
Sheltered Cleaning		£2.52	£2.67	£0.15	6.1%
TV access		£1.25	£1.25	0	0%
Heating		£10.85	£10.85	0	0%
Hot Water		£8.22	£8.22	0	0%

12. That the service charge for homeless households accommodated in the Council's hostels be increased by 6.1% to £23.33 a week.
13. That charges for high and medium demand garages be increased by 2.5% and that rents for low demand garages be frozen.

14. That support charges for mobile support for older people be increased by 6.1% as follows:

<b>Service</b>	<b>Weekly support charge in 2011/12 – 52 weeks</b>	<b>Weekly support charge in 2012/13 – 52 weeks</b>
Support – low level	£4.83	<b>£5.12</b>
Support – medium level	£9.65	<b>£10.24</b>
Support – high level	£12.07	<b>£12.81</b>
Community support (previously called 'Itinerant round')	£1.04	<b>£1.10</b>

15. That the Careline support charge for sheltered tenants be increased by 6.1% as follows:

<b>Service</b>	<b>Weekly support charge in 2011/12 – 52 weeks</b>	<b>Weekly support charge in 2012/13 – 52 weeks</b>
Careline – sheltered tenants	£3.86	<b>£4.10</b>

16. To leave the Careline support charge for community users unchanged to avoid two increases within 12 months as the charge was last increased in September 2011.

17. That Telecare support charges be increased by 6.1% as set out below:

<b>Service</b>	<b>Weekly support charge in 2011/12 – 52 weeks</b>	<b>Weekly support charge in 2012/13 – 52 weeks</b>
Telecare – base unit plus two sensors	£6.00	<b>£6.37</b>
Additional telecare sensor	£1.00	<b>£1.06</b>

18. To put in place transitional arrangements to correct the undercharging, by £4.18 a week, of tenants in the former Hornchurch mobile support pilot scheme, whereby the full charge would be gradually increased over the five year period 2012/13 to 2016/17 inclusive for the 13 tenants paying for this service; for 2012/13 this amounts to a weekly charge (52 weeks) of £0.84.

19. To approve the Council's Self Financing Business Plan as set out in Appendix 5 of the report.

56 **TREASURY MANAGEMENT STRATEGY STATEMENT, MINIMUM REVENUE PROVISION POLICY STATEMENT AND ANNUAL INVESTMENT STRATEGY 2012/13**

*Councillor Roger Ramsey, Cabinet Member for Value, introduced the report.*

The report explained that the Council was required to receive and approve, as a minimum, three main reports each year, which incorporate a variety of policies, estimates and actuals. These reports were required to be adequately scrutinised by committee before being recommended to the Council; a role which was undertaken by the Council's Audit Committee.

The subject of the report before Cabinet members was the 'Prudential and Treasury Indicators and Treasury Strategy'. The report covered the following areas:

- the capital plans (including prudential indicators);
- a Minimum Revenue Provision Policy (how residual capital expenditure was charged to revenue over time);
- the Treasury Management Strategy (how the investments and borrowings were organised) including treasury indicators; and
- an investment strategy (the parameters on how investments were managed).

The Treasury Management Strategy Statement, which incorporates the Minimum Revenue Provision Policy Statement and the Annual Investment Strategy, were attached as an appendix to the report.

**Reasons for the decision:**

The statutory Codes set out that the Council ought to approve a Treasury Management Strategy Statement, the Minimum Revenue Policy Strategy and the Annual Investment Strategy for 2012/13.

**Other options considered:**

There were no good reasons to depart from the provisions of the relevant Codes.

**Cabinet:**

**Recommended to Council that the Treasury Management Strategy Statement (TMSS) which incorporates the Minimum Revenue Policy Strategy and the Annual Investment Strategy 2012/13, be approved.**

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**Chairman**



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MEETING	DATE	ITEM
<b>CABINET</b>	<b>21 MARCH 2012</b>	

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*Under the Local Government and Public Involvement in Health Act 2007, s. 122, Cabinet is required to consider and respond to a report of an Overview and Scrutiny Committee within two months of its agreement by that Committee or at the earliest available opportunity. In this case, Cabinet is required to do this at its meeting on 21 March 2012. Cabinet is also required to give reasons for its decisions in relating to the report, particularly in instances where it decides not to adopt one or more of the recommendations contained within the report.*

<p style="text-align: center;"><b>REPORT OF THE TOWNS &amp; COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE LIVING AMBITIONS TOPIC GROUP</b></p>
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## **1.0 BACKGROUND**

- 1.1 At its meeting on 6 July 2010, the Towns & Communities Overview and Scrutiny Committee agreed to continue a topic group to scrutinise the Council's Living Ambitions section of the Havering Sustainable Communities Strategy.
- 1.2 The following Members formed the topic group at its outset: Councillors Linda Hawthorn (Chairman) Wendy Brice-Thompson and Garry Pain. Councillor Fred Osborne also joined the group for part of its scrutiny.
- 1.3 The topic group met on three occasions and carried out a total of five site visits.

## **2.0 SCOPE OF THE REVIEW (Agreed 28 July 2010)**

2.1 To focus on specific activities and programmes available for younger people that are provided by Culture and Leisure services and to establish that these activities and programmes have, where possible, specific learning outcomes.

2.2 These activities and programmes would include:

Sports Development Team (coaching)  
Libraries Services (literacy and reading groups)  
Havering Music School  
Parks Apprenticeship Scheme

## **3.0 FINDINGS**

### **3.1 Health and Sports Development Service**

Officers explained that the aim of the Health and Sports Development Service is to provide opportunities for all members of the community to participate in sport and physical activity allowing each individual to achieve their full potential.

The Health and Sports Development Service works in partnership with a wide variety of organisations including NHS ONEL, Sport England, Governing Bodies of Sport, Pro Active East London, Havering Community Sport and Physical Activity Network, local School Sports Collective, voluntary sports clubs and the private sector.

The Health and Sports Development Service provides structured activities for all the community including both universal and targeted activity programmes for adults, children and young people.

The main areas of work are:

- Adult Physical Activity Programmes including seasonal programmes (e.g. 'Spring into Action') targeted physical activity programmes (specific demographics) and the Healthy Walks Scheme
- Physical Activity Referral Scheme (in conjunction with NHS ONEL)
- Sports activities for children and young people including holiday sports programmes, football coaching in schools and the MEND programme
- Co-ordination of teams for Inter-borough events e.g. Balfour Beatty London Youth Games, Panathlon and 5 Your Way



- Events e.g. ‘Here Come the Girls’ (activity day for women and girls) and ‘Havering Active for All’ (inclusive sports day)
- Promotion of ‘Inclusive and Active 2’ (the Mayor’s sport and physical activity strategy for disabled people in London)

### 3.2 **Libraries Services**

The Topic Group visited Hornchurch Library and spoke to members of the reading group. There were 14 reading group members present.

Reading groups have been in existence for many years but they have recently enjoyed an enthusiastic revival in many public libraries and the media in general. Indeed, many groups in Havering have proved very successful and been oversubscribed. Library based groups aim to provide a fun and relaxing environment where readers can enjoy and share each other's opinions and experiences of books. Refreshments were provided at the Hornchurch Library group and everyone was welcome.

The reading group members were very enthusiastic and explained that they were like-minded people, who were able to socialise, read books that they might not have done otherwise and then discuss the book at length.

The reading group were very supportive of the services that the library provided and their only concern was of any danger of the group closing down.

Other points raised during the visit included

- Sometimes the group needed large print books and these were not always available in sufficient numbers to allow the visually impaired members of the reading group to each have their own copy of the group’s current book (see recommendation 4.1).
- On occasion members needed to keep the books for longer than was permitted by the library.
- There used to be a member of staff in attendance but now the group was co-ordinated by members. While this was in accordance with national initiatives such as “The Big Society” and reading group members appreciated this, they felt that there were still times when further support was needed from the library service itself (see recommendation 4.2).

### 3.3 **Music Schools in Havering**

The Topic Group made two visits to music schools in the borough.

### Havering Music School

The school has over 80 full and part time teaching staff who teach over 3,500 pupils per week in primary and secondary schools across the borough.

All primary schools received Wider Opportunities teaching to allow another 2,500 pupils per week access to music lessons. This is a Government programme to allow all primary school pupils who wish to, the opportunity to learn a musical instrument.

Lessons are provided to pupils of all abilities from beginner to advanced on most orchestral instruments plus voice, drum kit, keyboard and piano. In secondary schools the lesson times rotate to avoid pupils missing the same lessons, as music lessons are usually taught during the day.

Pupils can work towards graded music examinations. Exam results count towards university entrance and are valued by employers. Pupils are also encouraged to play in bands, choirs, orchestras and ensembles at evening and Saturday Music Centres.

Classes at the music school include brass, woodwind and percussion where a former pupil was the teacher. Fees vary between £19 and £37 per term according to what was being taught and the length of time spent at the school.

The Topic Group also met with the friends of the music school who helped out in the café who spoke very passionately about the school and how the children enjoyed attending. Both the teachers and the friends of the school were concerned about any possible withdrawal of funding in the future which could force the school to close (see recommendation 4.3).

### Abbs Cross Music School

This music school buys into the Havering Music School services which provide teachers and the instruments needed.

Members observed a viola lesson that only one pupil attended and were impressed by the standard of teaching and noted the advantages of one-to-one tuition.

The pupils started at the intermediate level and worked through the grades from level one to level six with exams taken at regular intervals. All pupils were however accepted to the school regardless of musical ability. School assemblies and an Art Week were used to encourage natural motivation (see recommendation 4.4).

## 3.4 **Parks**

Visits took place to several parks in the borough including Cottons, Harrow Lodge and Raphael. Although not in the original scope of the review, the topic group did also wish to bring to Cabinet's attention the position with the following areas of Parks operations:

Apprenticeship Scheme for the Parks Service  
Inter-Active playsite at Raphael's Park  
The Standard of Park Signage  
Improvements made that have led to a Green Flag award for Cottons Park

### Cottons Park – Green Flag

Improvements noted by the topic group included:

- Resurfaced paths for wheelchair and pushchair use
- The introduction of a totem poles feature dedicated to the memory of people, including four children, killed in a World War 2 bombing near the park
- Ecology features including beds for butterflies and insects and a special planted area where the grass was allowed to grow naturally to encourage the growth of wild flowers
- A wall that had been prone to graffiti had been planted with prickly shrubs in front of it
- The introduction of a skateboard area and play areas for younger people including an outside gym for all
- Signage in the park was considered good as the wording was angled making it easier to read and the wording included a history of the park. The signage was pleasing to the eye and did not include too many "don't's". Members felt signage of this type could be adopted in other Havering parks (see recommendation 4.5).

### Raphael Park – Interactive Playsite

Improvements noted by the topic group included:

- Equipment to suit all ages of children had been introduced including swings and roundabouts and a dedicated roundabout for disabled children
- The installation of various wooden block shapes and tree trunks for imaginative play
- The site had been fenced off in an appropriate way to ensure children's safety

The signage in the park was however not as good as Cottons Park as there was no history of the park in the wording. The group felt too many of the notices were of a small size and the signage material was easy to graffiti.

A particular problem noted by Members was that there were no toilets located in the vicinity of the play area. Parents explained that they often had no alternative but to use nearby bushes as toilet areas for their children. The topic group was extremely concerned by this and felt that the lack of toilet facilities in this park was in danger of undermining the considerably improved facilities for children that had recently been installed

## Apprenticeship Scheme

The Topic Group met with Parks staff who explained that the apprentices undertook several months hands on work followed by college attendance for two months after which they return to work. Members had the opportunity to speak directly with an apprentice at Harrow Lodge Park who gave extremely positive feedback about their experiences since joining the scheme.

Staff suggested that day release to college would be more effective as the current two month release system was quite intensive

### **4.0 RECOMMENDATIONS**

- 4.1 That the Library Service consider increasing the range and stock of large print books available in the libraries.
- 4.2 That support be provided by the Library Service to assist and facilitate reading group members who wish to take on the running of the groups themselves.
- 4.3 That Cabinet ensures that current funding for the music schools is continued as far as is possible.
- 4.4 That Cabinet endorses the “buy-in” system of music school services as seen at Abbs Cross Music School.
- 4.5 To consider changing the signage in the Borough’s parks to match that of Cottons Park and to include the history of the relevant park in all entrance signs.

### **ACKNOWLEDGEMENTS**

The topic group would like to thank the following people for their assistance with this review:

Margaret Campbell (Sports Development Team)  
Isobel Liebman (Havering Music School)  
Ann Rennie/Ruth Gedalovitch (Libraries/Reader Development Team)  
Simon Parkinson (Head of Culture and Leisure Services)  
Martin Stanton (Havering Parks)

**Head of Service Comments:**

**Comments from the Head of Culture and Leisure Services.**

The Head of Culture and Leisure Services welcomes the interest shown by the members of the Topic Group and the recommendations that have been included in their report, where they relate to Culture and Leisure Services (i.e. recommendations 4.1, 4.2, and 4.5).

In relation to recommendation 4.1 the Library service will actively consider increasing the range and stock of large print books, with associated costs covered from existing budgets. Assuming that there is a demand from library users and there is no detrimental impact on the purchase of other book stock, the Library service will definitely purchase more large print books. In relation to recommendation 4.2 the Library service will give support to reading group members who wish to take on the running of groups themselves.

In relation to recommendation 4.5 the new signage that has been installed in all of Havering's 8 Green Flag parks (including Cottons Park) is the standard that the Parks service aims to achieve in as many of the borough's parks as possible. For example there are plans to install similar signage at Raphael Park, linked to the major restoration scheme that will be progressed in 2012. The provision of new signage in other parks will be subject to the availability of additional funding for such investments.

New toilets will be installed in the immediate vicinity of the interactive play site in Raphael Park, linked to the restoration scheme referred to above.

The arrangements have changed since the Topic Group considered the issue of day release for apprentices and the proposed new arrangements are already in place. The apprentices already benefit from a day release scheme, where they can obtain NVQ level 2 qualifications at Writtle College.

Simon Parkinson  
Head of Culture and Leisure Services  
22.11.11

**Comments from the Head of Learning and Achievement**

The Head of Learning and Achievement welcomes the interest shown by the members of the Topic Group in the Havering Music School, which sits as part of the responsibilities of the Learning and Achievement Service area.

The service would like to comment about the statement made in 3.3 in relation to the Havering Music School where there is a potentially misleading statement about a possible withdrawal of funding to the Music Service.

For clarification, as part of the Havering 2014 Transformation Programme, services that currently trade with schools have been asked to move towards a full cost recovery model i.e. a model whereby charges to schools and families

more fully cover the costs of the service. The Music Service is one of those services. As a result, the Music Service is consulting on a model that suggests making a number of changes to the staffing, the charges to schools and parents, and payments to staff.

The proposals which have just been launched for a 90 day consultation period have been planned to ensure that there is a Music Service for families and schools in Havering. The proposals should give greater flexibility and opportunity to generate additional income providing long term sustainability to the Music Service so that it can build on the very considerable strengths that it already has and give even more young people the types of opportunities that have been afforded to past and current pupils.

In relation to recommendation 4.3, the proposal set out above would ensure that the income currently received for the services provided for the Music School will cover the costs of the service. It is also helpful to note that the Music School also receives government funding and the government currently is planning for this to continue into the future.

In relation to recommendation 4.4, the service welcomes the endorsement of the Topic Group to the arrangements put in place by the Music School for those schools who wish to purchase its support for their pupils.

Mary Pattinson  
Head of Learning and Achievement  
22.11.11

### **Financial Implications and Risks:**

*Clearly the recommendations made in this report need to be seen in the context of the council's financial planning process, and the current adverse financial situation. Specific comments are as follows:-*

#### Recommendation 1

That the Library Service considers increasing the range of stock of large print books available in the libraries.

*The Head of Service reports that this will be done, subject to monitoring of the impact on existing budgets. Total bookspend is £215,000 with a budget of £23,000 for large print books.*

#### Recommendation 2

That support be provided by the Library Service to assist and facilitate reading group members who wish to take on the running of the groups themselves.

*This can be achieved without additional cost. Existing staff will provide support to user groups.*

#### Recommendation 3

The Cabinet ensures the current funding for the music schools is continued as far as possible.

*The Head of Service reports that proposals are out to consultation on changes to ensure a sustainable Music School in Havering, but moving to a full cost recovery basis. It is also reported the school receives government funding, which is currently scheduled to continue.*

Recommendation 4

That Cabinet endorses the “buy in” system of music school services as seen at Abbs Cross Music School.

*The “buy in” system is proposed to continue, and as per comment in paragraph above, proposals are being consulted on which will lead to this being more sustainable.*

Recommendation 5

To consider changing the signage in the Borough’s parks to match that of Cottons Park and to include the history of the relevant park in all entrance signs.

*The Head of Service reports that this is planned for Raphael Park during 2012. Further signage improvement would be subject to resource availability usually from the Heritage Lottery Fund*

Conway Mulcahy  
Strategic Finance Partner  
12.12.11

**Legal Implications and Risks:**

None

**Human Resources Implications and Risks:**

None

**Equalities and Social Inclusion Implications and Risks:**

Recommendation 1

That the Library Service considers increasing the range and stock of large print books available in the libraries.

*This would have a positive impact on the disability protected characteristic by increasing the choice available for library users with visual impairments.*

Recommendation 2

That support be provided by the Library Service to assist and facilitate reading group members who wish to take on the running of the groups themselves.

*This could potentially impact positively on the race/ethnicity/nationality characteristic by allowing reading groups to more accurately reflect the make-up of the population they are based in. Support from library staff could assist reading groups in contacting hard to reach groups etc.*

Recommendation 3

That Cabinet ensures that current funding for the music schools was continued as far as is possible.

*Like all Havering's education services, the music schools in the borough would seek to deliver its services equally to all sectors of its student population. There are therefore no direct equalities risks or implications arising from this recommendation.*

Recommendation 4

That Cabinet endorses the "buy-in" system of music school services as seen at Abbs Cross Music School.

*Like all Havering's education services, the music schools in the borough would seek to deliver its services equally to all sectors of its student population. There are therefore no direct equalities risks or implications arising from this recommendation.*

Recommendation 5

To consider changing the signage in the Borough's parks to match that of Cottons Park and to include the history of the relevant park in all entrance signs.

*The installation of new signage in the borough's parks could potentially impact positively on younger park users, those with visual impairments and those who do not have English as a first language.*

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**Background Papers List**

None



# CABINET

# REPORT

21<sup>ST</sup> MARCH 2012

**Subject Heading:**

The Future of the Council's Housing management service

**CMT Lead:**

Cynthia Griffin – Group Director, Culture and Communities

**Report Author and contact details:**

Sue Witherspoon /Paul Rylie  
Housing and Public Protection  
01708 433747

**Policy context:**

The report follows the Cabinet decision on 28 September 2011 to consult residents about the future of Homes in Havering

**Financial summary:**

The potential annual savings from bringing housing management in house are estimated at £300,000

**The subject matter of this report deals with the following Council Objectives**

- Clean, safe and green borough [x]
- Excellence in education and learning [ ]
- Opportunities for all through economic, social and cultural activity [x]
- Value and enhance the life of every individual [x]
- High customer satisfaction and a stable council tax [x]

**SUMMARY**

This report gives the result of the recent test of resident opinion on whether Homes in Havering (HiH) should continue to manage the Council's housing stock, or whether the service should be brought in-house. It proposes that officers be instructed to negotiate ending the agreement with Homes in Havering and to make preparations for the Housing management service to be brought in-house.

**RECOMMENDATIONS**

- 1) That having noted the results of the tenant and leaseholder consultation, the cost/benefit analysis and the risk analysis, it is agreed that the management of the Council's housing stock be brought back in-house.
- 2) That the Head of Housing and Public Protection in consultation with the Group Directors of Finance & Commerce and Culture and Community and the Assistant Chief Executive be authorised to negotiate and conclude a termination of the management agreement with Homes in Havering as soon as practicable.
- 3) That the Group Director Culture and Community acting as the shareholder of the Council's shares in Homes in Havering Ltd be authorised to take all such steps as may be necessary to achieve the termination of the management agreement for the Council's housing stock.
- 4) That Cabinet delegates to the Lead Member for Housing authority acting in consultation with the Group Director of Culture and Communities to take such decisions as may be necessary to facilitate the process of bringing back the housing service in house unless such actions would have significant financial implications in addition to those outlined in this report, in which case a further report would be brought to Cabinet.
- 5) That Cabinet requires that the retained housing services and Homes in Havering maintain the quality of the housing service and delivery of the programme of Decent Homes work

**REPORT DETAIL**

1. Background

- 1.1 On the 28 September Cabinet approved a report on the future housing management arrangements for the Borough. The following recommendations were agreed:
  - That Cabinet agree to consult tenants and leaseholders about the future of the housing management service, and establish a budget of £50,000 to carry out this work.
  - That the Council's preferred option is to bring management of the Council's housing stock back in-house, although a final decision will not be taken until Cabinet receives the results of consultation with tenants and leaseholders.
  - That Cabinet agree to receive a report on the results of the Consultation in March 2012 in order to agree the future management arrangements.

## Cabinet 21<sup>st</sup> March 2012

- That authority to develop detailed proposals and consultation materials to put to tenants and leaseholders in order to seek their views on the future of the housing management service be delegated to the Lead Member for Housing and Public Protection.
- 1.2 The Cabinet Member for Housing made an Executive Decision approving the consultation process in November 2011. This decision confirmed the arrangements for raising awareness of the issues with residents and for carrying out the consultation. It provided for a test of opinion rather than a formal ballot in order to achieve consistency with the process used prior to the formation of HiH.
- 1.3 A programme of consultation was implemented which in summary consisted of:
- Articles in the Council's newsletter and the HiH newsletter
  - Material on the Council's and HiH's websites
  - A set of frequently asked questions on the two websites
  - Presentations at resident meetings. A total of 526 residents attended 35 meetings. (Residents who attended more than one meeting were counted each time.) The meetings included the HiH Residents' Conference in October as well as pre-existing resident representative meetings, public meetings purely about the consultation and special meetings at each of the sheltered schemes. A presentation which set out the facts in a neutral way was given at each meeting and all attendees were given the opportunity to speak and to ask questions
  - The appointment of an Independent Tenant Adviser, who dealt with 55 enquiries during the consultation;
  - A questionnaire sent by post to each individual tenant and leaseholder with a summary of the key issues. The Electoral Reform Society (ERS) was appointed to conduct the test of opinion. Residents were invited to express their opinion by post, (using a pre-paid envelope) by free phone or on-line.

## 2. Result of the test of opinion

- 2.1 The test of opinion closed on 16 February. Residents were asked to choose one of three responses. (The exact wording is reproduced in the table below.) Residents who said they did not mind should not be regarded as approving of either of the two options.
- 2.2 In total, 14,793 test of opinion questionnaires were issued. Of these, 5,836 were returned, that is, 39.4%. This figure is better than many equivalent consultations and reflects well on the way the process was conducted in Havering.
- 2.3 The results were as follows:

	Number	%
I would like Homes in Havering to continue to provide the housing service	1,874	32.1
I would like the housing service to be	2,817	48.3%

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provided by Havering Council		
I do not mind	1,141	19.6%
Total	5,832	100.0%

### 3. Response from the Board of Homes in Havering

3.1 The Board of Homes in Havering were invited to express their views about the proposed changes to the future of the ALMO. Their views are expressed in a formal response which was received on 5<sup>th</sup> March 2012. The response is attached to this report, as Appendix 3.

### 4. Government guidance on ALMO consultation

4.1 At the time of the cabinet decision in September 2011, the guidance on ALMO consultations consisted of a document issued in 2006. In December 2011 the Department of Communities and Local Government issued updated guidance to Local Authorities considering the future of their ALMO housing management services.

4.2 Most of the new guidance simply reinforces the earlier document. There is however a significant new provision which we need to respond to at paragraph 21. This is that councils are asked to undertake a cost-benefit and risk analysis exercises before reaching a decision.

4.3 These exercises have been completed and the results are given in appendices 1 (cost/benefit analysis) and 2 (risk analysis). Cabinet is invited to consider the two documents before reaching decisions on the other recommendations.

### 5. The proposed implementation process

5.1 The Council does not have the power to bring the agreement with HiH to and end simply by giving notice. Instead, it will be necessary to negotiate with the Board of HiH to achieve a mutually agreed termination of the contract. Should the current Board be unwilling to do this, then it may be necessary for the Council shareholder to call an Extraordinary General Meeting to require Board members to step down and to appoint new members.

5.2 Once the process set out in 4.1 has been concluded, it is proposed that an in-house service be established through a three stage process, as follows:

- First, taking the minimum legal and administrative action needed to close down HiH and pass responsibility to the Council. This will involve transferring the housing management service from HiH to LBH without significant change.
- Second, drawing up proposals for the future housing service, and consulting on the key issues. The proposals will cover new governance

arrangements, possible integration with existing council services (e.g. call handling, grounds maintenance and community safety and CCTV, press and public relations) (see 5.1 below), and the priorities and plans of the new service.

- Third, implementing change to the service following resident consultation.
- .4.3 Officers will establish a corporate project management group to oversee the legal, financial, Human Resources and IT work necessary to wind the HiH company up, and to create a new in-house service.
- 4.4 The communications strategy will be of critical importance. The corporate project management group will have responsibility for overseeing the communications necessary with tenants, leaseholders, staff and other stakeholders. There are many tenants who have expressed their views strongly at many of the consultation meetings, and it will be important to address the concerns that they raised at those meetings. The main concern expressed by tenants during the consultation process was that the quality of the management service should be maintained, and the programme of the Decent Homes work should be completed. The consultation process will be designed to convey the vision for the new service, to give employment information for staff, and specific service details to residents and other stakeholders.

5. Issues needing future decisions

- 5.1 A decision to adopt the three stage process set out above will give rise to the need for decisions on a number of key issues:
- The name or branding to be used for the new in-house service
  - Arrangements for leadership and management of housing (both strategic and housing management) through the transition and beyond.
  - Decisions on the potential for the integration of HiH and Council services which are currently provided separately.
  - The establishment of a new Resident Panel as quickly as possible to sustain resident involvement in key Housing Management decisions.
  - Future use of the company shell of Homes in Havering Ltd once the contract transfer has occurred.

These issues are discussed further in Appendix 1, the Cost/Benefit analysis.

- 5.2 These decisions will either be taken by officers in consultation with the Lead Member or reported to Cabinet or Governance Committee for decision as appropriate.

**REASONS AND OPTIONS**

**6 Reasons for the decision:**

6.1 The reasons for this decision are:

- The Council no longer needs to have an Arms Length Management Organisation (ALMO) in order to access funding from the Decent Homes Programme
- The tenants and leaseholders have expressed their views clearly, that they would prefer their homes to be managed by the Council, rather than retain the existing ALMO structure
- The integration of the housing management service with the remaining housing services will provide a more transparent and accountable structure for the housing service
- The removal of duplication in the management and governance arrangements for the service will save at least £300,000.

**6.2 Other options considered:**

Other options considered are:

Option 1: to retain the current ALMO, Homes in Havering

This option as rejected as it is more expensive than re-integrating the service with the retained housing services in Havering. In addition it is not the preferred option of the tenants and leaseholders of Havering.

Option 2: to merge with another ALMO

This option was explored with the London Borough of Redbridge. However, although this option appeared very attractive, providing a greater level of savings than the chosen option, it was not available eventually, as the London Borough of Redbridge decided not to pursue this option.

**IMPLICATIONS AND RISKS**

**7. Financial implications and risks:**

- 7.1 £300k is the current estimate of the possible annual savings of bringing housing management in-house. This cost would be before the cost of any redundancies, which would be funded by the HRA.
- 7.2 The proposal would have one-off transition costs, which are referred to in paragraph 9 of Appendix 1. Those costs are certainly not expected to exceed £300k, the estimated annual savings. During the closing of the

2011/12 accounts, a more formal estimate of these costs will be prepared, and a sum earmarked from balances.

- 7.3 As required by the new guidance issued in December 2011 by the Department for Communities and Local Government (DCLG), a cost/ benefit analysis has been prepared. This document sets out the financial implications in detail and is given as appendix 1

**8. Legal implications and risks:**

- 8.1 As required by the new guidance issued in December 2011 by the DCLG, a risk analysis has been prepared. This document sets out the risks and their implications in detail and is given as Appendix 2

- 8.2 There will be the need to transfer supply and service contracts and other assets held by HiH as part of the process. While the Council will take the benefit of those agreements, it will also have the burden of them.

**9 Human Resources implications and risks:**

- 9.1 A decision to bring the ALMO back in house will result in a TUPE transfer from HiH to LBH. The main effect of TUPE is that staff employed or assigned to work in the areas of the relevant business transfer functions and services (e.g. all those employed or engaged at the point of transfer by HiH) will be covered under the Regulations. TUPE effectively provides that staff affected by relevant business transfers have their terms and conditions protected from change following the transfer.

- 9.2 In light of the above, the implications of TUPE for bringing HiH back in-house may be summarised in the following terms:

- 9.2.1 all staff employed by HiH at the point of transfer have a right to transfer to LB Havering

- 9.2.2 differential terms and conditions between LBH Havering and HiH may not be harmonised or standardised in connection to a relevant transfer and this may apply to potential changes *prior to and following* a transfer or change in service provision

- 9.2.3 it is essential that relevant staffing information is gathered in regard to current terms and conditions (all formal and informal contractual terms) of relevant staff so that an assessment can be made of likely costs in preparation for moving towards a new delivery model for the eventual in house service;

- 9.2.4 staff affected by TUPE will need to be determined

- 9.2.5 A HR work-stream will need to support the above to ensure that there is early identification of staff likely to be affected and appropriate consultation with staff and trade unions.

**10 Equalities implications and risks:**

- 10.1 Considerable efforts were made during the consultation to consult harder to reach groups. Of note, consultation meetings were held in each of the Council's sheltered schemes, a session was held at Homes In Havering's well attended tenant's conference last Autumn and responses to the test of opinion could be provided online, by telephone or by post. Therefore, we can be confident that all Council tenants and leaseholders were given the opportunity to participate in the consultation.
- 102 People on low incomes, older people and more vulnerable households are all over represented among Council tenants. Therefore, any changes to the service which will deliver efficiencies and improvements will benefit these people and households with these protected characteristics.

**BACKGROUND PAPERS**

Report to Cabinet, September 2011  
Consultation materials and working papers held in the Housing and Public Protection Department



## Appendix 1

### **An in-house housing management service: cost/benefit analysis of the options of creating an in-house service and retaining Havering's ALMO.**

In January and February 2012 residents were invited to express their views in the future of the Council's Arms Length Management Organisation, Homes in Havering, through a test of opinion. The results of the test of opinion were...

The Council is now considering making arrangements to bring the service in-house. This document examines some of the financial implications of the decision.

The Council is considering the establishment of an in-house service through a process involving three stages, as follows:

- First, taking the minimum legal and administrative action needed to close down HiH and pass responsibility to the Council. This will involve transferring the housing management service from HiH to LBH without significant change
- Second, drawing up proposals for the future housing service, and consulting on the key issues. The plans will cover new governance arrangements, possible integration with existing council services (e.g. call handling, grounds maintenance and community safety and CCTV, press and public relations), and the priorities and plans of the new service.
- Third, implementing change to the service, based on the outcome of the resident consultation.

A decision to bring the service in-house does not however necessarily imply change in the way the front-line housing services are provided. Indeed the proposal is to bring these services in-house without major change in the first instance. This cost/benefit analysis therefore focuses on those issues where there may be opportunities to review the way services are provided.

Issue	In-house service	Retention of HiH	Comments on benefits
1) Management arrangements cost and quality issues	If the service were brought in-house all current HiH staff would transfer to the Council. Once the transfer is completed, there may be scope to review the arrangements for both the former HiH staff and Council staff. It may be possible to achieve a reduction in the number of senior managers in the housing service and this might produce a saving of say some 33% of the current annual ongoing cost.	If HiH were retained the senior structure in both HiH's and the Council's housing service would remain as at present: a Chief Executive and three Directors within HiH and one Head of Service and one Service Manager within the Council's strategic housing function, all with admin support. The combined cost of the current senior structure (including admin support) is £810,000	For quality to be maintained Housing will need highly skilled leaders in sufficient numbers to avoid overloading individuals. Leaders will need to be sufficiently rewarded to retain their services. The current separation of HiH from the Council creates significantly more work for both HiH and LBH senior staff than would be the case in an integrated service. By eliminating duplications and achieving more integration, we will be able to sustain service quality and in time achieve a reduction in the cost. The current estimate of savings is around £300k a year
2) Management arrangements: implications of leadership changes on staff teams	As noted above, if the service is brought in-house there is a danger of reduced senior manager input during the transition. This would coincide with a period when staff particularly needs leadership. In order to prevent a drop in performance during the transition, additional resources	If HiH were to carry on providing the service, their ability to retain good senior managers would remain high	The danger of disruption and loss of performance is a feature of any major change process. The impact can be minimised by anticipating where leadership will be needed, and deploying the resources required.

	may have to be put in. This may take the form of interim managers or acting up arrangements. The potential cost cannot be quantified at this stage		
3) Management arrangements, implications for HRA self financing	HiH employs a number of senior staff with expert knowledge of HRA self financing. If the service is brought in-house this expertise will still be needed. It will be important to encourage key individuals to remain in the organisation. Salaries will in any event be dictated by the TUPE rights enjoyed by the staff.	If HiH were to carry on providing the service, their ability to expert staff and managers would remain high	Self Financing is the most fundamental reform to housing finance in a generation. Although it would be possible to replace key individuals if they left, the loss of their local knowledge should be avoided if possible. The cost of retaining the key individuals is unlikely to be any higher in an in-house structure than it currently is as part of HiH.
4) Governance: cost and quality issues	If the service comes in-house, the HiH Board would cease to operate. Instead decisions would be taken by Members and senior Council officers. This change would simplify the decision making process. This simplification would save staff time and contribute to achieving the saving identified in 1) above	If the service remained with HiH, the HiH board and its committees would continue to operate. The HiH Board typically deals with a greater level of detail than Members deal with in the Council. A significant proportion of HiH senior management time is spent reporting to the Board.	During the consultation on the future of HiH, some residents expressed concern about the accountability of the HiH Board. They felt accountability through the local democracy would be preferable. Many residents said they would prefer to take their individual issues to their ward Member than to an HiH Board Member. Bringing the service in-house has the

			benefit of meeting residents wishes
5) Governance: implications for Resident Involvement	In order to sustain resident involvement in an in-house service, it is proposed to create a new resident forum for tenants and leaseholders. This would give residents a voice in housing management issues by giving them access to the Lead Member. The other resident meetings would continue as at present. The establishment of such a body would have cost implications. These are likely to be modest – less than £5,000 a year – and less than the saving from the simplification of governance which would be achieved in an in-house service.	If the service remained with HiH, residents would continue to be involved in Governance through their seats on the Board and extensive participation in other meetings. The cost of servicing the current governance structure would remain high.	The proposed new resident forum offers the advantage of direct access for a wider group of residents to the Lead Member. It would however have the disadvantage of being an advisory body only, in contrast to the decision making role undertaken by resident Board members in the current HiH structure.
6) client /contractor split	If the service is brought in-house the current complex arrangements for the management of the agreement with HiH will no longer be required. This would save senior staff time contributing to the saving identified in 1)	If HiH were to be retained, the current complex client contractor relations would have to be sustained.	The removal of the client/contractor relationship would make it easier for senior managers to concentrate on delivering high quality services to residents.

	above. In addition it would simplify the three-way relationship which exists where HiH sub-contracts “blue collar” services to LBH, for example grounds maintenance. This simplification would save staff time and contribute to achieving the saving identified in 1) above.		
7) Integration of services	Bringing the service in-house may enable us to simplify structures and eliminate duplications with existing Council services in a number of areas. The detailed work on the extent and nature of potential integration has yet to be carried out, and so savings cannot yet be quantified	The existence of HiH as an independent body gives rise to separation of services such as call handling and CCTV. If HiH were retained many of these duplications would continue.	Integration of services offers the potential for service improvements through faster decision making and a greater focus on outcomes. There is also the potential for substantial savings
8) Accountability	Bringing the service in-house would simplify and unify the way housing is governed. This would make for more transparent accountability at senior management and Member level. No saving would be achieved but residents	The retention of HiH would mean continuing with the current division of responsibilities. This causes some confusion among residents and leads to blurring of responsibilities.	There is evidence of a degree of confusion among residents about responsibilities. Bringing the service in-house would assist considerably in addressing this.

	wishes would be met.		
9) One off costs	<p>A decision to bring housing management in-house will create a number of one-off transition costs. Examples include:</p> <ul style="list-style-type: none"> <li>Legal work</li> <li>HR work</li> <li>IT work</li> <li>Changes to accounting structures</li> <li>Further resident consultation</li> <li>Changing signage and stationary</li> <li>Project management</li> </ul>	If the service is left with HiH there would be no transition costs	The exact cost of these items has yet to be calculated, and it will depend to some extent on decisions about the new service which have yet to be taken. However it is currently estimated that the cost will not exceed £300,000 (the annual revenue saving)

## Appendix 2

### **Havering's housing management service: risk analysis of a decision to create an in-house service.**

In January and February 2012 residents were invited to express their views in the future of the Council's Arms Length Management Organisation, Homes in Havering, through a test of opinion. The results of the test of opinion were...

The Council is now considering a formal decision to bring the service in-house. This document examines the risks which arise from such a decision.

The Council is considering the establishment on an in-house service through a process involving three stages, as follows:

- First, taking the minimum legal and administrative action needed to close down HiH and pass responsibility to the Council. This will involve transferring the housing management service from HiH to LBH without significant change except to the senior management team.
- Second, drawing up proposals for the future housing service, and consulting resident on them. The plans will cover new governance arrangements, possible integration with council services (e.g. call handling, CCTV, grounds maintenance and community safety), and the priorities and plans of the new service.
- Third, implementing change to the service, based on the outcome of the resident consultation.

The format of this document will ensure compliance with the Department of Communities and Local Government guidance on the consideration of the future of local councils' ALMOs dated December 2011. The risks identified in the document reflect the guidance.

The table below analyses the risks and shows the steps which need to be taken to mitigate them. (In the table 1 is low).

<b>Risk</b>	<b>Likelihood score 1- 5</b>	<b>Impact score 1- 5</b>	<b>Combined score 1-10</b>	<b>Mitigation</b>
1. Short term loss of key executive level staff with impact on service quality	3	3	6	Appointment of interims if necessary
2. Short term loss of key finance staff with impact on plans for self financing	3	4	7	Appointment of interims if necessary
3. Short term loss of key technical	3	3	6	Appointment of interims if

staff with impact on condition of stock				necessary
4. Loss of focus on services and reduction in performance during the transition	2	4	6	Implementation of an effective staff communication strategy
5. Revised governance arrangements leading to less resident involvement	1	4	5	Early creation of Resident Panel
6. Loss of service quality arising from reduced staff morale	2	4	6	Implementation of an effective staff communication strategy
7. Loss of service quality arising from IT complications	2	3	5	Early meetings with IT to iron out problems
8. Loss of service quality in Strategic Housing arising from overstretch	2	3	5	Appointment of interims if necessary
9. Cost of transition over-runs	2	2	4	Adequate budget created and project management to include control
10. Annual revenue savings are not realised	2	2	4	Discussions with other LBH services on scope for integration.
11. The councils consultation and decision making processes are challenged	2	1	3	Continue to comply with statutory guidance and good practice.
12. Changes in Government guidance or statutory requirements during the transition	1	2	3	None possible
13. Excessive				Manage



short term expectations from tenants and leaseholders	4	2	6	expectations via published material and meetings with residents
14. Unreasonable expectations of the future service arising from consultation	2	2	4	Manage expectations via published material and meetings with residents
15. The Board of HiH does not agree voluntarily to wind up HiH.	2	2	4	If necessary call an EGM and appoint new Board members
16. Insufficient senior staff capacity to support the transition project	4	4	8	CMT decision about how to resource the project. Use external specialists if necessary.
17. Changes in the required extent of reintegration of services made after reorganisation has started	4	4	8	Identify the risk clearly at the start of any reorganisation

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## **BOARD RESPONSE TO TEST OF OPINION RESULT AND THE RETURN OF HOUSING MANAGEMENT TO THE COUNCIL**

### **1.0 Summary Response**

- 1.1 In summary this response looks to build on the successes of Homes in Havering over the last 2 to 3 years. The board requests that the council keeps what works well at present. It also however, accepts that there is a need to deliver efficiencies where services are duplicated between HiH and LBH.
- 1.2 The Board of HiH would like to see an integrated, comprehensive housing service led by a dedicated Head of Service at the council. In addition a Lead Member dedicated to housing is proposed although it is accepted that this would be different from how the council currently works. These proposals are aimed at keeping, if not increasing the current high profile of housing within the borough.
- 1.3 The board requests that senior managers of HiH are involved in the transition planning process as well as in the actual transfer of the housing management service itself.
- 1.4 Most importantly the board is recommending a housing service structure that exists of one housing service concentrating on housing that will deliver an accountable, efficient and quality housing service for residents.

### **2.0 Full response**

- 2.1 The board accepts that the majority of resident's that expressed a view wanted the management of the council's stock to be returned to the council. This view was not necessarily based on the performance of HiH but on a number of issues including the additional cost of an ALMO.
- 2.2 The board believes that it and the council should celebrate the successes of HiH over the last 2 to 3 years. In September 2009 HiH received the 2 star rating from the Audit Commission that released the £112m decent homes funding that had been bid for. Although this was subsequently reduced to £62m HiH were instrumental in securing this level of funding.
- 2.3 Since 2010 a number of services that were at best under performing and in some cases failing have been turned around and have become "shining stars." For example:

- The decent homes teams on target to deliver this year's capital programme whilst delivering substantial value for money savings.
- The finance team with help from all budget holders have turned around the finances of the company making year on year savings and returning the £2.5m bail out needed by the company from LBH as well as aiding the council to deliver a self financing HRA business plan.
- The HR team have brought a professional approach to HR and staff training and are now well thought of within the company – a massive turn around from where the service was in late 2010.
- The performance of MFS has improved incrementally over the last 2 to 3 years as a result of the work of the repairs team.
- Satisfaction with ASB case handling has constantly been at 98% for the last year putting us in the top 5% performers in the country.
- In 2009 there was a complaints handling backlog of over 100 complaints overdue and out of target. For the last year the target of 95% of complaints responded to in 10 days has been exceeded. The quality of dealing with complaints has improved.

2.4 In addition services that were already performing well are now performing as class leading services. For example:

- Resident Involvement and community development work undertaken over the last 18 months culminating in a resident's conference with an attendance of around 250.
- Continuous improvement in rent arrears recovery so that only around 2% of the rent debit is rent arrears – one of the best figures in London.

2.5 There are a number of advantages of a council having an ALMO to manage its housing stock. These are listed below:

- Focused housing delivery and legislative expertise
- Tenant engagement and influence as a core part of service delivery
- Focus on excellence in service delivery
- Board/committee structure provides a focus on service delivery/performance that councils have generally found difficult to replicate under modern forms of local authority decision making
- Greater flexibility, speedier decision making – different regulations and circumstances
- Working in one area, embedded in the community
- Locally accountable
- Potential for broader delivery vehicle
- Entrepreneurial, commissioning culture

2.6 The board believes that the council should keep the majority of the management of housing as a whole service within the council. It would also make sense for the current landlord housing functions of the council to be combined with housing management. This would allow the majority of the advantages listed above to be maintained i.e.

- Focused housing delivery and legislative expertise
- Focus on excellence in service delivery
- Greater flexibility, speedier decision making – different regulations and circumstances
- Locally accountable
- Entrepreneurial, commissioning culture

2.7 The profile of housing that has been raised by having HiH should at least be maintained if not increased in the future. This could be achieved through creating a single housing function managed at head of service level within the council with no other council responsibilities. The fact that council housing is funded from a separate account, the HRA, and the imminent implementation of self financing leads itself to a high profile service with separate senior management resources. The council service will need to grasp the new way of working within self financing and ensure that some of the current processes do not hinder or indeed stop these freedoms from being utilised for the benefit of residents. If in addition the lead member for housing was to have solely a housing responsibility then the profile of housing can be raised even further.

2.8 The board recognises however, that there are a number of services currently undertaken by HiH that duplicate those undertaken by another team at the council. Where these services exist then there is a strong argument that the teams should be combined into a single team / service. The HRA's share of the cash efficiencies generated from this can be recycled into improved services elsewhere or into the housing capital programme.

2.9 The table below identifies those services that the board believes should and could be in the housing function and those that could be combined within a single service. It is recognised that where this single service is situated could be anywhere within the council including in the housing service where relevant. The table is not a complete listing of all individual services but an indication of where major services could be.

Service	Housing Service	Duplicated Service	Comments
Tenancy and Neighbourhood Services	√		
External Caretaking / Bulk Refuse		√	Street Care
Internal Block Cleaning / Housekeepers / Office Keepers / Deep Cleaning	√		Externalise to Contractor
Void cleaning / graffiti	√		Include in new repairs contract

removal			
Grounds Maintenance		√	
Communal Energy Management		√	
Community Safety / ASB / CCTV		√	
Community Wardens	√		
Leaseholders	√		
Rent Recovery – Current Arrears	√		
Former Tenant Arrears		√	Corporate debt recovery
Responsive Repairs	√		
Capital programme and Decent Homes	√		
Voids and Lettings / Allocations	√		Combined Team will give management savings and improved services
Contact centre		√	Need for separate repairs reporting team. Possibly to be included in new repairs contract
Finance	√		To support HRA and self financing business plan
Business Systems	√		Combine with strategic housing systems team
Procurement/ Facilities / Insurance		√	Combine in relevant LBH teams
Human Resources		√	Shared services
Business Improvement / Policy & Research	√		
Quality Assurance	√		
Resident Involvement	√		Combine with Sheltered Resource
Strategic Housing	√		
Sheltered Housing	√		Combine with Housing Management
Homelessness	√		
Private Sector Leasing	√		Combine with Housing Management
Private Sector Housing	√		

2.10 The board believes that with the split of services as outlined above, a strong high profile housing service could be maintained/improved whilst at the same time delivering efficiencies to the HRA or direct to residents through reduced service charges.

2.11 To replace the role of the board it is accepted that the residents' steering body proposed by the council has its merits and could be developed to ensure tenant / leaseholder involvement in the major decisions affecting their homes and lives. This would allow the advantage of an ALMO to be met as below:

- Tenant engagement and influence
- Locally accountable

2.12 However, in addition, to this there should also be a strengthened route for residents' to challenge the performance of the housing function. This could be through a separate panel of council tenants and leaseholders or through the panels that already exist but are still of a mainly advisory nature. This would allow the advantage of an ALMO to be met as below:

- Tenant engagement and influence as a core part of service delivery
  - Locally accountable
- 2.13 The board also believes that it would be good for the combined housing function to keep the branding of Homes in Havering. The brand has a good reputation and keeping it would allow the profile of housing to be kept high on the agenda as well as saving the HRA on rebranding costs.
- 2.14 The board requests that HiH senior officers should be involved in the transition planning and actual transfer of the housing management service to the council. This will ensure a seamless transfer for both staff and residents.
- 2.15 One major concern of the board is that once the housing management function is back at the council decisions will take longer to be made, decisions will be made for corporate advantages rather than for the tenants' benefit and that tenants will be forgotten and have minimal input into the services provided. The board believes that with the proposals outlined above these concerns could be reduced.

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# CABINET

21 March 2012

<b>Subject Heading:</b>	Culture Strategy
<b>Cabinet Member:</b>	Councillor Andrew Curtin, Lead Member for Culture, Towns and Communities Cynthia Griffin
<b>CMT Lead:</b>	
<b>Report Author and contact details:</b>	Catherine Robinson x3604
<b>Policy context:</b>	Living Ambition
<b>Financial summary:</b>	This strategy will be delivered within existing resources
<b>Is this a Key Decision?</b>	No
<b>Is this a Strategic Decision?</b>	Yes
<b>When should this matter be reviewed?</b>	January 2015
<b>Reviewing OSC:</b>	Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

Ensuring a clean, safe and green borough	[✓]
Championing education and learning for all	[✓]
Providing economic, social and cultural activity in thriving towns and villages	[✓]
Valuing and enhancing the lives of our residents	[✓]
Delivering high customer satisfaction and a stable council tax	[✓]

**SUMMARY**

This report seeks cabinet approval of the new Culture Strategy, covering the period 2012 – 2014.

**RECOMMENDATIONS**

To agree the 2012-14 Culture Strategy.

**REPORT DETAIL**

- 1.1 In January 2007 Cabinet approved an over-arching 5 year Culture Strategy for the borough. The life of this strategy has now come to an end, and a new 3 year Culture Strategy has been produced to cover the period 2012-2014.
- 1.2 The core ambition of the Culture Strategy is *'to transform lives through participation in, and enjoyment of, culture'*. The strategy sets out 3 objectives and 4 underpinning principles which outline our priorities for achieving this (see section 3.0 below).
- 1.3 Primarily, the Culture Strategy provides a strategic direction for the Council, but it also provides a framework for the wider development of culture in the borough through partnership with agencies in the public, private and voluntary sectors. The strategy also clearly demonstrates to external partners and funding agencies the key priorities for the Council and the community.
- 1.4 The strategy includes an analysis of the current service and identifies emerging opportunities and areas for development over the coming years. It also includes a high level action plan for Culture & Leisure. Both the analysis and action plan will be used to inform service planning on an annual basis and in turn be reflected in individual work programmes.
- 1.5 The strategy has been developed through consultation with both internal and external partners, and the content and priorities reflect the feedback from this engagement.
- 1.6 The Culture Strategy sets out how culture makes a vital contribution to the vision and priorities of the Council's 'Living Ambition' / Sustainable Communities Strategy, and to the priorities of the Shadow Health & Wellbeing Board.
- 1.7 The Culture Strategy links with wider policy agendas, including regeneration plans, tourism, economic development, the environment, children's, young people's and older people's services, lifelong learning, healthy living, community safety, community cohesion, and a number of other important areas, which all work together to improve the quality of life for residents of the borough.

1.8 As a 'high-level' strategy, the Culture Strategy brings together and informs the more detailed sub-strategies for the culture sector (i.e. the Libraries, Arts, Sports & Physical Activity, Parks & Open Spaces, Children's Play, and Heritage & History Strategy). These sub-strategies are currently being developed and are scheduled for Cabinet in Autumn 2012.

2.0 The intrinsic and instrumental value of Culture:-

2.1 **Intrinsic value:**

Both as participants and spectators, culture engages our emotions, senses, intellects and bodies, and is their greatest manifestation. Whether in the intellectual commitment required to succeed in sport, the physical dexterity needed to make great visual or performing arts, the emotions which we feel when reading, the emotional attachment which we feel to a drama group or a sports team which we support, or the sensory engagement which we gain when we experience the natural, historic and built environment.

Culture is important for its own sake and requires no further justification.

- The Arts are important because we can make great things - be they visual arts, performing arts or in new media, and because we enjoy looking at them.
- Sport is important because people can attain great achievements in team games or individual pursuits and enjoying watching others do so.
- History is important because people have lived and made significant contributions within communities of this borough in the past, and we want to preserve some of what they have done and learn about it.
- Libraries are important because we take delight in the world of fiction, poetry, academic writing and children's literature that they contain, as well as for their vital role as centres for information and new technology in every community.
- Our parks are important because of the joy which we get from seeing the changing seasons, from having space to rest and relax, to hear the sound of trees in the wind, birds singing, children laughing as they play, or the sense of a link with the past in their historic landscapes.

They are all worthy of public spending, and investment from a number of other sources, simply because we can do these things and experience these feelings which they engender in us.

They are a vital part of a well-balanced and enjoyable community, where all aspects of our lives are catered for.

**2.2 Instrumental value:**

Culture is a central part of a balanced life, and has important benefits for our health, our education, our development as individuals at different stages of our lives, our sense of community and identity, and the degree to which we are inclusive as a society.

Aside from its own intrinsic value, culture also has an important instrumental role to play in broader social policy because of the ways in which it can effect behaviour change and have beneficial impacts on quality of life for everyone.

Evidence, from the local to the international level, shows how culture improves physical and mental health and emotional well-being, helps address crime and community safety issues, contributes to the regeneration of specific areas, promotes community cohesion, provides jobs through the expanding cultural industries sector and can help boost educational attainment.

Culture facilities, such as libraries, museums, arts space, theatre, parks and historical buildings, also make a major contribution to the development of attractive and sustainable towns, which in turn has an impact on people's sense of pride in their area, whether they feel safe, and whether they have the space to access and engage in activities they enjoy.

The objectives of this strategy focus on the instrumental benefits under the headings of: 1) Health & Wellbeing; 2) Learning & Personal Development; and 3) Towns and Communities.

These priorities have been chosen because, as well as accurately reflecting the views of the service and wider sector, they also reflect the priorities of the Sustainable Communities Strategy i.e. 'Learning' and 'Towns & Communities', and the priorities of the Shadow Health and Wellbeing Board.

**3.0 Summary of the Objectives and Principles of the Culture Strategy:-**

**3.1 Objective 1 : Health and Wellbeing**

Support a high standard of mental, physical and emotional health for all by increasing the number of people engaging with libraries, parks and open spaces, sport and physical activity, arts and historic environment.

**3.2 Objective 2 : Learning and Personal Development**

Support learning outcomes and personal development for all age groups through our innovative library service, rich historic environment, broad arts offer, sports coaching and apprenticeships.

**3.3 Objective 3 : Towns and Communities**

Enrich our towns and communities, through investment and engagement in culture, and delivering a high quality, safe, pleasant, visually interesting landscape and townscape for our residents.

**3.4 Principle 1 : Community Engagement**

Promote more active engagement in service delivery, from consultation, to volunteering, to devolving services to the local community.

**3.5 Principle 2 : Work in Partnership**

Continue to work with our partners, internal and external, and regionally across borough boundaries, to achieve shared objectives.

**3.6 Principle 3 : Inclusion and Cohesion**

Be smarter about collecting information on our customers and communities. Target new audiences and broaden access to our services, breaking down barriers to engagement where these exist, facilitating social progress and improved quality of life.

**3.7 Principle 4 : Good Value Services**

Continue to develop innovative, modern and efficient methods of service delivery, thereby maintaining the high quality of our services against a backdrop of reduced budgets, and ensure that activities are evaluated effectively to retain a focus on outcomes for local people.

**REASONS AND OPTIONS**

**Reasons for the decision:**

The approval and formal adoption of the Culture Strategy will provide a context and focus for the work of culture services in Havering over the next three years. The approval of the document will support the service and wider culture sector to i) access external funding, ii) influence other strategies and agendas, iii) communicate our priorities to the wider public, and iv) provide strategic direction for annual service planning.

**Other options considered:**

No alternatives have been considered. Without these strategies the Council would be disadvantaged by not having a defined focus and strategy for improving the provision of culture in Havering.

**IMPLICATIONS AND RISKS**

**Legal implications and risks:**

There are no direct legal implications from the adoption of the strategy. There may be implications for the implementation of projects to meet the aims of the strategy. They will be dealt with on an individual project basis.

Ian Burns

**Financial implications and risks:**

Cabinet is being asked to agree a new Culture Strategy. The aim is to provide strategic direction to the service. Clearly, the strategy will need to be delivered within existing revenue and capital resources, resources which are subject to review.

Conway Mulcahy

**Human Resources implications and risks:**

Assuming the strategy will be delivered within existing resources, there are no direct HR implications/risks arising from this report.

Samantha Doggett

**Equalities implications and risks:**

Culture makes a significant positive contribution to equality and cohesion issues. Cultural activity is based on values of inclusiveness, access and opportunity. Participation in arts, sports and other culturally related community projects provide a focus for social activity, reducing isolation, and bringing together people of diverse backgrounds in a context of mutual understanding and sharing.

The Culture Strategy has undergone an Equality Analysis.

**BACKGROUND PAPERS**

*Havering Culture Strategy, 2012-2014*

# Havering Culture Strategy



## CONTENTS

### Chapter 1: Introduction

Starting with a foreword from Cllr Andrew Curtin, this chapter explains the purpose of the strategy, and summarises our objectives and principles for 2012 – 2014.

- ▶ **Foreword by Cllr Andrew Curtin, Cabinet Member for Culture, Towns and Communities**
- ▶ **About the Culture Strategy**
- ▶ **Our Objectives & Principles**

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### Chapter 2: The Value of Culture in Havering

This chapter seeks to describe the value of culture in Havering, beginning with the intrinsic value of culture and then looking at the importance of culture from the perspective of residents, and in terms of how culture contributes to the Council's objectives and the Community Strategy.

- ▶ **Culture has both an intrinsic and instrumental value**
- ▶ **Culture is highly valued by local residents**
- ▶ **Culture is central to 'Living Ambition' and a priority for the Council**
- ▶ **Instrumental value, continued:**
  - **Community Safety**
  - **Inclusion and Cohesion**
  - **Learning & Personal Development**
  - **Economic Development & Regeneration**
  - **Health & Wellbeing**
  - **Supporting Children and Families**
  - **Developing Young People**
  - **Supporting Older People and Vulnerable Adults**

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### Chapter 3: Where are we now? Where are we going?

This chapter summarises the services we currently provide and explores what the future brings in terms of our changing community, changes in the way our partners will deliver services, and how we should be responding in order to make the most of these opportunities.

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- ▶ What services do we provide?
- ▶ Culture in Havering has a lot to celebrate
- ▶ SWOT analysis
- ▶ Responding to a changing community
- ▶ Universal, Targeted and Personalised Services

#### Chapter 4: Our Action Plan

Our Action Plan contains some of the key objectives for the Culture & Leisure Service for 2012-2014.

- ▶ Objective 1: Health and Wellbeing
- ▶ Objective 2: Learning and Personal Development
- ▶ Objective 3: Towns and Communities
  
- ▶ Principle 1: Community Empowerment
- ▶ Principle 2: Working in Partnership
- ▶ Principle 3: Inclusion and Cohesion
- ▶ Principle 4: Good Value Services

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## APPENDICES (as a separate document)

### Appendix A – Policy Context



'The Young Ones', Queens Theatre (Credit Nobby Clark)

# Chapter 1: Introduction

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## Foreword

**Councillor Andrew Curtin,  
Cabinet Member for Culture, Towns & Communities**

**“Nothing to breathe but streets, streets, streets. Nothing to change the brooding mind, or raise it up. Nothing for the spent toiler to do, but compare the monotony of his seventh day with the monotony of his six days, think what a weary life he led, and make the best of it - or the worst, according to the probabilities.”**

Charles Dickens, *Little Dorrit*. 1857.

“ In the year of the two hundredth anniversary of the birth of Charles Dickens, it is fitting to begin our second Culture Strategy in Havering with the memorable description of a place with no art or sport to lift the spirits, no parks, nature or concern for the quality of the built environment to please the eye, and no libraries or concern for history to give people a sense of belonging and of the worth of their own lives, which is contained in his novel “Little Dorrit”.

All of these things - Arts, Sport, Libraries, Heritage, Parks, Architecture - which we bring together under the general term of Culture, are important for their own sakes. They are important just because people can achieve great things in any of them, enjoy them and value them - and need no further justification than that. To paraphrase another great novelist, Fedor Dostoevskii, there is nothing that is “common sense” about people, nothing that is “common sense” about great achievements in sport, art or literature, nothing that is “common sense” about enjoying fine views or reading, nothing “common sense” about appreciating the sounds and smells of nature, or of wanting to protect the memory and understand the lives of the people who have formed our communities in the past. And yet we can do all of these things, and so public policy needs to recognise this aspect of our lives and place it at the centre of its priorities if it is to reflect everything that we are capable of.

Culture does, however, have important “instrumental” benefits. As Dickens’ graphic example makes clear, it is the difference between a place that is good to live in and one that oppresses the spirit. It is central to the quality of our towns and communities. It is central to our health and wellbeing - whether that is in giving opportunities to reduce isolation and loneliness among older people, or ensuring that children flourish and thrive in their early years. It is pivotal to our education and personal development, whether that is developing extended attention span among people with learning disabilities or ensuring that the particular emotional, sensory, intellectual and physical requirements of young people at a particular stage in their lives are met. It is central to a better, more inclusive, society in the future and, in many cases, to a community that makes things as well as consuming them.

In many ways, because of the strength and vitality of everything that we can refer to as the Culture sector in Havering, this is a very optimistic time for the borough. This strategy seeks to give leadership and focus to this enthusiasm, and I am very glad to introduce it. ”

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## Developing the Culture Strategy

This strategy was developed in consultation with a wide range of internal and external partners over a period of several months to allow sufficient time for feedback. The strategy was presented and/or circulated to; all internal Council departments and the corporate leadership team, the Havering Culture Forum, Disability Forum, and other sub-forums, Havering Arts Council, Havering Sports Council, NHS Havering, Homes in Havering, Police, HAVCO, Havering College of Further and Higher Education, Havering Museum, Havering Theatre Trust, SLM, Pro Active East, Arts Council England, Sports Council England, Mayor’s Culture Adviser at GLA, and other partners. The development of the strategy was also publicised in ‘Living’ and on the Council website to provide residents with the opportunity to comment.

The development of the Culture Sub-Strategies (Libraries, Arts, Sports and Physical Activity, Parks and Open Spaces, Children’s Play, and Heritage & History Strategy), will provide further opportunity for more detailed consultation with relevant partners as part of this process.

## About the Culture Strategy

The Culture Strategy is **driven by a very simple ambition:**

***“To transform lives through participation in, and enjoyment of, culture”***

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What we mean by ‘culture’?

“...in terms of scope, it should include such activities as arts, sports, libraries, museums, heritage, archaeology, archives, architecture, crafts, children’s play, reading, parks, tourism, countryside recreation, etc. Other activities such as entertainments, design, fashion, food, media, visiting attractions and other informal leisure pursuits will also be part of cultural strategies.”

*[Department of Culture Media & Sport]*

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The **purpose of the Culture Strategy** is to:

*‘Provide focus and added value to the efforts of everyone involved in the planning and provision of culture facilities and activities, linked to a very clear view of what will be achieved by 2014’.*

As a ‘high level’ strategy, the Culture Strategy seeks to bring together, and shape, the more detailed sub-strategies for the culture sector (i.e. the Libraries, Arts, Sports and Physical Activity, Parks and Open Spaces, Children’s Play, and Heritage & History Strategy). The Culture Strategy and sub-strategies also help to link culture development with urban policy and planning, regeneration, tourism, the environment, children’s, young people’s and older people’s services, lifelong learning, healthy living, community safety and community cohesion – all of which contribute significantly towards providing a good quality of life for the residents of the borough. Culture & Leisure is actively engaged in all of the Council’s key transformation programmes and working in partnership with a wide range of services to achieve shared objectives.

The Council is a significant, but not sole, provider of culture services. There is huge range of organisations and individuals who, with great dedication and enthusiasm, make an immense contribution to the cultural vibrancy of the borough, and the quality of life of our residents. The Council has a central part to play in cultural leadership and brokerage, supporting partnerships across a wide range of sectors to achieve shared objectives for our borough and its communities.

## Our Objectives and Principles

Underneath our central ambition “**To transform lives through participation in, and enjoyment of, culture**” are three key objectives and four underpinning principles, which form the basis of everything that we do.

### OBJECTIVE 1: Health and Wellbeing

Support a high standard of mental, physical and emotional health for all by increasing the number of people engaging with libraries, parks and open spaces, sport and physical activity, arts and historic environment.

### OBJECTIVE 2: Learning and Development

Support learning outcomes and personal development for all age groups through our innovative library service, rich historic environment, broad arts offer, sports coaching and apprenticeships.

### OBJECTIVE 3: Towns and Communities

Enriching our towns and communities, through investment and engagement in culture, and delivering a high quality, safe, pleasant, visually interesting landscape and townscape for our residents.

### PRINCIPLE 1: Community Empowerment

Promote more active engagement in service delivery, from consultation, to volunteering, to devolving services to the local community.

### PRINCIPLE 2: Work in Partnership

Continue to work with our partners, internal and external, and regionally across borough boundaries, to achieve shared objectives.

### PRINCIPLE 3: Inclusion & Cohesion

Be smarter about collecting information on our customers and communities. Target new audiences and broaden access to our services, breaking down barriers to engagement where these exist, facilitating social progress and improved quality of life.

### PRINCIPLE 4: Good Value Services

Continue to develop innovative, modern and efficient methods of service delivery, thereby maintaining the high quality of our services against a backdrop of reduced budgets, and ensure that activities are evaluated effectively to retain a focus on outcomes for local people.

# Chapter 2: The Value of Culture in Havering – Intrinsic & Instrumental

## Intrinsic value - ‘Emotions, senses, intellects and bodies’

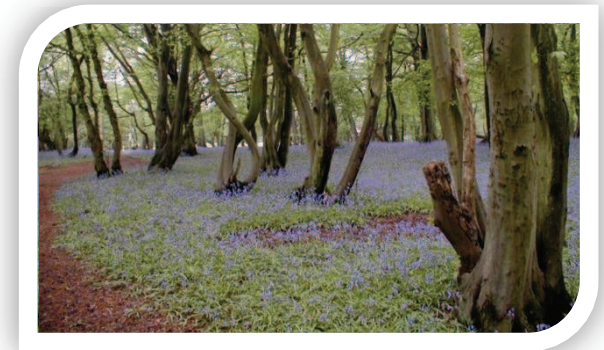
Both as participants and spectators, culture engages our emotions, senses, intellects and bodies, and is their greatest manifestation.

Whether in the intellectual commitment required to succeed in sport, the physical dexterity needed to make great visual or performing arts, the emotions which we feel when reading, the emotional attachment which we feel to a drama group or a sports team which we support, or the sensory engagement which we gain when we experience the natural, historic and built environment.

Culture is important for its own sake and requires no further justification than that.

- The Arts are important because we can make great things - be they visual arts, performing arts or in new media, and because we enjoys looking at them.
- Sport is important because people can attain great achievements in team games or individual pursuits and enjoying watching others do so.
- History is important because people have lived and made significant contributions within communities of this borough in the past, and we want to preserve some of what they have done and learn about it.
- Libraries are important because we take delight in the world of fiction, poetry, academic writing and children’s literature that they contain, as well as for their vital role as centres for information and new technology in every community.
- Our parks are important because of the joy which we get from seeing the changing seasons, from having space to rest and relax, to hear the sound of trees in the wind, birds singing, children laughing as they play, or the sense of a link with the past in their historic landscapes.

They need no further justification, and are all worthy of public spending and investment from a number of other sources, simply because we can do these things and experience these feelings which they engender in us. They are a vital part of a well-balanced and enjoyable community, where all aspects of our lives are catered for.



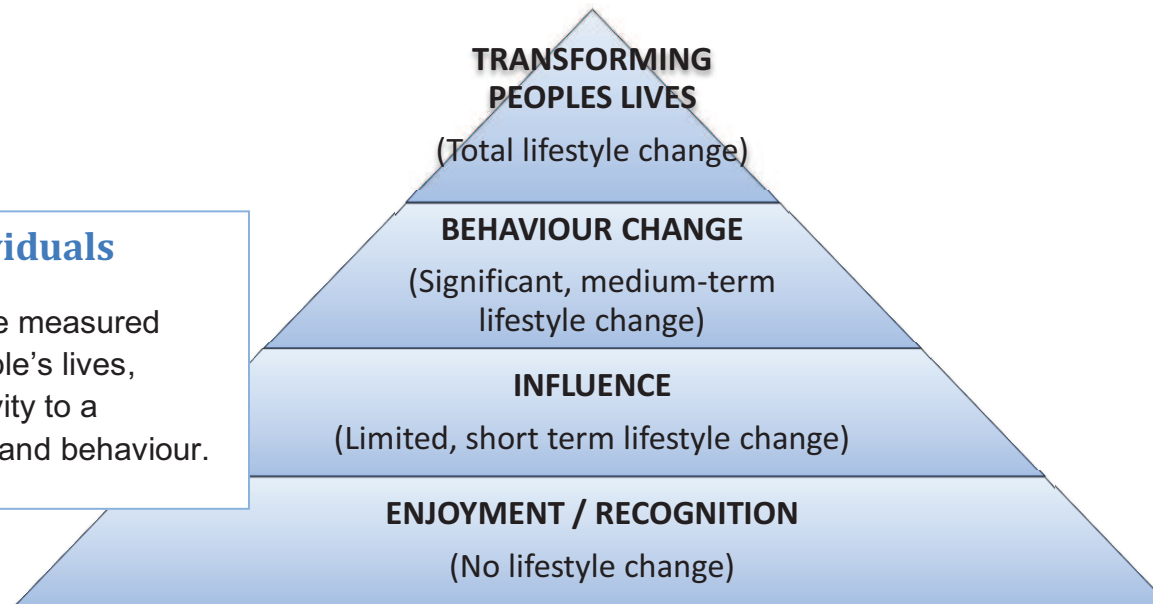
## Instrumental value

Aside from its own intrinsic value, culture also has an important instrumental role to play in broader social policy because of the ways in which it can effect behaviour change to have beneficial impacts on the quality of life of everyone.

This places an importance on both 'opportunity' – ensuring people have easy and equal access to these opportunities, and on 'motivation' – encouraging people to get involved in all forms of culture, working to identify and remove real or perceived barriers to involvement, and striving to achieve the maximum benefit to the individual from engagement, see triangle below.

### The influence of culture on individuals

The quality of local culture services can be measured through the impact that they have on people's lives, ranging from one-off enjoyment in an activity to a complete transformation in a person's life and behaviour.



Culture provides pleasure and encourages challenge, appreciation and reflection in individuals. It also provides a catalyst for community activity and brings people together.

Culture is a central part of a balanced life, and has important benefits for our health, our education, our development as individuals at different stages of our lives, our sense of community and identity, and the degree to which we are inclusive as a society.

Evidence, from the local to the international level, shows how culture improves physical and mental health and emotional well-being, helps address crime and community safety issues, contributes to the regeneration and economic development of specific areas, promotes community cohesion, provides jobs through the expanding cultural industries sector and can help boost educational attainment.

Culture facilities, such as libraries, museums, arts space, theatre, parks and historical buildings, also make a major contribution to the development of attractive and sustainable towns, which in turn has an impact on people's sense of pride in their area, whether they feel safe, and whether they have the space to access and engage in activities they enjoy.

**ENJOYMENT** Regeneration **Community Safety**  
**Health & Wellbeing** Challenge **Learning**  
**INCLUSION** Employment **Appreciation**  
**Community Engagement** Reflection



Instrumental benefits are continued on p19, focusing on:

- Community Safety;
- Inclusion and Cohesion
- Learning & Personal Development
- Economic Development & Regeneration
- Health & Wellbeing
- Supporting Children and Families
- Developing Young People
- Supporting Older People and Vulnerable Adults

The objectives of this strategy focus on the instrumental benefits under the headings of:  
**1) Health & Wellbeing; 2) Learning & Personal Development; and 3) Towns and Communities.**



## 'Culture is highly valued by local residents'

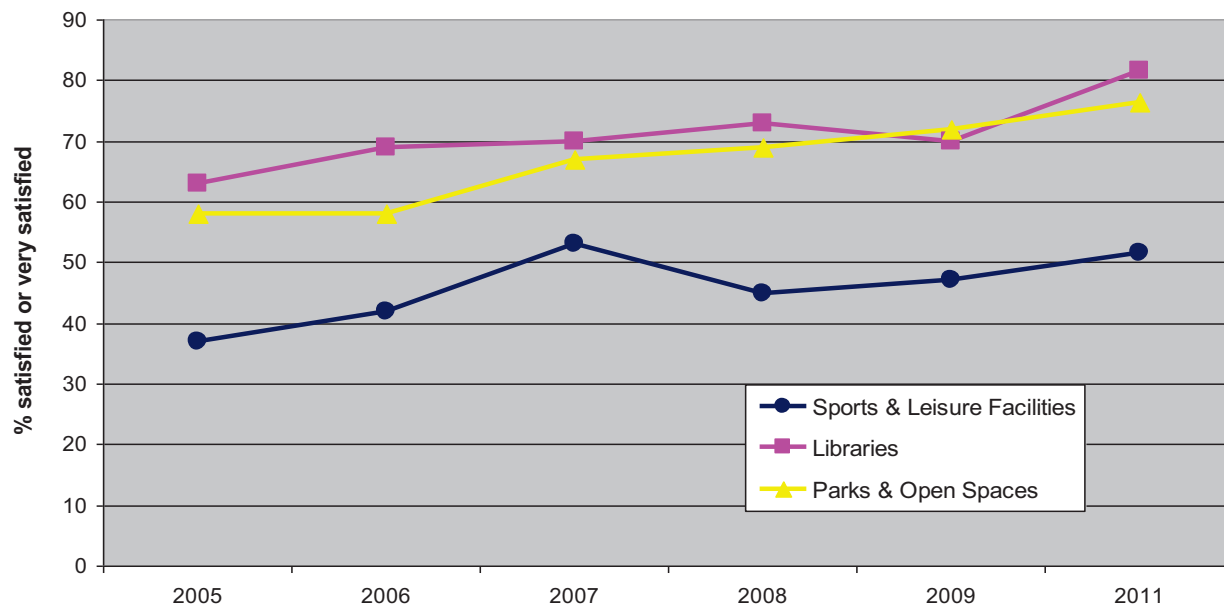
Culture services regularly make the top of the list in terms of resident satisfaction in Havering. In the 2011 borough-wide survey 'Your Council, Your Say' (sample size 11,000), three out of the top eight services with the highest levels of positive resident satisfaction (i.e. very satisfied or satisfied) were Culture and Leisure Services.

In addition, the 2010 Culture & Leisure Annual Survey (sample size of 1,000) found that:

- ▶ The majority of respondents visit a culture or leisure facility in Havering at least once a week, with the sports facilities receiving the highest usage on a weekly basis at 63%.
- ▶ Between 98% and 99% of people said they would use our services again.
- ▶ The majority of our customers are satisfied with Culture and Leisure facilities, with 75% scoring libraries; 71% arts and 60% sport in the highest categories 8, 9 or 10, out of 10.

The graph below illustrates how residents' satisfaction with culture services have increased over the last five years.

Satisfaction with Culture & Leisure Services (2005-2011)



Note: Data from annual Place Survey (2005-2009) and Your Council, Your Say Survey (2011).

Culture is central to the quality of life of Havering residents and recent Culture and Leisure Annual surveys have demonstrated how important these services are to residents. The 2010 Culture & Leisure Annual Survey (sample size of 1,000) noted that:

- ▶ 80% of people agree that Culture and Leisure Services give people a sense of community (32% giving the maximum score).
- ▶ 84% of people believe that culture and leisure activities give them the opportunity to meet and mix with local people.
- ▶ 57% of people reported that culture and leisure activities make them feel more positive about the borough
- ▶ 62% of respondents felt that culture and leisure activities strengthen community spirit.

### ***Example: Letter of thanks arrives 43 years later***

A letter has been received by Havering Library Service, to thank a former librarian for helping a young girl learn to read 43 years ago. The story is a touching example of how cultural services, such as libraries, make a real impact on the lives of our residents.

The now 51 year old woman wrote: “Many times I had thought about writing this letter to say thank you, as I would dearly love to let the librarian know what a difference she made to my life”. The letter goes on to explain how, when she was eight, she went to the Good Readers Club at Upminster Library and pretended she could read to earn a star, but the librarian became aware of her ploy and instead of reprimanding her, decided to help her to read.



## ‘Culture is central to ‘Living Ambition’ and a priority for the Council’

As a result of the importance residents place on them, Culture Services are also a priority for the Havering administration – it is a high priority in the Community Strategy, which sees a thriving culture environment as key to the future of the borough. The second statement in the introduction to the Community Strategy notes:

*‘Havering is an excellent place to live. There is a lively cultural scene, centred on the Queen’s Theatre and Fairkytes Arts Centre. We value our Leisure facilities, and have recently renovated three leisure centres with state-of-the-art equipment and facilities’.*<sup>1</sup>

In 2008 the Council launched ‘**Living Ambition**’ - a long-term strategy to improve still further the quality of life enjoyed by Havering residents, based on five goals - the **Environment, Learning, Towns & Communities, Individuals and Value**.

Since the Living Ambition goals were agreed, the country and economy has changed significantly. Unprecedented levels of national debt and reductions in local government funding mean that all councils have much less money to spend - and the relationship between public services and local communities is changing. However, our Living Ambition for Havering hasn’t changed. We still want Havering’s residents to enjoy the highest possible quality of life and we are determined to be a borough that thrives on its links to the heart of the capital, without ever losing the natural environment, historic identity and local way of life that makes Havering unique.

The changing role of the public sector and the significant cuts to our funding mean we have to find a new approach to achieving our Living Ambition. We are therefore radically changing how we work and moving towards a ‘mixed economy’ council. This means we will:

- ▶ Continue to identify efficiencies in the way we work
- ▶ Develop new ways of delivering Council services, including through commissioning and shared services
- ▶ Work in partnership with other public agencies and third sector bodies to outsource and co-deliver services
- ▶ Promote personal responsibility and civic pride to reduce demand for services and increase community-led projects
- ▶ Seek and secure external funding to support programmes of work.

These changes are based on some clear principles, which together form the basis of a new pledge to our residents, these are:



- ▶ We will do the right thing by our residents by cutting our running costs first to protect frontline services where we can
- ▶ We will focus our efforts and target resources where they will do the most good for the communities and individuals we support
- ▶ We will allow those individuals and communities that are able and willing to help themselves to do so without unnecessary interference from the Council
- ▶ We will be fair to those people who rely on our help and provide more choice, freedom and flexibility in the services they receive.

Culture is placed at the heart of what constitutes quality of life for Havering residents and is recognised as contributing to all five of the Community Strategy ('Living Ambition') goals. See p12-16 for our analysis of how culture contributes to each of these goals.

Culture & Leisure also continues to incorporate the Council's six corporate values in the way that we deliver our services: acting as **One Council**, we will **Learn from our Experiences**, act with **Integrity** at every step of the way, show each other – and our customers – that **You Matter**, display a **Can Do** attitude, and continue to be **Fair To All**.

The **Council's Corporate Strategy, 2011-14**, which leads on from these 5 Living Ambition goals, includes specific reference to the following key activities and targets which Culture & Leisure will be leading on:

- ▶ "Restoration of Raphael Park" (Environment)
- ▶ "Undertake a bid to the Heritage Lottery Fund for the restoration of Langtons Gardens" (Environment)
- ▶ "Open new libraries in Harold Hill and Rainham" (Towns & Communities)
- ▶ "Work with the private sector to deliver a new leisure facility in Romford" (Towns & Communities)
- ▶ "Work with the NHS to prevent ill-health and encourage healthier lifestyles" (Individuals)
- ▶ "Produce Havering's first Literacy Strategy" (Learning)



## How culture contributes to 'Living Ambition'

Living Ambition	How Culture contributes:
<p><b>Environment</b>  <i>to ensure a clean, safe and green borough</i></p>	<p>We believe <b>an attractive and sustainable environment is essential for quality of life</b>. We believe residents should be able to enjoy, and have pride in, beautiful parks and open spaces, which are accessible to all, can be enjoyed together, and where people feel safe. Our parks offer a balanced range of opportunities to play and engage in positive activity that reflects the varied interests and needs and demographics of Havering residents. The Parks Protection Team work to secure a high-quality and safe public environment.</p> <p>Research shows that proximity to, and use of, green space has a significant impact on people's sense of health and wellbeing, and can positively affect mental health – 'the more often a person visits urban green spaces, the less often they will report stress-related illnesses'.</p> <p>To give an indication of the usage of these parks and open spaces, an electronic count of visitors to Raphael Park over a 9 month period concluded that the park attracted an average 56,854 visits per month.</p> <p>Havering has over 108 parks and open spaces, which constitute an integral part of the borough's environment and make Havering a pleasant place to live for local residents. The cultural vibrancy of our town centres is equally important, for example through landscaping, public art and heritage trails, and through the development of key 'nature corridors' within the borough.</p>

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### **Example: Havering's Green Flags & In Bloom Awards**

Havering currently celebrates having eight parks with 'Green Flag Status' (a national standard for the highest quality parks in the UK).

In addition, the 2011 London In Bloom Awards saw Havering receive the 'Biodiversity Award' in recognition of the borough's commitment to protecting wildlife and nature in its parks and open spaces. Other awards included Gold (Outstanding) for Hornchurch Country Park in the 'Country Park of the Year', Silver Gilt (Very Good) for Lodge Farm Park in 'Large Park of the Year', and Silver (Good) for Langton Gardens in 'Small Park of the Year'.



**Living Ambition****How Culture contributes:****Learning  
to champion  
education and  
learning for all**

We believe that our children deserve first class learning opportunities, provided within a modern and inspirational learning environment. We recognise that this **learning extends well beyond the walls of the classroom**, and that there is a wealth of intellectual stimulation and learning which can be gained through participation and experience in a diverse range of culture activities, in a way which is fun, fulfilling and inclusive. Organisations such as OFSTED and Department for Education advocate the importance of cultural development and creativity in the school environment.

We believe that learning should be encouraged as a lifelong activity, enabling individuals to achieve their potential, through new knowledge, abilities, interests, and increased confidence. Whilst recognising the contribution of learning to employment and economic outcomes, we also believe that learning should be valued for its own sake.

Different types of learning are achieved through different types of cultural activity, for example engaging with history and museums will foster a strong sense of enquiry, whereas participation in sport will develop physical awareness, challenge and teamwork. Public libraries serve a vital function in providing universal access to information and literacy development, and the Library Service are leading on the development of a multi-agency borough Literacy Strategy.

Whether it is taking up an art class at Fairkytes Arts Centre, learning a new instrument with the Havering Music School, taking part in the Queen's Theatre in Education programme, exploring Havering Museum, researching Havering's local heritage, attending an activity at one of our sports centres, or taking out a book at the local library, culture services make a vital contribution to holistic learning for people of all ages, interests and abilities.

**Example: Library Activities & The Summer Reading Challenge**

The Libraries service runs around 3,000 events and activities a year, with something to suit all ages, abilities and interests. Just a few examples include 'Knit & Natter' groups, creative writing classes, poetry and reading groups, craft activities, author events, and free sessions for pre-school children ('Baby Bounce', 'Wiggle & Giggle', 'Read & Rhyme').

The Summer Reading Challenge has been increasing its numbers year on year (more than 4,000 people in 2010), and is consistently achieving the highest percentage of children completing the challenge in London (66% compared to the London target of 45%).



Living Ambition	How Culture contributes:
<p><b>Towns and Communities</b> <i>to provide economic, social and cultural opportunities in thriving towns and villages</i></p>	<p>We believe that our residents deserve to live in a sustainable community, which is thriving, well run, well connected, well served, well designed and built, environmentally sensitive, inclusive, safe, and fair to everyone ('Securing the Future' - definition of a sustainable community). To achieve this we recognise the need to devolve power to our communities and to work in partnerships at the right level to get things done.</p> <p><b>Our towns and neighbourhoods should be places where people come together, and have an active and fulfilling civic life.</b> A place where groups and organisations across the public, private and community sector are consistently involved in local initiatives and projects. For an area to be successful it needs to have the space and outlets for the broad range of things that people enjoy doing – art, sport, reading, learning, seeking information, enjoying nature, exploring local heritage, finding a place for peace and quiet, or feeling part of the busy environment of a thriving town centre.</p> <p>Culture has long been recognised as playing a crucial role in promoting community cohesion and as central to the regeneration of town centres, as can be seen on a large scale in cities like Liverpool and Glasgow.</p> <p>Culture has a significant physical presence within all our towns and communities, which along with its social, health and wellbeing benefits, is why it is seen as so central to regeneration initiatives in the borough.</p>

### ***Example: The Role of Culture in Regeneration***

Hornchurch serves as an important cultural destination (incorporating the Queen's Theatre and the Queen's Theatre Green, Fairkytes Arts Centre, Hornchurch Library and Langton's House and Gardens) and is an important aspect of Hornchurch's regeneration programme.

The establishment of the new Havering Museum on Romford High Street, the refurbishment of Central Library, the proposed new Leisure Centre, the creation of a pocket park at St Edward's Church, and the changing uses of the Market Place to incorporate cultural activities, are all central to plans to improve the quality of Romford town centre.

Similarly the development of two new libraries in Rainham and Harold Hill form a significant part of the wider regeneration strategies for both areas.



Living Ambition	How Culture contributes:
<p><b>Individuals</b> <i>To value and enhance the lives of our residents</i></p>	<p>Culture has the unique ability to change lifestyles and behaviour and truly transform people's lives. Active engagement in cultural activities has been repeatedly shown to have a positive impact on individual health and wellbeing and life satisfaction. For example, young people who engage positively with others in their communities often have a greater sense of ownership and belonging and are less likely to engage in offending behaviour.</p> <p>We believe in the importance of the customer experience and the need to provide high quality services which are appropriate to the needs of individuals. We believe strongly in the importance of culture activities as inclusive, non-judging, accessible activities, which serve a vital role in community cohesion.</p> <p>Although culture services are universal in nature, they are also used to provided targeted and personalised activities for those most in need (See 'What services we provide' section). For example, drama productions performed by adults with learning disabilities at Nason Waters, history workshops with vulnerable adults, and activities provided through the Physical Activity GP Referral scheme (PARS).</p>

### ***Example: Transforming Lives***

'J' has extreme autism which has impaired his ability to socialise. He exhibits problems with hand-eye-coordination and gets agitated around new people or groups. He wandered alone and never participated willingly without a lot of coaxing.

Following sessions with specialist workers provided by Culture & Leisure, and support from the Integrated Youth Service staff, J was introduced to drumming workshops. An immediate change took place; he became focused, was able to follow basic drum beats, and openly displayed enjoyment. Soon J also began to join in other group activities including painting and dance, and chose to celebrate his birthday with his new friends in the group. At the end of the programme, J even got up to perform on stage.

J's parents also reported changes within the home environment, and that he had become less agitated and more sociable.



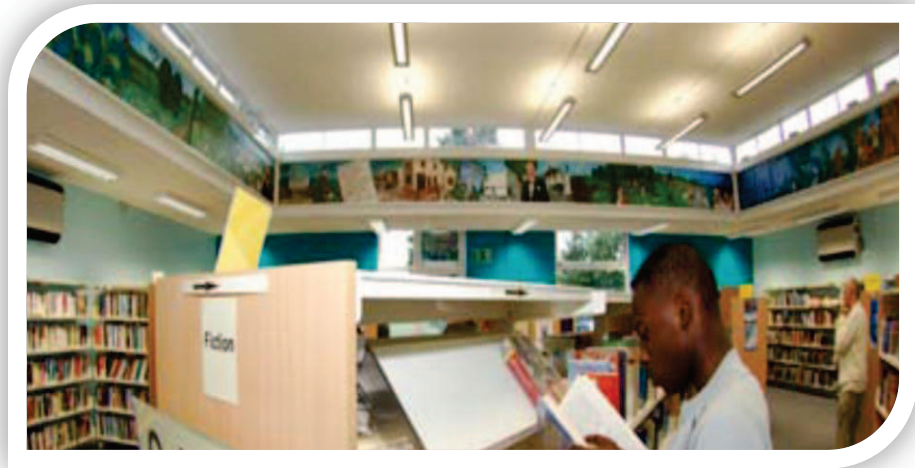


'Living Ambition'	How Culture contributes:
<p><b>Value</b>  <i>to deliver high customer satisfaction and a stable council tax</i></p>	<p>We believe that our residents deserve the highest quality of local services, which provide the highest value for money. Services provided by Havering's Culture and Leisure department already provide some of the best value culture services in London, whilst still maintaining high satisfaction levels. Yet we are always seeking new ways to improve value for our residents, exploring new ways to deliver services and achieve greater efficiencies, and securing external funding where possible, and working in partnership with the public, private and voluntary &amp; community sector to improve services.</p>

**Example: Value in the Library Service**

One notable example of how we strive to provide value for money is our Library Service, which has taken the lead in establishing the 'London Library Consortium', a pan-London partnership of libraries which now incorporates 16 boroughs (as of January 2012) and allows us to make significant efficiency savings through joint-procurement and staffing.

Working in partnership is key to everything that we do throughout all of our culture services.



# The Instrumental Value of Culture (continued...)

## Community Safety

Culture and Leisure services and programmes can help divert young people away from criminal activities, providing them with new interests and stimulation in creative and healthy activities.

- ▶ Evidence shows that the more young people are given the opportunity to be involved in physical leisure activities, the less likely they are to become involved in crime.<sup>2</sup> Other culture activities have also been seen to have a similar impact, for example:
- ▶ Engagement in Museums and Heritage has been shown to promote stewardship and understanding of the historic environment, thereby encouraging an interest in valuing what is special, important and locally valuable to people and communities. By fostering an interest and appreciation of the local heritage and historic buildings, individuals are less likely to commit crimes that would damage it.
- ▶ Where parks and green spaces are well managed, research has shown that communities use their local spaces more, have better relationships with their local councils and take greater pride in the area where they live.<sup>3</sup>

## Inclusion and Cohesion

Cultural activity is based on values of inclusiveness, access and opportunity. Participation in arts, sports and other culturally related community projects provides a focus for social activity, reducing isolation, and bringing together people of diverse cultures and ages in a context of mutual understanding and sharing. For example:

- ▶ **Sport and leisure** activities have proven to be effective in providing educational opportunities for socially excluded young people. Evidence shows that the more young people are given the opportunity to be involved in leisure activities, the less likely they are to become involved in crime.<sup>4</sup>
- ▶ **Literature** has been shown to be important in developing empathy across gender, race, class or culture.
- ▶ **Libraries** are 'trusted institutions' – users and non-users identify public libraries as inclusive, non-market, non-threatening, non-judgemental spaces. This gives them a unique selling point among public services: they have 'high customer capital' that other public services often lack. This can help them to engage 'hard to reach groups' (i.e. those experiencing various forms of social and economic disadvantage), in both their own services and also signposting access to other public services.<sup>5</sup>

- ▶ **Libraries** can help bridge the gap between the information rich and the information poor. They provide opportunities for people, including those from disadvantaged groups, to have access to up to date information including advice about jobs and training, and provides access to the internet and computer training.
- ▶ **Arts activities** are inclusive because they can take place in any setting, are extremely varied, and attract a wide diversity of participants.
- ▶ **Arts activities** have the innate ability to encourage mindfulness and meta-cognition (thinking about thinking) which has proven benefits in managing emotions and changing behaviour.<sup>6</sup>
- ▶ Informal settings such as **museums** offer untapped potential for communicating social, cultural and scientific information, correcting misconceptions and improving attitudes and cognitive skills. Learning is voluntary and self-directed, driven by curiosity, discovery, and the sharing of experiences with companions.<sup>7</sup>
- ▶ The presence of **parks and green space** is associated with reduced mortality regardless of income level – highlighting the role of green space in helping to reduce health inequalities between rich and poor.<sup>8</sup>
- ▶ The majority of visits (75%) to the **open spaces / natural environment** involve no expenditure, which makes it accessible to people regardless of income.<sup>9</sup>
- ▶ Promoting stewardship and understanding of **heritage and the historic environment** encourages an interest in valuing what is special, important and locally valuable to people and communities, and a greater understanding of where we come from.
- ▶ The Taking Part survey shows that those participating in **cultural activities** were 20% more likely to know ‘many people’ in their neighbourhood and around 60% more likely to believe that ‘many of their neighbours can be trusted’.<sup>10</sup>

## Learning and Personal Development

There is an unlimited wealth of intellectual stimulation and learning which can be gained through participation and experience in a diverse range of culture activities, in a way which is fun, fulfilling and inclusive.

- ▶ Arts and cultural activities have a powerful role to play in delivering effective educational outcomes. For example, a study into young people known to have attended Creative Partnerships activities, found that they out-performed those in the same schools that didn’t, at all three key stages, in English, Mathematics and Science.<sup>11</sup>
- ▶ Parks and open spaces are frequently used as an opportunity to learn about geography, the environment and biodiversity, as well as for activities such as horticulture and growing your own food, which in turn is linked to nutrition and diet.
- ▶ Sports participation has the effect of reducing the time spent on negative activities, producing indirect positive effects on educational productivity. Research suggests there may also be direct positive effects of sports participation on educational productivity via better health, soft skills (leadership, team work), and behavioural traits (discipline, perseverance, competitiveness and self-esteem).<sup>12</sup>

- ▶ The support and development of literacy and reading form the core of the public library offer, and visiting libraries and library activities are generally viewed as enjoyable by children and young people, and by teachers and parents.<sup>13</sup>
- ▶ Museums offer untapped potential for communicating social, cultural and scientific information, correcting misconceptions and improving attitudes and cognitive skills. Learning is voluntary and self-directed, driven by curiosity, discovery, and the sharing of experiences with companions.<sup>14</sup> For example, Havering Museum working with local schools to develop skills in ‘enquiry’.

## Economic Development and Regeneration

Cultural and creative industries, such as sport, recreation, museums, theatre, art and tourism are growth sectors which diversify the economic base of an area, encourage a creative economy, and offer major opportunities for economic development. In addition, the wider environmental benefits (new facilities, creative use of redundant space and buildings, and improved infrastructure) and image change (lively, animated and cosmopolitan ambience) can positively impact residents’ and visitors’ impressions of an area, helping to reposition them as more attractive places for inward investment and contributing to existing regeneration programmes.<sup>15</sup>

In response to the current economic downturn, Havering’s Regeneration Strategy sets out its plans to facilitate economic growth by creating the right environment for businesses to thrive, opportunities for residents to learn or train, and improve access to places of economic activity.

Culture is recognised as having a key role in achieving this shared goal. One of the five priorities identified in the strategy is: *‘ensuring Havering is an attractive place to live and do business by maintaining our open spaces, historic assets, town centres, and cultural offer and by delivering quality housing’*.

Culture also contributes significantly to the priority to *‘encourage major investment and improvement of Romford, Hornchurch, Harold Hill, Rainham and London Riverside’*, with a number of shared objectives including:

- *‘to deliver leisure-led mixed-use development in Romford to replace the office market as a means of generating footfall’;*
- *‘to maintain Hornchurch’s position as a cultural centre and ensure that the offer is well known within the borough and neighbouring areas’;*
- *‘to deliver new or improved community facilities in Harold Hill, such as the myplace youth centre, with appropriate services run from them to help improve health, the cultural offer and to raise aspirations’;*
- *‘to open the new Rainham Library’, and ‘to establish a Rainham Nature Park on Rainham Marshes’.*

Positive planning and regeneration policies are fundamental in supporting and promoting culture at a local and national level, and the Culture & Leisure Team are working with the Planning Policy team in developing the new Local Plan (which will replace the current Local Development Framework, LDF) to ensure that culture remains a key priority for Havering.

# Driving regeneration through culture facilities and services

Culture & Leisure Services manage facilities and coordinate activities that stretch all over the borough, contributing to the development and sustainable communities and supporting regeneration initiatives.

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## Romford

### Continuing activity

- Reinforcing the cultural significance of Romford's historic Market Place
- Supporting the new Havering Museum through Havering Museum Ltd
- Incorporating green space into town centre
- Supporting the town centre, retail industry and small businesses
- Scheduling a year round series of events
- Encouraging people to visit during the 2012 Games

### Areas for future focus:

- Opportunities for visual arts provision
- New Romford Leisure Centre

## Rainham

### Continuing activity

- Supporting the Rainham Compass regeneration
- Mapping cultural provision in the Rainham and South Hornchurch
- Increasing local engagement in culture services including art and physical activity which is lower in this area

### Areas for future focus

- Reviewing leisure centre provision
- New library for Rainham
- New open space at Rainham Marshes
- Exploring opportunities to work with the Royal Opera House

## Harold Hill

### Continuing activity

- Supporting the Harold Hill Ambitions regeneration programme
- Increasing local engagement in culture services including art and physical activity which is lower in this area

### Areas for future focus

- Improvements to local parks (including Central Park and Broxhill)
- New library for Harold Hill
- Development of MyPlace as a fantastic youth and community facility for Harold Hill and the borough

## Hornchurch

### Continuing activity

- Promoting and enhancing Hornchurch as a important, vibrant cultural destination
- Continuing to support the Queen's Theatre
- Refurbishing Fairkytes Arts Centre
- Promoting access to Langtons House and Gardens

### Areas for future focus

- Opportunities for rehearsal space at Queens Theatre
- Opportunities for gallery at Fairkytes Arts Centre
- Heritage Lottery Funding bid for Langtons Gardens

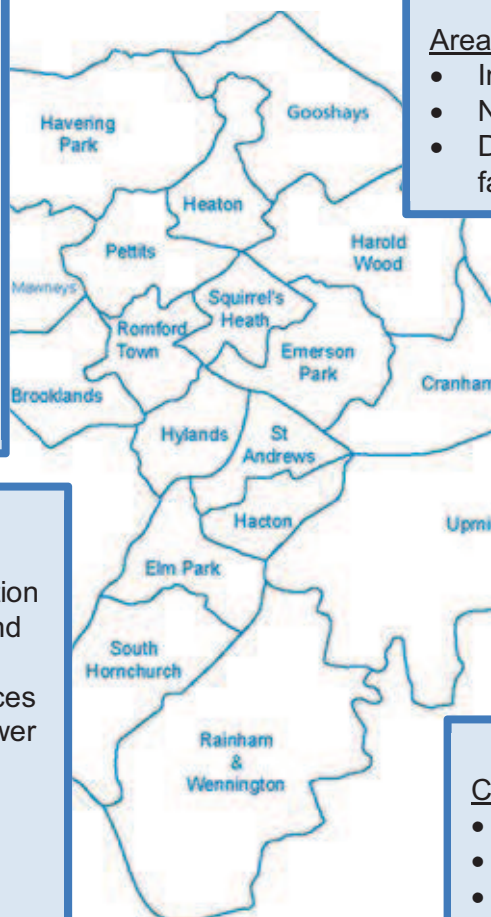
## Upminster & Cranham

### Continuing activity

- Supporting the restoration of the Upminster Chapel
- Restoring and promoting Upminster Windmill
- Continuing the Council's work with Thames Chase

### Areas for future focus

- Continuing improvement of various local heritage sites

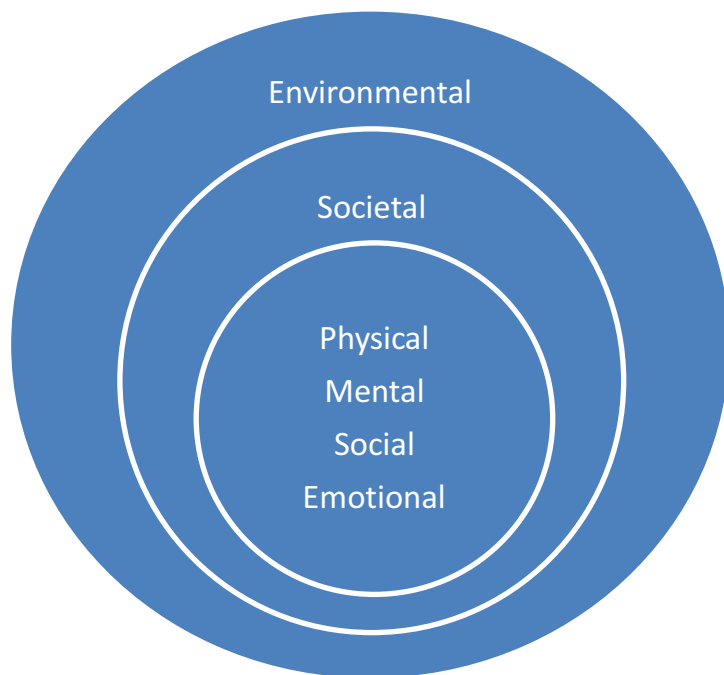


# Health & Wellbeing

Research evidence and policy work on the topic of health and wellbeing, and how culture contributes, is extensive. However, a few select approaches are outlined in the following pages, and help to frame our strategy.

## Our understanding of, and approach to ‘Health and Wellbeing’

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Our concept of ‘health and wellbeing’ recognises the holistic nature of health and the various dimensions, influences and interactions (see diagram<sup>16</sup>).

In the diagram, the inner circle reflects the personal dimensions of health and the two outer circles are broader dimensions which affect the individual.

Societal health refers to the link between health and the way a society is structured, e.g. the basic infrastructure necessary for health (shelter, food, peace, income, etc.) and the degree of integration within society.

Environmental health refers to the physical environment in which people live which has an impact on their health and wellbeing (housing, transport, green space, etc.). For example, as well as providing a space for exercise, recreation and a pleasant environment, our parks and green spaces – including our cemeteries and churchyards – provide an important space for reflection and calm.

Our wellbeing approach is a positive one - focusing on what people are doing well, rather than what they are not doing or shouldn't be doing. We seek to promote health and wellbeing by encouraging participation and incentivising certain behaviours, such as exercise and intellectual stimulation through engagement in culture.

The health and wellbeing benefits achieved through engagement in culture is well documented and widely recognised. However, findings can still be surprising, as new research emerges all the time. A few such examples are listed below:

- ▶ People who live within 500 metres of accessible green space are 24% more likely to meet recommended levels of physical activity, and those who live furthest away are 27% more likely to be overweight or obese.<sup>17</sup>
- ▶ Rheumatoid arthritis sufferers listening to 20 minutes of their preferred music daily were found to report a significant reduction in the perception of pain.<sup>18</sup>
- ▶ The amount of intellectual exercise a person undertakes has an enormous effect on their likelihood of developing dementia. In one study, people with lower reading scores were 18% more likely to develop mild cognitive impairment or dementia.<sup>19</sup>
- ▶ The more often a person visits urban open green spaces, the less often he or she will report stress-related illnesses.<sup>20</sup>
- ▶ Evidence shows a brisk walk every day, in a local green space, can reduce the risk of heart attacks by 50%, strokes by 50%, diabetes by 50%, fracture of the femur by 30%, colon cancer by 30%, breast cancer by 30% and Alzheimer's by 25%. In addition, exposure to nature and green space leads to improvements in terms of stress, mental health, inner city aggression, and ADHD amongst children.<sup>21 22</sup>
- ▶ Reducing the sedentary population by just 1 per cent nationally could reduce morbidity and mortality rates to the value of £1.44 billion.<sup>23</sup>
- ▶ Making art can help vulnerable people, including homeless people and people with mental health problems, to manage their emotions better and so live a better life. The report points to the innate ability of arts activities to encourage mindfulness and meta-cognition (thinking about thinking) which has proven benefits in changing behaviour.<sup>24</sup>

Currently overall health in Havering, as measured by healthy life expectancy, is better than the national average but the health of the most deprived communities is significantly worse than that of the least deprived.

In addition to the important social goals of wellbeing and fairness, improving health and reducing health inequalities will also have economic benefits by reducing losses from illness (productivity losses, reduced tax revenue, higher welfare payments and increased treatment costs).



## 'Five Ways to Wellbeing'

'Five Ways to Wellbeing' (a report published by the New Economics Foundation)<sup>25</sup> is a well-respected and easy access interpretation of wellbeing and the kind of behaviour people can undertake which will lead to improvements in their mental health and wellbeing.

### **Connect...**

With the people around you. With family, friends, colleagues and neighbours. At home, work, school or in your local community.

### **Be active...**

Go for a walk or run. Step outside. Exercising makes you feel good. Discover a physical activity you enjoy and that suits your level of mobility and fitness.

### **Take notice...**

Be curious. Be aware of the world around you and what you are feeling.

### **Keep learning...**

Try something new. Set a challenge you will enjoy achieving. Learning new things will make you more confident as well as being fun.

### **Give...**

Do something nice for a friend or a stranger. Volunteer your time. Join a community group. Seeing yourself and your happiness linked to the wider community can be incredibly rewarding and creates connections with the people around you.

## **Marmot Review of Health Inequalities**<sup>32</sup>

The Marmot Review calls for a renewed focus on ill-health prevention and improved public health, proposing policies to address the social determinants of health inequalities. The review describes how there is a 'social gradient' in health (the greater the level of deprivation, the worse their health) and, because health inequalities result from social inequalities, so action on health inequalities requires action across all the social determinants of health. It also reveals that focusing solely on the most disadvantaged will not reduce health inequalities sufficiently. To reduce the steepness of the 'social gradient' in health, actions must be universal – but with a scale and intensity that is proportionate to the level of disadvantage.

The Review recommends action against six policy objectives to reduce health inequalities:

1. Give every child the best start in life
2. Enable all children, young people and adults to maximise their capabilities and have control over their lives
3. Create fair employment and good work for all
4. Ensure healthy standard of living for all
5. Create and develop healthy and sustainable places and communities
6. Strengthen the role and impact of ill-health prevention



Culture has a significant role in delivering each of these objectives, for example:

- the provision of a wide range of cultural activities help to achieve ill-prevention outcomes across the social gradient, through being highly accessible and open to all, and many being available free of charge, for example; children's play areas and outdoor gyms in our parks, resources and activities through our libraries, the variety cultural and community events in our town centres, and opportunities for walking, cycling and other physical activity.
- the focus on raising literacy levels and reducing inequalities in early development of cognition, linguistic and social skills, helps to prevent future barriers to health and wellbeing.
- working across the school-home boundary, increasing the availability of informal learning and experiences outside of the school and home environment, helps to promote social, emotional, mental and physical development and wellbeing of our children and young people and reduce inequalities of opportunity.
- engaging people in cultural and community activities, and removing real or perceived barriers to participation, thereby increasing 'community/social capital' and reducing social isolation.

## New Public Health Outcomes Framework

The New Public Health Outcomes Framework (draft published, Jan 2012) introduces the overarching vision for public health, the outcomes we want to achieve, and the indicators that will help us to focus and progress towards them.

The Outcomes Framework introduces the overarching vision for public health, the outcomes we want to achieve and the indicators that will help us understand how well we are achieving these. The framework is based on two high-level outcomes: 1) increased healthy life expectancy (taking account of the health quality as well as length of life); and 2) reduced differences in life expectancy.

These indicators are then grouped into four 'domains': 1) improving the wider determinants of health; 2) health improvement; 3) health protection; and 4) healthcare public health and preventing premature mortality

Culture contributes either directly or indirectly to almost all of the 60+ indicators, particularly in Domain 1, 2 and 4. A few such examples are listed below:

- |  |   |
|--|---|
| - 'utilisation of green space for exercise / health reasons' | - 'excess weight in adults'                         |
| - 'self-reported wellbeing'                                  | - 'recorded diabetes'                               |
| - 'social connectedness'                                     | - 'falls and injuries in the over 65s'              |
| - 'proportion of physically active and inactive adults'      | - 'mortality from all cardiovascular diseases'      |
| - 'school readiness'   | - 'mortality from causes considered preventable'    |
| - 'diet'   | - 'health-related quality of life for older people' |
| - 'excess weight in 4-5 and 10-11 year olds'                 | - 'dementia and its impacts'                        |

## Joint Strategic Needs Assessment and Health & Wellbeing Strategy

Havering's Shadow Health and Wellbeing Board developed an interim strategy focussed on Havering's 2010 Joint Strategic Needs Assessment priorities, which are: 1) Cardiovascular disease; 2) Cancer; 3) Supporting younger people; 4) Supporting older people; 5) Healthy living.

Culture services have a significant role to play in working towards each of these priorities. Taking Cancer as an example, local NHS evidence shows that the majority of Havering residents have 'avoidable, lifestyle related risk factors for cancer'. National research<sup>26</sup> suggests that there is a low and unequal awareness of risk factors for cancer amongst more deprived socio-economic groups, with as little as 20-25% of people surveyed having an understanding of the impact of poor diet and low exercise levels on the chances of developing cancer. In addition, there was a lower willingness amongst this more deprived group to make lifestyle changes to improve their health and reduce the chances of developing cancer, highlighting the vital importance of effective and positive messages to achieve behaviour change and improve wellbeing.

The 2011 Chief Medical Officers report, 'Start Active, Stay Active'<sup>27</sup>, describes the clear link between inactivity and chronic disease or ill-health, and sets out guidelines for recommended activity levels in the early years, children and young people, adults, and older people. Our Health and Sports Development Team provide a valuable service in delivering and promoting opportunities for physical activity, including a wide range of targeted initiatives at both different age groups and within geographical areas of greater deprivation. The team also manage the MEND programme – a physical activity and nutrition programme for children aged 7-13 who are overweight.

### Please Note:

Culture and Leisure Services is represented on the Health and Wellbeing Board, and is actively working towards the priorities identified in the draft Health & Wellbeing strategy. In addition, the Sports and Physical Activity Strategy, produced in collaboration between the NHS and Health & Sports Development, and the other Culture sub-strategies, will set out in greater detail the actions to be delivered in relation to Health within these service areas.

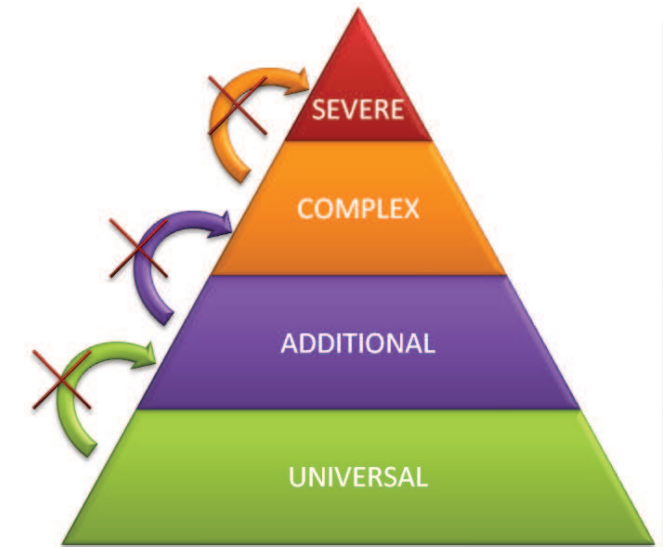
At the time of writing this strategy, the Outcomes Framework had only recently been released, and the development of the new Health & Wellbeing Strategy was still underway. In addition, much of Government policy on Health is still being consulted on and the process whereby responsibility for health care commissioning will transfer from PCTs to GP consortia will not conclude until April 2013. Culture & Leisure is engaged in the development of this work in order to ensure that opportunities for culture to contribute to these shared outcomes are identified and acted upon.

## Supporting Children and Families

This triangle illustrates the varying levels of 'need', and how the role of 'prevention' is to reduce the emergence or escalation of problems which could lead to negative outcomes for the child or family.

Prevention is becoming an increasing priority within Children's Social Care. A focus on prevention will mean shifting investment away from intensive and reactive services, saving money and improving outcomes for children and families.

Similarly, the Youth Service is changing its focus away from universal provision, towards targeted youth work, and the Children's Centres are moving away from universal provision towards targeted activities and prevention.



As the Children's Trust Prevention Strategy describes: **“A child can have many different needs, spread throughout the triangle above, but every child will need access to universal services”**.

As other services move away from universal provision to early intervention and prevention, the role that culture plays in providing universal services will become even more important.

Within the Council we will need to work in close partnership with Children's Social Care, supporting initiatives such as Think Fathers, Think Family and the Top 100 / Top 2,000 families project.

## Developing Young People

Discretionary leisure time plays an integral role in young people's developmental progress. This progress is not solely individual; how young people use these hours also has significant implications for the communities in which they live.

The Education and Inspections Act (2006) places a statutory duty on local authorities to provide access to 'sufficient educational and recreational leisure-time activities which are for the improvement of young people's well-being, and sufficient facilities for such activities'.

The availability of a range of constructive, engaging and voluntary activities is critical to the development of the full range of young people's assets (skills and attributes) for example; confidence, creativity, tolerance, health & wellbeing, and work readiness/functionality.

These are all essential qualities that society will require from them as workers, citizens, and community and family members, and essential for building healthy and fulfilling lives.<sup>28</sup>



Activities should be varied to address the broad range of young people's interests and needs, and be offered by multiple organisations and locations within the community, not separate from it. The new MyPlace youth facility provides a fantastic opportunity for this.

Self-reported childhood experience of engaging in all types of culture is positively associated with engaging in culture as an adult,<sup>29</sup> providing further reason for focussing investment in young people's participation. Culture is taking a leading role in the development of Havering's new Youth Strategy (in development as of Feb 2012).

### ***Barnardos survey - attitudes to young people (2011)***

A recent and widely cited survey by Barnardos in November 2011<sup>30</sup> reported on the negative image attributed to young people by many on society, revealing that 47% of people thought that youngsters were angry, violent and abusive, and 25% said that those behaving badly were beyond help by the age of 10.

At the same time, another Barnardos survey<sup>31</sup> was conducted, this time questioning the young people themselves. When asked why they thought young people got into trouble, most said 'boredom', with others stating 'peer pressure', 'family problems' or that they were 'scared/unhappy/bullied'. And when asked what they thought would stop them getting into trouble, most answered 'more places to go and things to do' and 'more affordability'.



## Snapshot of the borough's Culture offer for children, young people and families

The list below provides merely a very small snapshot of the numerous and innovative ways that culture services engage children, families and young people in the borough:-

- ▶ Our Parks and Open Spaces provide an excellent environment for families and young people to enjoy, including;
  - Over 166,700 annual visits through the provision of under 16s organised football, cricket and rugby.
- ▶ Our Libraries are very welcoming to young families – with active membership being highest in some of the youngest of our residents (particularly between 5-14 years of age).
- ▶ Our Libraries run numerous events and activities aimed at children and young people, including:
  - Baby Bounce and Read & Rhyme
  - the very popular Book Bags scheme and
  - the Summer Reading Programme (with participation increasing year on year).
- ▶ Our Health & Sports Development team provide a wide range of activities for children and young people, including;
  - Nearly 2,000 young people were involved in competitions leading up to the London Youth Games.
  - Over 250 people were involved in the 2011 annual Summer Activity Programme, with activities such as tennis, football, street dance and cheerleading.
  - Approximately 100 young people participating in the school football programme, and
  - Approximately 100 young people involved in the mini-marathon trials.
- ▶ We run numerous events and activities throughout the year, in our libraries, parks, town centres and other locations, which are very popular with young families.
- ▶ Fairkytes Arts Centre provide art and craft workshops tailored for children, young people and families, including;
  - Over 7,700 visits for the children's workshops (ages 8-16) in 2010
- ▶ Each week, over 600 young people get involved with Havering Music School.
- ▶ Each week, over 200 young people, 11-19 years, take part in theatre and dance groups at the Queens Theatre.
- ▶ Sports and Leisure Management, who run the three Council-owned Leisure Centres, deliver a programme of sports activities for under-privileged young people during the school holidays, a popular 'learn to swim' programme, and other activities, on top of their existing universal offer.



- ▶ The work that Havering Museum has done with young people, including creating youth-led exhibitions, has recently been singled out as an example of best practice across London by the Mayor of London. The Museum won the Havering Business Awards for Best Family Venue in 2011, demonstrating how it successful it has been in engaging families through its creative and innovative programme of events, which are frequently oversubscribed.
- ▶ Countless young people engaged in physical activity through local sports clubs, allotment societies, dance groups, and many other activities provided through the borough's strong and vibrant voluntary & community sector.

## Safeguarding children and vulnerable adults

All of those involved in commissioning and delivering services to children and vulnerable adults understand very clearly that the policies we have and the measures we take to safeguard their safety and well-being are the most important things we do.

Culture & Leisure Services work very closely with our partners to ensure the safety of our children and vulnerable adults, for example through integrating safeguarding into our leases and agreements with partners, and encouraging local clubs to sign up to 'Club Mark'.

### ***Example: Coaching Permits***

**In response to concerns about informal coaching activities, the Parks & Open Spaces Service, worked with the Football Association and Essex Football Association, to develop a system of permits for coaches and clubs using parks for training sessions.**

**The permit system requires that coaches provide evidence of CRB checks and qualifications. The permits must be displayed during training, and the scheme is enforced by the Parks Protection Team.**

**The system has been extremely valuable, enabling the Parks Service to much more easily enforce activities taking place in our parks and open spaces and thereby helping to ensure the safety of children.**



## Supporting Older People and Vulnerable Adults

One in four people born today are expected to live to 100 years of age.<sup>32</sup> However, whilst life expectancy is increasing, healthy life expectancy is not increasing at the same rate. Many older people are spending a longer time living with conditions that seriously reduce their quality of life, such as arthritis and dementia, and having to cope with increasing physical frailty, declining mental health and social isolation.

The recent 'Prevention Strategy for Older People and Vulnerable Adults' describes the strategic shift towards prevention and early intervention. The focus on prevention is progressing in parallel with a drive towards outcome-based commissioning and the personalisation agenda, which all seek to increase choice and independence in the way that people access and receive services.

Enabling older people to remain independent and outside permanent health and care services will increase the demand on culture services to provide for this growing sector of the population.

Culture and leisure activities have been proven to deliver the ingredients of a healthy, productive and fulfilling life for older people.

The drive towards strategic and outcome-based commissioning provides new opportunities for culture and leisure to be actively procured to deliver specific programmes of activity in support of these 'prevention outcomes'.

Personal budgets can be used to access a wide range of culture activities, from sport and physical activity, to music lessons or local history classes, which help older people to remain active and socialise with others.

There is evidence that strength, balance and exercise classes can prevent falls amongst older people, resulting in significant improvements in quality of life and reduced spending on healthcare. On average, a fall resulting in a hip fracture costs over £25,000 to the taxpayer – but evidence suggests that 15 weeks of balance classes reduces the likelihood of a fall by around 50%.<sup>33</sup>



## Snapshot of the borough's Culture offer for older people

The list below provides merely a very small snapshot of the numerous and innovative ways that culture services engage with older people in the borough:-

- ▶ Our Libraries hold a massive number of events and activities (approx. 3,000 per year), with many targeted at the older generation, and ranging from one-off author visits and speakers to on-going sessions such as Knit and Natter groups, poetry group, creative writing classes and reading groups.
- ▶ Our Libraries have set up 'BBC First Click' sessions aimed at the over 50s who have never accessed computers before.
- ▶ Our Health and Sports Development Team deliver an on-going programme of sport and physical activity for adults, many of are targeted at those aged 50+, including yoga, dance, armchair exercise, and tai chi.
- ▶ The Fairkytes Arts Centre provides a year-round programme activities and events from painting, drawing and pottery to open-air theatre and open days, including hosting a wide variety of activities staged by community and voluntary groups. For the academic year September 2010 to July 2011, adult attendances reached a higher level than ever before – in excess of 70,000 – with approx. 60% of all users being from the over-50s age group.
- ▶ The 'Walking the Way to Health' programme has a large percentage of walkers aged 50+. Over 20 volunteer walk leaders lead 6 walks a week, ranging from easy walks of 55 minutes on flat ground to more strenuous two hour walks. Over 60 walkers attend the more popular walks on a weekly basis, (the record attendance being 85 for a single walk). A new programme of 30 minute 'beginner walks' is being established to cater for the less mobile.
- ▶ The Queens Theatre coordinates the 60+ Musician of the Year competition, and our Arts Service delivers the annual 60+ Artist of the Year Competition and exhibition, and regularly targets older people through outreach activity, such as working with former Vickers employees to create public art, and music events for people with dementia.
- ▶ Havering Museum runs a reminiscence programme which provides an opportunity for older people in the local community to come together on a weekly basis, with a different theme each week, to share and document their memories.





# Chapter 3: Where are we now? Where are we going?

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## What services do we provide?

Almost everyone in the community has access to culture services. In a 2009 survey undertaken in town centres, 93 % of respondents had used one of our services in the last 12 months.

Havering Council provides:

- ▶ Parks Service and Parks Protection Team, managing 108 Parks and Open Spaces, and providing 26 allotment sites
- ▶ Library Service managing 10 branch Libraries and a programme of events totalling over 3,000 a year, Schools Library Service and Reader Development Team
- ▶ Arts Service and Fairkytes Arts Centre, delivering an extensive programme of arts activities and events
- ▶ Health and Sports Development Team, delivering a year-round activity programme, Physical Activity GP Referral Scheme (PARS) and MEND (physical activity and healthy eating programme for children)
- ▶ 3 Council owned leisure centres, operated by our leisure provider SLM
- ▶ Havering Music School

## Services provided by our local partners in the culture sector?

There is a vibrant cultural provision within the borough, provided by a wide range of organisations, just a few of which are listed below:

- ▶ Queen's Theatre (Havering Theatre Trust),
- ▶ Havering Museum (Havering Museum Ltd),
- ▶ Stubbers (Essex Boys and Girls Club),
- ▶ Rainham Marshes RSPB Centre (RSPB),
- ▶ Bedford Park Visitors Centre (Essex Wildlife Trust),
- ▶ Studio 3 Arts,
- ▶ Havering Disabled Sports Association, Academy of African Arts, Positive Parents, and numerous other local groups and organisations in the Voluntary and Community Sector who serve an extremely important role, delivering a vast and diverse range of facilities, events and activities for residents.
- ▶ Local primary, secondary, SEN and Academy schools
- ▶ Havering College of Further and Higher Education,
- ▶ Thames Chase Community Forest,
- ▶ Local sports clubs and teams,
- ▶ Housing providers delivering cultural activities for tenants,
- ▶ Grand Union Orchestra,
- ▶ East London Dance,
- ▶ Romford YMCA
- ▶ Commercial leisure providers,
- ▶ ProActive East
- ▶ CSPAN (Community Sport and Physical Activity Network)

## Culture in Havering has a lot to celebrate

Havering has a great deal to celebrate in terms of its culture provision, having:

- ▶ one of London's best locally based producing theatres - the Queen's Theatre in Hornchurch;
- ▶ an increasing number of visits to Fairkytes Arts Centre in Hornchurch, recently awarded Quest status (one of very few arts services nationally to receive this accreditation);
- ▶ access to more green spaces than all but one of the London Boroughs;
- ▶ a strong voluntary and community sector and volunteering base supporting culture in the borough;
- ▶ popular leisure centres across the borough (Central Park Leisure Centre, Hornchurch Sports Centre and Chafford Sports Centre);
- ▶ a successful Libraries transformation programme which has delivered refurbishments to nine of its libraries, and plans for rebuilding two further libraries at Harold Hill and Rainham;
- ▶ national indicators demonstrating that our Library Service is providing excellent value;
- ▶ a sustained programme of recent investment in our parks and open spaces, eight of which have been awarded and maintained Green Flag status;
- ▶ winning 16 of the last 34 Annual London Youth Games competitions;
- ▶ considerable recent investment in the borough's historic environment, including the opening of a new Heritage Lottery funded local history museum in the heart of Romford;
- ▶ Romford's lively market and shopping centre which draws in local people and visitors alike;
- ▶ great diversity in our culture assets including some sites of regional and national significance, such as Rainham Marshes, a prominent wildlife site singled out for potential growth and development, and nearby Rainham Village - identified by English Heritage as the historic centre of the Thames Gateway;
- ▶ rich local heritage and a high quality built environment, including Langtons House, Rainham Hall, Bretons Manor House, Upminster Windmill and the Tithe Barn.



**“We believe that culture is central to what makes Havering a great place to live – whether it is access to attractive green spaces, the availability of high quality library buildings, access to arts and events or well managed sports centres – culture plays a key role in ensuring a high quality of life for Havering residents”.** (Reference: 2007-2011 Culture Strategy)

## SWOT analysis

STRENGTHS	WEAKNESSES
<p>A strong, shared understanding of the value of culture within the borough and its contribution to the Council's goals and our residents' priorities.</p> <p>Continued period of investment in culture services over the last five years, resulting in 8 Green Flag parks, refurbishment of Fairkytes Arts Centre, nine new or refurbished libraries, many new play areas and Multi-Use-Games Areas in parks, QUEST status for Health &amp; Sports Development team, Fairkytes Arts Centre, and Leisure Centres.</p> <p>A strong capital programme over the next few years, including Raphael Park, planned 5-a-side centre, new Rainham and Harold Hill libraries, and proposed Romford Leisure Centre.</p> <p>Good track record of community engagement and empowerment, well established forums within culture, and a strong voluntary and community sector.</p> <p>Value for money and high satisfaction levels across all Culture &amp; Leisure Services.</p>	<p>The need for better and more accurate customer information.</p> <p>A strong focus on delivery means that evaluation of activities and services could be more effective.</p>
OPPORTUNITIES	THREATS
<p>Developing the sports legacy for Havering after the 2012 Games.</p> <p>The 2011 census and new Customer Insight model, providing valuable information about our communities and helping us to tailor services and target marketing more effectively.</p> <p>Opportunities to commission culture services in context of changes such as:</p> <ul style="list-style-type: none"> <li>- establishment of personalised budgets in adult social care</li> <li>- the development of clinical commissioning groups</li> <li>- changes to the way schools are funded</li> <li>- the new 'Work Programme' through Jobcentre Plus and regional providers</li> </ul> <p>Big Society - Building the capacity of the voluntary &amp; community sector, by providing direction, brokerage and support whilst encouraging greater ownership.</p> <p>National Lottery's return to 'original good causes', increasing proportion of funding available to the arts, sports and heritage.</p>	<p>Unprecedented public spending cuts, reducing our ability to invest in services.</p> <p>Impact of cuts on partners services, particularly the NHS and schools.</p> <p>Impact of increased digital access on the future of the Library Service, although this also presents opportunities.</p> <p>Risk of not successfully capitalising on opportunities presented by recent changes, especially within schools and health.</p> <p>Risk of fragmentation as a result of savings being made within partner services.</p>

## Responding to a changing community

### Population:

- Since 2007 the population of Havering has been growing at a faster rate than the England average (growing 8.3% by 2020).
- It is estimated that in the next five years, the South of the borough will grow most.
  - ▶ We have commissioned a review of culture and leisure provision focussed on the South of the borough in order to identify gaps in provision and develop a strategy for responding to current and future demand.

### Age:

- Havering's **retirement age population** is expected to grow the fastest overall in the future. From 2010 to 2015 the 90+ age group is expected to rise by 43%, and 65-69 group by 26%.
  - ▶ Culture and leisure services will need to prepare for the large increased demand for older people's services. See page 32-33.
- The number of **children and young people** in Havering is also expected to show a large increase. From 2010 to 2015 the 5-9 age group is expected to rise by 15%.
  - ▶ Culture and leisure services will need to prepare for an increased demand from children and young families. See page 28-31.
- These demographic changes risk leading to growing **divisions between younger and older generations**
  - ▶ Culture appeals to all ages and interests, and easily lend themselves to intergenerational activities. There are already a huge number of intergenerational culture activities in the borough, whether it be the Reading Buddies working with children in our libraries, the intergenerational ballroom dancing project, the Friends of Upminster Windmill who tour young people around their facility, or the Friends of Parks groups who undertaking planting schemes to engage and train young people.



## **Ethnicity:**

- Havering's population is becoming more ethnically diverse, and this is expected to continue in the future. The second largest ethnic group (after White) comprises those of Black ethnicity, particularly those of Black African descent.
- There is more ethnic diversity among children and young people in Havering than in the population overall, with 22.9% of school pupils of non-white ethnicity, compared to an estimated 7.7% in Havering overall.
  - ▶ Culture and leisure services will need to respond to this changing ethnic diversity, ensuring that the borough's cultural provision caters for the interests of, and is accessible to, new communities. Participation in, and observation of, culture and leisure activities provide a unique ability to bring people together, and arts activities in particular provide an opportunity to share and celebrate cultural diversity. The role of culture in community cohesion will become increasingly important in the future.
  - ▶ The Council is in the process of writing a cohesion strategy, and we will be supporting the development of this to ensure that the role of culture features prominently.

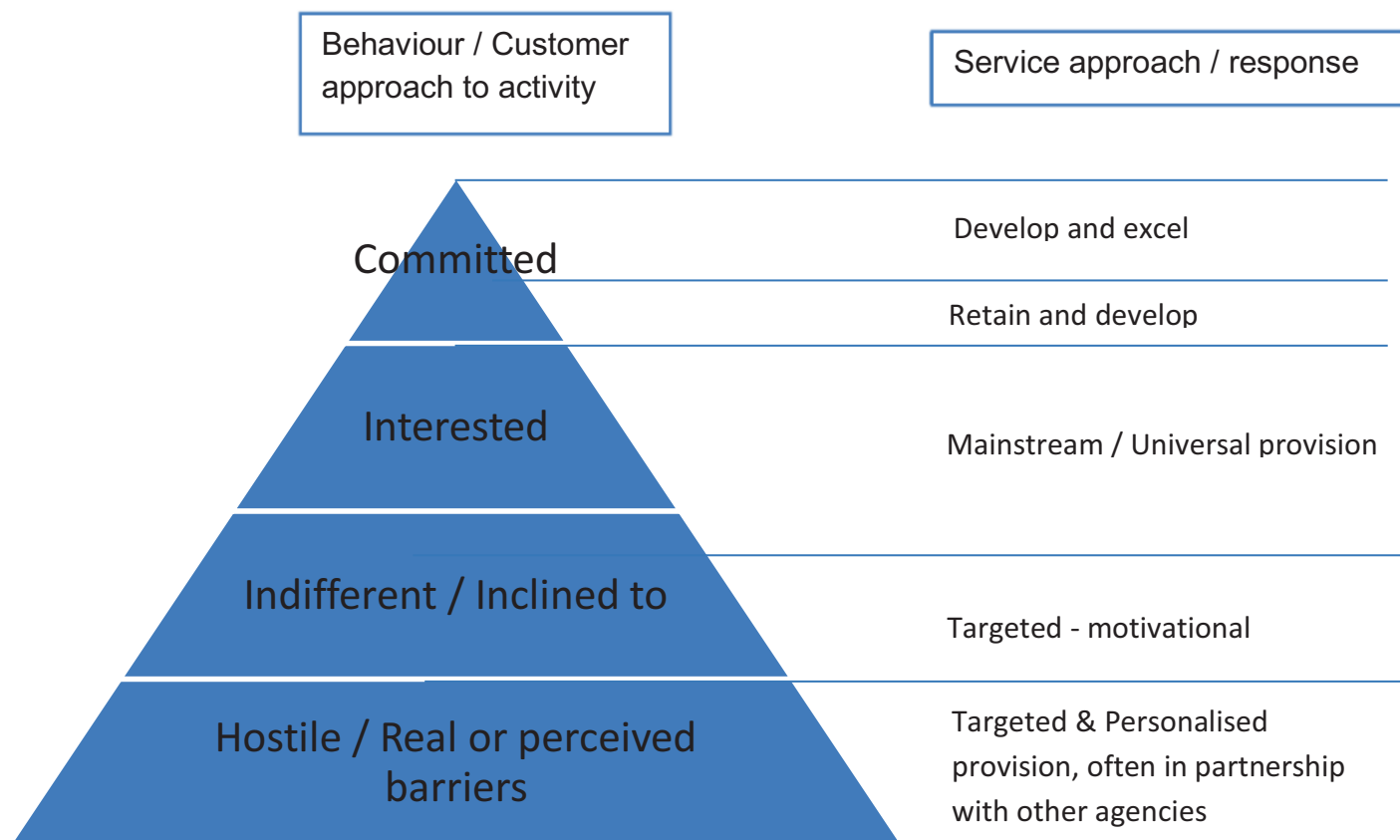
## **Disability:**

- ▶ It is estimated that more than 14,000 adults of working age in Havering have a disability and more than 6,000 are unable to work because of a disability. It is estimated that the number of adults in Havering with moderate or severe disabilities will increase by 7% in the next 10 years, with the number of adults with learning disabilities increasing by the same amount.
  - ▶ Culture and leisure services will need to prepare for future increased demand on services relating to disabilities, learning disabilities and mental health. In order to do this are working closely with our partners in Social Care and Public Health, have signed up to Inclusive & Active 2, the Sport and Physical Activity strategy for disabled people in London, and coordinate a Disability Culture Forum.

## Universal, Targeted and Personalised Services

One of the key questions for every organisation or service to consider, is how best to focus efforts in order to maximise impact. Our customers have different behaviours, needs, interests and approaches to the services we offer, and we need to understand this in order to tailor and market our services accordingly.

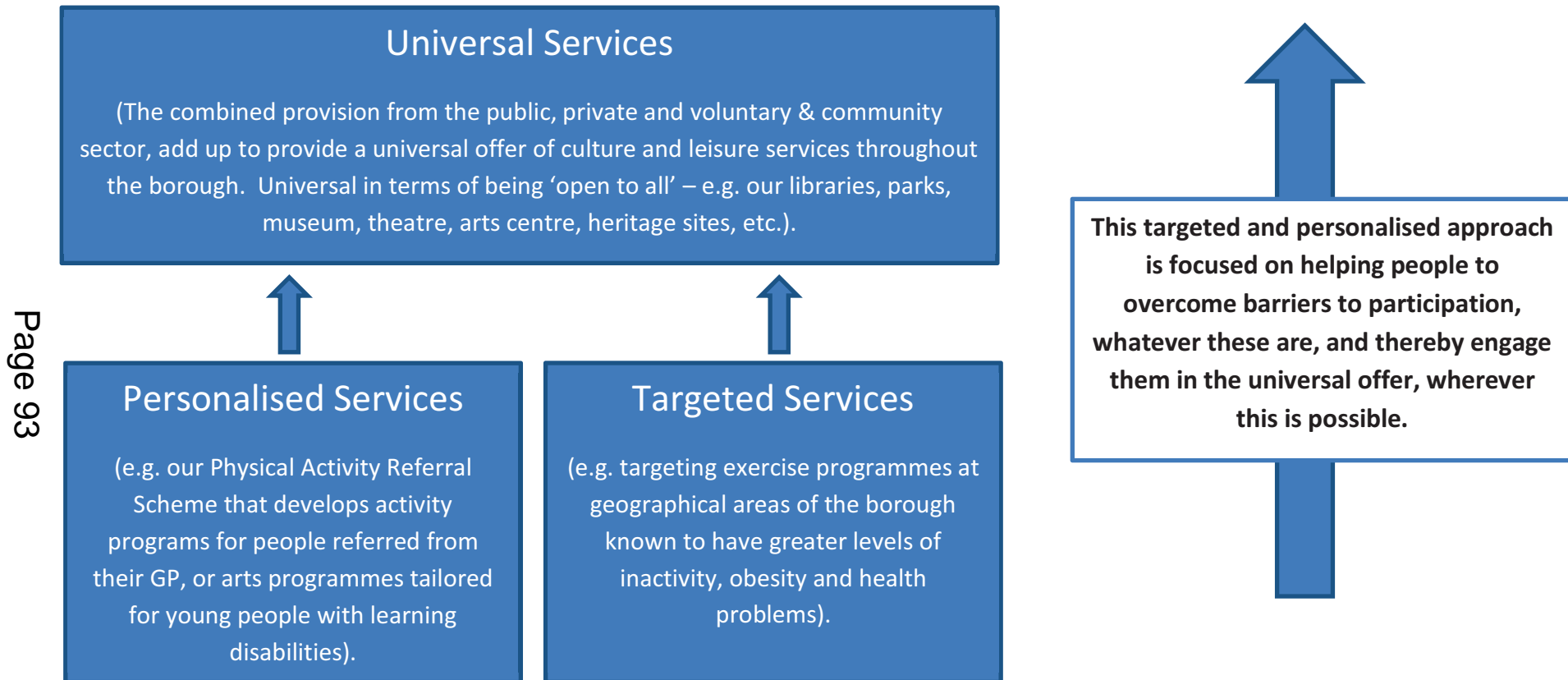
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Whilst mainstream / universal provision will cater for many, services will also need to be targeted on those that require extra support, either because of a lack of motivation, real or perceived barriers, or to support those who show the commitment and potential to excel.

## Universal, Targeted and Personalised Services (cont.)

The variety, flexibility, accessibility and inclusiveness of culture and leisure services means that whilst most people will access the universal offer, there is a huge potential for culture and leisure in providing targeted (e.g. geographical) and personalised (tailored to individuals) services.



The importance of the universal offer – The Marmot review of health inequalities revealed that focusing solely on the most disadvantaged will not reduce health inequalities sufficiently. To reduce the steepness of the social gradient in health, actions must be universal – but with a scale and intensity that is proportionate to the level of disadvantage - this is what is termed 'proportionate universalism'<sup>34</sup>.

## Further examples of targeted and personalised services

### Targeted Services

Examples	Features of this service	Challenges for service
<ul style="list-style-type: none"> <li>• Sports programmes marketed specifically to areas of the borough known to have lower levels of physical participation.</li> <li>• Half term holiday arts, drama and digital media workshops by professional artists for young people with Autism, working in partnership with local voluntary sector organisations.</li> <li>• The Disability Sports Steering group, aimed at increasing participation in sports amongst people with a disability.</li> </ul>	<ul style="list-style-type: none"> <li>• Targeted (often geographically) to address a specific issue / barrier to involvement.</li> <li>• Accessed by people falling into a particular target category or pre-determined location.</li> </ul>	<ul style="list-style-type: none"> <li>• Often grant-funded programmes, therefore may face challenges with reduced public sector funding, and exit strategies are important.</li> <li>• Opportunities to work with other services such as community safety, youth service and regeneration, to deliver shared objectives around youth engagement, inclusion, reduced anti-social behaviour, and community cohesion and development.</li> </ul>

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### Personalised Services

Examples	Features of this service	Challenges for service
<ul style="list-style-type: none"> <li>• Physical Activity GP Referral Scheme (PARS)</li> <li>• Armchair exercise programme developed for clients of specific residential care home.</li> <li>• Clay modelling for adults with learning disabilities delivered at their day centre.</li> </ul>	<ul style="list-style-type: none"> <li>• Personalised to an individual.</li> <li>• Accessed by small number of pre-identified people or pre-existing group.</li> </ul>	<ul style="list-style-type: none"> <li>• Higher cost services which need to be grant funded or commissioned.</li> <li>• Opportunities to develop delivery within the work being progressed by transformation programmes in Children's and Adult Social Care, e.g. personal budgets.</li> </ul>



## Chapter 4: Action Plan

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**Please Note:** The following Action Plan is intended to provide examples of the activities we plan to deliver under each of our Objectives and Principles. More detailed action plans are developed as part of our service planning process, these are updated annually and used to track progress over the year. The service level sub-strategies will also contain their own action plans specific to those areas. These sub-strategies include:

- Library Strategy,
- Arts Strategy,
- Sports and Physical Activity Strategy,
- Parks and Open Spaces Strategy,
- Children’s Play Strategy, and
- Heritage and History Strategy.

## Objective 1: Health and Wellbeing

Health and Wellbeing is a key priority that overlaps a number of objectives shared by the council and its partners, including importantly the Shadow Health & Wellbeing Board.

Reductions in public sector budgets reinforces the need to bolster the wellbeing and resilience of local populations to prevent ever increasing demand for services<sup>35</sup>.

Positive mental wellbeing is an essential foundation for achieving a wide variety of other outcomes, such as physical health and the development of cohesive, safe and vibrant local communities.

For more information about our approach to Health and Wellbeing, please see p21-25.



### Strategic Objective

**Support a high standard of mental, physical and emotional health for all by increasing the number of people engaging with libraries, parks and open spaces, sports, arts and the historic environment.**

### Strategic Outcomes

Residents engaging in at least 3x30 mins physical activity a week	High attendance and satisfaction with sports and leisure centres
High attendance and satisfaction with libraries	High levels of engagement in, and satisfaction with, the arts service
High attendance and satisfaction with museums and galleries	High usage and satisfaction with parks and open spaces

### 'SMART' Measures and Targets

Action	2011 Baseline	2014 Target
Increase customer satisfaction for Libraries	81.5%	83.5%
Maintain or increase customer satisfaction for Parks & Open Spaces	76%	77%
Establish Friends Groups across Libraries	None at present	5 groups established
Produce a Library Volunteer Strategy	No strategy	Strategy complete

Maintain QUEST accreditation for the Sports Development Team	Quest accreditation achieved for Sports Development	Quest accreditation maintained.
Support the local School Sports Collective	School Sports Collective established.	Attendance at meetings, actions completed involving Culture and Leisure. Positive promotion of Collective through activities.
Contribute to the development of the health & wellbeing strategy and the work of the Health & Wellbeing Board, and include in the development of our sub-strategies	Joint posts in post. Sport and Physical Activity strategy jointly prepared.	New joint Physical Activity strategy published. Strong relationship with the Health & Wellbeing Board. Health & Wellbeing Strategy in place, and reflected in published sub-strategies.
Achieve reaccreditation of QUEST at Fairkytes Arts Centre	Quest accreditation received for Fairkytes Arts Centre	Quest accreditation maintained for Fairkytes Arts Centre
Develop and implement the Olympic and Sports Legacy for Havering	Develop action plan and deliver key actions.	Key actions delivered and Olympic and Sports Legacy for Havering in place.
Deliver the Leisure Centre Investment Programme	Leisure Centre investment programme agreed.	Leisure centre investment programme delivered.
Establish Healthy living points in all libraries	None at present	10 – one in each library
Establish an annual library forum and a specific library forum for disability groups	Two library forums held One libraries & disabilities forum held	Annual forums established and held with increased attendance
Supporting uptake of walking and cycling, though the Havering Walks programme and Havering Biking Borough Strategy	Very strong existing walks programme and 'On Your Bike' family rides	Opportunities to further support the Biking Borough strategy as part of through the Sports & Physical Activity Strategy
Providing information on cultural services to support the new 'Care Point' - independent information, advice and guidance service for adults wishing to access health & social care services in the community	Care Point launched Feb 2012. Culture & Leisure contributing information to this service and associated online resources.	Continuing to support Care Point though provision of information and increased number of referrals to cultural activities that promote health & wellbeing and combat social isolation

## Objective 2: Learning and Personal Development

Learning and development extends well beyond the classroom environment. There is an unlimited wealth of intellectual stimulation and learning which can be gained through participation and experience in a diverse range of culture activities, in a way which is fun, fulfilling and inclusive.

We believe that learning should be encouraged as a lifelong activity, enabling individuals to achieve their potential, through new knowledge, abilities, interests, and increased confidence. So, whilst recognising the contribution of learning to employment and economic outcomes, we also believe that learning should be valued for its own sake.

Learning is one of Havering's Sustainable Communities Strategy objectives, emphasising its strategic importance for the borough.

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### Strategic Objective

Support learning outcomes and personal development for all age groups through our innovative library service, rich historic environment, broad arts offer, sports coaching and apprenticeships.

### Strategic Outcomes

High numbers of young people taking up further education opportunities in culture and creative industries, with clear educational and training 'pathways' in the arts.	High numbers of active users of libraries, and increasing numbers within currently under-represented groups
High take up of activities at Fairkytes and Havering Museum, and through Sports Development activities	Providing high quality, accessible informal learning opportunities for a wide range of people and interests
High number of apprenticeships working within the service	

### 'SMART' Activities, Measures and Targets

Action	2011 Baseline	2014 Target
Develop new ways of delivering informal Adult Learning Opportunities across the borough with key partners	Initial discussions being held and scoping report produced	New ways of delivering informal learning, efficiencies and service improvement, achieved through strong partnership working
Explore opportunities for developing more direct relationships with schools and working with	Number of positive examples of working with schools, particularly	Building on the success of the School Sports Collective model and exploring options for

them to promote culture opportunities within schools	through the School Sports Collective, Schools Library Service and the Reader Development Team	other curriculum subject areas including art and history. Direct partnership working strengthened between Schools and Culture & Leisure Services.
Produce a multi-agency and borough-wide Literacy Strategy	No Strategy	Strategy and action plan published and partners engaged in implementation.
Digitise the local history collection	Collection not digitised	Significant parts of collection are digitised and customers are accessing online
Encourage greater take up of Schools Library Service.	Roughly 50% of schools currently using Schools Library Service.	Maintain existing links and increase total number of Schools using the service.
Establish a learning resource for growing at Bedfords Walled Garden	Currently not in place	Learning facility in place and available to all Havering growers
Increase the amount of downloadable historic and environmental information available from our website	Only text at present	Use of text, podcasts and other downloaded material, linked through information on parks notice boards
Increase the number of sports clubs and organisations taking up disability awareness training offered by Culture & Leisure	No take up in 2011	24 clubs/organisations to have taken up training opportunities (8 per year)
Continue to develop adult learning arts programme at Fairkytes Arts Centres	Approx. 6646 attendances and 635 sessions	Increase to over 7,000 attendances
Increase attendances of hard to reach / at risk young people engaged in arts education activity	300 attendances	450 attendances
Explore further opportunities for apprenticeships within the service and with partners in the wider culture industry of the borough	Apprenticeships already operating within the service, particularly within the Parks Service	Apprenticeship offer extended to other services and external partners
Support the development of the new Music Hub	Hub not yet established. Grant application submitted.	Music Hub established and resulting in increased participation in, and experience of, live music, amongst children and young people, and broader range of music on offer.

## Objective 3: Towns and Communities

The Sustainable Communities Strategy (2008-2013) describes Havering's vision for the objective 'Towns and Communities', and includes the following:

- 'Attractive and successful towns and communities will provide an equality of opportunity to all residents of Havering';
- 'Provision of superb leisure and culture facilities will help ensure that Havering is one of London's most energised and cultured Boroughs';
- 'Havering's towns and communities will be green places of culture, commerce, community and beauty of which residents will be proud'.

Culture is at the heart of what constitutes high quality towns and communities, and makes up the majority of actions identified in the Sustainable Communities Strategy, including reference to Green Flags status of our Parks, Havering Museum, Queens Theatre, the 2012 Games, conservation and biodiversity in our green spaces, and cultural activities and events in our town centres.

It is a fundamental agenda and priority for the Borough and our residents, and one in which Culture is central to delivering, hence the decision to make 'Towns & Communities' one of the three objectives for Havering's Culture Strategy.



### Strategic Objective

Enriching our towns and communities, through investment and engagement in culture, and delivering a high quality, safe, pleasant, visually interesting landscape and townscape for our residents.

### Strategic Outcomes

High resident satisfaction with Havering as a place to live	High quality historic environment that is appreciated by a wide range and number of residents
High satisfaction with quality of parks and open spaces throughout the borough	High quality cultural buildings, including Fairkytes Arts Centre, Havering Museum and Queens Theatre

## ‘SMART’ Activities, Measures and Targets

Action	2011 Baseline	2014 Target
Deliver two new libraries in Rainham and Harold Hill	Plans in early stages of development. Harold Hill Library still subject to funding.	Opening of two new libraries.
Achieve Libraries Customer Service Excellence Accreditation	Achieved in 2010	Achieve new standard.
Completion of Fairkytes restoration	Restoration works in progress.	Restoration works complete, subject to funds.
Pursue new provision of space for visual arts	Current provision of space for visual arts identified and documented.	New provision identified and progressed, subject to necessary funding.
Investigate provision of rehearsal space for the Queens Theatre	Temporary provision of rehearsal space investigated and solution identified.	Rehearsal space provided, subject to necessary funding being raised.
Promote and enhance Hornchurch as an important cultural destination	Discussion with partners taken place and scoping work underway.	Branding in place and cultural industries encouraged to locate in Hornchurch.
Deliver a new leisure facility in Romford, - subject to planning	Plans developed to deliver a new leisure facility in Romford.	A new leisure facility in Romford open to the public, - subject to planning.
Deliver a new 5-a-side centre in Romford	Planning application approved.	5-a-side centre open and operating.
Maintain QUEST accreditation for Leisure Centres	Quest accreditation in place for Leisure Centres.	Quest accreditation maintained for the Leisure Centres
Restoration of Raphael Park, Romford	Award of funds made by HLF Project enters the delivery phase	Restoration completed, project evaluated and the Park is awarded a Green Flag
Restoration of Langtons Gardens	Application for funding submitted	Restoration works completed, subject to funds
Renovation of Broxhill Park, Harold Hill	Awaiting release of funds to commence the project	Broxhill Park renovated and used by the community for sports and recreation including football, tennis and bowls, within two years of funds being available
Renovation of Central Park, Harold Hill	Awaiting release of funds to commence project	Central Park is renovated as a family park with facilities to promote family activities and a range of events and activities, within two years of funds being available

Work in partnership with Housing to enhance the beauty and accessibility of Hornchurch Cemetery	Funding secured through capital programme and plans developed	Work completed and Hornchurch Cemetery offering improvement accessibility and high quality environment for reflection
Agree new management arrangements at Hornchurch Stadium	Negotiations underway with clubs using the stadium	New management arrangements agreed
Investment in Rainham Wildspace and management of new land	£400k of investment achieved to date	New land under management of Parks & Open Spaces Service.
Maintain 8 Green Flags	Havering currently has 8 Green Flags	9 (existing 8, plus additional green flag for Raphael Park, as a condition of the bid).
Secure investment for heritage sites where needed	Recent heritage investment secured for Raphael Park and works underway	Raphael Park works complete. Upminster Windmill refurbishment progressed. Applications submitted seeking investment for Langtons Gardens, Bedfords Park Walled Garden and Bretons.
Support the development of the new Local Plan (replacing the LDF)	Local Plan in development stage	Local Plan signed off, with a clear emphasis on Culture as a priority for Havering.
Developing the MyPlace centre as a fantastic youth and community facility	MyPlace building in Harold Hill in construction, due for official launch in June	MyPlace building, and concept surrounding it, is thriving, offering a wide range of cultural activities, delivered by numerous partners, which are well attended and enjoyed by both young people and the wider community.
Supporting nature conservation and biodiversity, and enhancing 'nature corridors' between town centres	Significant work already undertaken through the Parks & Open Spaces Service, including the introduction of 'wild meadows'	Further work developed in regard to 'nature corridors between our town centres, and celebrating this space in Havering.
Supporting efforts to promote Havering as a visitor destination and marketing our rich cultural assets	Strong marketing service promoting our cultural assets, activities and events programme. Supporting the publication of the first 'Visit Havering Guide'.	New Visitor Kiosk in Romford open and well used. Cultural facilities and activities marketed through this new portal and resulting in increased publicity and visits.



## Principle 1: Community Empowerment

**Promote more active engagement in service delivery, from consultation, to volunteering, to devolving services to the local community.**

How this principle will be realised:

- Strengthening relationships with the voluntary and community sector in all service areas
- Increasing engagement of voluntary and community sector in service delivery
- Increasing involvement of the Culture Forum and sub-forums in service planning and decision making,
- Increasing opportunities for, and supporting existing, volunteering activity within the culture sector of Havering,
- Empowering local groups such as Friends of Parks and Library User Groups
- Identifying and acting on opportunities presented by the wealth of new policies and programmes of relevance to the Culture Sector, including Big Society



### ***Example: 'Friends of Parks Groups'***

**Community empowerment is at the heart of what we do. We have a very strong base of volunteers who provide vital support to the delivery of culture services in the borough.**

**In 2008 the Parks Service, worked with existing groups to establish an 'Official Friends Programme' and a partnership agreement. Official Friends groups have been awarded £1,000 to spend on a mutually agreed project, and can also compete for an additional £5,000 to undertake a capital project. They also receive support in running events and activities.**

**In return groups are required to run an annual residents' consultation, hold one community event a year, and are encouraged to seek match funding from other sources (for e.g. Friends of Upminster Park working in partnership with the Council were able to assist in securing additional funding to install new equipment in the children's play area).**

**We currently have 21 Friends Groups, including 7 Official Friends Groups (information correct as of January 2012).**

## Principle 2: Working in Partnership

**Continue to work with our partners, internal and external to the Council, and regionally across borough boundaries, to achieve shared objectives.**

How this principle will be realised:

- Continued engagement with the Havering Strategic Partnership and all appropriate corporate policies, objectives and structures.
- Supporting the various 2014 Transformation Programmes across the Council and engaging with forums such as the Over 50s Forum, Children's Trust, Local Safeguarding Board, and Health & Wellbeing Board
- Working with NHS Havering, particularly through the Health & Wellbeing Team
- Working with the Police and Community Safety, particularly through the Parks Protection Team
- Leading on the coordination of various internal and external partners to achieve the objectives within Havering's 2012 Olympic & Paralympic Delivery Plan
- Consulting with a wide range of internal and external partners on the 2012-2014 Culture Strategy and with partners and residents on the Service Sub-Strategies.



### ***Example: Havering Culture Forum***

The Havering Culture Forum has been running since 2006. Meeting quarterly and chaired by the Lead Member for Culture, Towns and Communities, the forum serves to:

- ▶ Provide networking opportunities for local cultural organisations
- ▶ Represent the interests of the cultural sector in Havering and act as a focus group for consultations
- ▶ Share local, regional and national information and ideas about the sector, share successes and learn from each other's experiences
- ▶ Identify new opportunities for working together to maximise funding and resource

Hundreds of external groups are represented by the Culture Forum and numerous sub-groups, such as the Historic Environment Forum, Sports Council, Arts Council, Fairkytes User Group, Children's Play Partnership, Parks Forum, Allotment Society meetings, Friends of Parks Groups, Library Forum and Disability Forum.

## Principle 3: Inclusion & Cohesion

**Be smarter about collecting information on our customers and communities. Target new audiences and broaden access to our services, breaking down barriers to engagement where these exist, facilitating social progress and improved quality of life.**

How this principle will be realised:

- Ensuring our services and activities meet the needs of the changing demographic of our community (see pages 37-38)
- Increasing participation by vulnerable and hard to reach groups in mainstream services
- Engaging disability groups through the Culture Disability Forum and Libraries Disability Forum
- Engaging hard to reach groups, by working together with relevant partners and through forums such as the BME Forum
- Making more effective use of customer data in order to better understand current users and predict the needs of future audiences
- Targeting services in order to provide support to under-represented groups where needed, and utilising the new Customer Insight tool to provide tailored marketing to these groups
- Specific activities will be identified through the 'Equality Action Plans' in each of the services' sub-strategies

### ***Example: Inclusive & Active 2***

LBH has officially adopted 'Inclusive and Active 2', the Sport and Physical Activity strategy for disabled people in London (co-owned by the Greater London Authority, NHS London and Interactive).

Its vision is 'active disabled Londoners' and adheres to the social model of disability - the concept that everyone is equal and that it is society, in reaction to a person's impairment, which creates social and environmental barriers that restrict opportunities and prevent disabled people from fully participating.

'Inclusive and Active 2' views inclusion as the key tool to achieve an increase in participation by disabled people. Inclusion is defined as the process of accepting responsibility and taking necessary steps to ensure that every disabled person is given an equality of opportunity. Specific adapted and disability exclusive activity plays a major role in the increase of provision for disabled people as part of the spectrum of opportunities available.



## Principle 4: Good Value Services

**Maintain the high quality of our services against a backdrop of reduced budgets and ensure that activities are evaluated effectively to retain a focus on outcomes for local people.**

How this principle will be realised:

- Working closely with all relevant partners regarding the on-going development of Culture & Leisure services, particularly in the context of delivering the savings identified in the July 2011 Cabinet Report, in order to ensure linkages and opportunities are identified and progressed where appropriate.
- Employing early planning and strong project management techniques in delivering everyday services, specific projects and identified savings programmes.
- Continuing to improve productivity, by simplifying and streamlining complex processes and reducing bureaucracy, and benchmarking services to identify areas for improvement.
- Being more commercially astute, exploring different service delivery models and new commissioning opportunities (for example relating to Personalised Budgets, GP Consortia, Work Programme and changes to schools' funding).
- Securing external funding both within the service and in supporting external partners in seeking funding, and maximising funding opportunities through establishing partnerships in the public, private and voluntary & community sector.
- Continuing to explore new and innovative ways of delivering our services to achieve efficiencies and improve the quality of service and value for money that we offer our customers, for example through the London Libraries Consortium, exploring options for an arts trust, and supporting the development of the music hub.



## Policy, Marketing and Research

Policy, marketing and research function of the service will be important in supporting the above objectives and principles within the Culture Strategy Action Plan, by:-

- Raising the profile of the rich and varied cultural experiences that the borough has to offer to our residents and visitors, through effective communication and targeted marketing, thereby increasing participation and generating income for the sector.
- Identifying information and communication channels that can assist the Council reach a wider range of people, including expanding the use of social networking tools where appropriate (already being very effectively used within the libraries).
- Improving the quality, quantity and accessibility of web-based information on the culture services available in the borough.
- Gaining a better understanding of both current and future customers and wider community, understanding how local residents engage with cultural activity in the borough, and using this insight to inform how we deliver and promote these activities.
- Working closely with partners to promote the borough as a place to visit, identifying and promoting the numerous tourism opportunities presented by the culture and leisure sector. Just a few specific opportunities include:
  - the new visitor kiosk planned for Romford town centre and publication of the new 'Visit Havering Guide',
  - developing opportunities for filming in the borough, working through the new Film Havering website and with our partners,
  - the 2012 Olympic & Paralympic Games when the world's media will be focussed on London and there will be a major increase in visitor traffic.
- Ensuring that services are up to date with the latest policy from a national, regional and local level, thereby identifying opportunities early on, including external funding and commissioning opportunities.
- Strengthening partnership working with other services within the Council, ensuring that policies and strategies are joined up and contributing to each of the Council's transformation programmes.



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# CABINET

**21 March 2012**

**Subject Heading:**

**Cabinet Member:**

**CMT Lead:**

**Report Author and contact details:**

**Policy context:**

**Financial summary:**

**Is this a Key Decision?**

**Is this a Strategic Decision?**

**When should this matter be reviewed?**

**Reviewing OSC:**

Adoption of the London Permit Scheme (LoPS) for Road Works and Street Works  
 Cllr Barry Tebbutt (Streetcare)  
 Cllr Robert Benham (Highways)  
 Cynthia Griffin, Group Director – Culture and Community  
 Emma Cockburn  
 01708 432850  
 emma.cockburn@havering.gov.uk  
 New Roads and Street Works Act 1991  
 Traffic Management Act 2004  
 Mayor’s Transport Strategy 2010  
 Draft Network Operating Strategy 2011  
 Havering “Living Ambition” Agenda 2010  
 Havering Local Implementation Plan 2012  
 Network Management Plan 2006

There are no net financial impacts, as the additional staffing costs associated with LoPS will be covered by the revenue generated from the permit fees.

Yes

Yes

Annually

Environment

**The subject matter of this report deals with the following Council Objectives**

- Ensuring a clean, safe and green borough [✓]
- Championing education and learning for all [ ]
- Providing economic, social and cultural activity in thriving towns and villages [✓]
- Valuing and enhancing the lives of our residents [✓]
- Delivering high customer satisfaction and a stable council tax [✓]

## **SUMMARY**

- i This report considers the rationale for Havering joining the London Permit Scheme (LoPS), providing details of the steps that need to be taken to join the scheme. Joining the LoPS will enable greater control and regulation of Street Works, allowing the Borough to meet its Network Management Duty under Part 3 of the Traffic Management Act 2004 and the Traffic Management Permit Schemes (England) Regulations 2007 (the Regulations).
- ii The LoPS has been designed to encourage better planning and management of road works, which is driving forward reductions in congestion across London's road network. This in turn is delivering benefits for the economy and the environment and improving the quality of people's daily journeys.
- iii 26 London Boroughs, TfL and the City of London have joined the LoPS in a series of three previous phases of implementation. The pathway to adopting LoPS is now clearly set up, with a standard route to implementation established. The earlier adopters have not faced any challenges or significant difficulties in operating the scheme.

## **RECOMMENDATIONS**

Cabinet is recommended to:

- Agree to proceed with an application to the Secretary of State for Transport to join the London Permit Scheme, subject to the outcome of consultation (see 6.2).
- Delegate authority to the Group Director for Culture and Community, in consultation with the appropriate Cabinet Members, to take all actions necessary to implement the London Permit Scheme and to vary permit fees as required to ensure that permit fees meet, but do not exceed, the operating costs of the scheme.
- Delegate authority to the Group Director for Culture and Community, in consultation with the appropriate Cabinet Members, to recruit additional staff to the New Roads and Street Works Act team or revise existing structures as required to meet the needs of the service, in accordance with Council policies and procedures, on the basis that posts will be self-financing.



## **REPORT DETAIL**

### **1. Introduction**

- 1.1 The London Permit Scheme (LoPS) is intended to improve the way London Boroughs manage the impact of street works and activities on their highway networks. It is a common permit scheme that London's highway and traffic authorities have developed to comply with the provisions of the Traffic Management Act 2004 (TMA) and discharge their network management duty under the Act. The scheme has a single set of rules which each London highway authority operating the scheme applies independently to their own roads, subject to the normal cross boundary liaison and co-operation.
- 1.2 The LoPS has been rolled out across London in a series of phases, with only 6 boroughs (Havering, Merton, Bexley, Tower Hamlets, Sutton and Kensington and Chelsea) now not operating the scheme. The operation of the scheme over the last two years has allowed the processes of both initiating and operating the scheme in individual boroughs to be refined by the early adopters, ensuring a smooth path for those joining in later phases.
- 1.3 The first phase of LoPS was adopted by 15 London Boroughs, City of London and Transport for London in January 2010, having been approved by the Secretary of State for Transport in October 2009. The remaining London Boroughs that have implemented LoPS joined in phases 2 and 3. A fourth phase is planned for implementation later this year and the other five Boroughs not operating LoPS have given a clear commitment to join in this phase.
- 1.4 The adoption of LoPS by all traffic authorities in London is fully supported by the Department of Transport (DfT) and TfL.

### **2. Background**

- 2.1 The current regime for regulating street works uses powers contained within the New Roads and Street works Act 1991 (NRSWA). Currently the NRSWA places a duty on highway authorities to coordinate works of all kinds on the highway and also places an equal duty on statutory undertakers to co-operate in this process. This requires statutory authorities and local authorities to give notice of their intention to undertake works to each other.
- 2.2 There are limited controls available under this legislation for the local authority to control the coordination of road works and the introduction of the Traffic Management Act 2004 (TMA) was intended to give more powers to local authorities to do this. The TMA has provided a range of different measures for controlling road works, including permit schemes and fixed penalty notices.

- 2.3 The TMA and the associated Regulations widen the NRSWA coordination duty to include other prescribed activities that involve temporary occupation or use of road space and Council works.
- 2.4 A Permit Scheme within the meaning of the TMA is a scheme which is designed to control the undertaking of specified works in specified streets in a specified area. It replaces the current “notice system” used under the New Roads and Street Works Act (NRSWA) whereby utility companies are only required to inform highway authorities of their intentions to carry out works in their areas. The Permit Scheme will continue to use similar concepts to the noticing system in a number of key areas, such as road categories and works categories to ensure consistency, and to facilitate better co-ordination.
- 2.5 All traffic authorities, including those in the London Permit Scheme, have a Network Management Duty specified under the TMA which, in conjunction with the duty to co-ordinate under the NRSWA, requires that they manage their road network so far as may be reasonably practicable to the following objectives:
- securing the expeditious movement of traffic on the authority’s own road network and,
  - facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

### **3. The London Permit Scheme (LoPS)**

- 3.1 The LoPS has been prepared in accordance with the statutory duties in the TMA and the objectives are to:
- Provide an environment to help each of the Permit Authorities operating the LoPS to meet their network management duty,
  - Support those seeking to minimise disruption and inconvenience across London by encouraging good practices, mutual and collaborative working arrangements and a focus on co-ordination and getting it right,
  - Encourage a high emphasis on safety for everyone including site operatives and all other road users with special emphasis on people with disabilities,
  - Encourage a sharing of knowledge and methodology across the industries working within the London Permit Scheme,
  - Emphasise the need to minimise damage to the structure of the highway and all apparatus contained therein,
  - Provide a common framework for all activity promoters who need to carry out their works in London,
  - Treat all activities covered by the scheme and activity promoters on an equal basis.
- 3.2 The permit scheme requires that any works promoter who wishes to carry out any registerable activity in a road or street must obtain a Permit from the

relevant Permit Authority operating the LoPS. With the exception of emergency works, they will be expected to apply for the permit prior to work commencing, with minimum notice periods specified within the scheme. The permit allows the promoter to carry out the specified activity and will set out the location, start and finish dates, duration and any specific conditions that may be required. The LoPS does not apply to work promoters that are not statutory authorities (e.g. developers, building firms and domestic drainage companies) and in these cases street works will continue to be applied for through an application for a Street Works Licence under section 50 of NRSWA.

- 3.3 The TMA enables permitting authorities to charge a fee for the issue of a Permit or a Provisional Advance Authorisation and on each occasion on which there is a variation to a Permit or its conditions. The purpose of levying charges under LoPS is only to allow permit authorities to cover its costs in running the Permit Scheme. Permit authorities are not expected to generate surplus revenue and this is not in the spirit of the legislation. Applications for Permit Schemes to the DfT are scrutinised in this regard and have to demonstrate that the fee levels proposed reflect the operating costs of the scheme.
- 3.4 One of the key principles of permit schemes is that statutory undertakers' activities are carried out on an equal basis. The present regulations provide for Permit Schemes to include street works by statutory undertakers and highway authority works such as routine and structural maintenance, drainage and traffic schemes. In short local authority works promoters would have to apply for permits in exactly the same way as statutory undertakers and would be subject to the same conditions attached to a permit being approved to undertake works.
- 3.5 Although no permit fees will be charged for applications to execute works on the highway network by local authorities own works promoters, they must have a process and resource in place that will enable them to apply for permits within the correct timescales for the relevant works they are promoting. This aspect of impartiality is important to the successful management of all works on the highway, allowing the authority to fulfil the network management duty imposed on it under the TMA.
- 3.6 The LoPS recognises the importance of sharing road space between works promoters as well as trench sharing in order to minimise disruption and delay to traffic. Where several promoters intend to work together within the same site and submit applications at the same time, permits, although being part of the scheme, will not attract a permit fee in order to encourage joint working. However it must be noted that if any of those promoters then fail to work together the permit may be revoked, taking into account the circumstances and new permits may be required. It is the intention of LoPS to encourage better planning of works by works promoters, thereby reducing the level of congestion caused by road works and helping to reduce the level of vehicle emissions and improve air quality.

#### **4. First Year LoPS Evaluation**

4.1 Research carried out by TfL in association with the London Boroughs that have already entered into the first phase of implementation, demonstrated that the LoPS was a viable alternative to the NRSWA noticing regime for managing works on the highway and has helped to minimise congestion from works and improve network performance.

4.2 Following the first year of operation, TfL produced a first year monitoring report which highlighted a number of successes attributable to the scheme in 2010:

- An 147% increase in the number of recorded days of disruption saved through joint working and collaboration.
- £2.7 million saved in congestion costs, through increased joint working and collaboration
- A 10% reduction in the total number of works undertaken by utilities
- Delivery of a large portion of the expected levels of benefits for average journey time and journey time reliability

4.3 The report also contained feedback from participating boroughs on their view of the first year of operation, which was overwhelmingly positive. Boroughs found that moving to the permitting system:

- Reduced disruption on their networks
- Reduced the level of complaints about road works
- Improved the quality of information received from works promoters
- Improved dialogue with works promoters
- Improved the co-ordination of road works
- Reduced the number of Notices/Permits cancelled
- Reduced requests for early starts
- Improved compliance with highways legislation by works promoters

4.4 The ability to apply conditions was seen to be a particularly beneficial aspect of the scheme, as illustrated by the following quote from Haringey:

*“The application of conditions to permits has greatly increased the ability of highway authorities to control the times and days on which works are undertaken and thereby minimize disruption.*

*The application of conditions has also given the ability to address the requirements of specific parts of the highway network, such as schools, elderly people’s residential homes and disabled people’s facilities. For example where works are being undertaken in proximity to a school working hours can be limited to avoid the arrival and departure times of pupils and parents. The use of temporary light signals can now also be better controlled by specifying a requirement for signal timings to be “tidal” to*

*reflect different am and pm traffic flows or where necessary that signal be manually controlled during peak traffic flow periods to enable changes in traffic flows to be compensated for and so that any equipment failures can be dealt with instantly. “*

## **5. Resourcing Requirements for Implementation in Havering**

- 5.1 Because the LoPS is a more stringent system of managing road works than the current noticing system, it is anticipated that LoPS will place greater demands on the Borough to effectively manage road works. It is expected that the equivalent of four posts will be required to support the administration of LoPS, undertaking permit validation, assessing impacts of proposed works, assessing proposed traffic management measures, applying temporary traffic restrictions and parking controls, applying permit conditions, assessing compliance with permit conditions, visiting sites and dealing with complaints and enquiries. Much of this work can be undertaken by staff already employed within the Streetcare service, and redistribution of work within the service would allow this resourcing requirement to be met without recruiting additional staff to the authority. Salary and overhead costs associated with the administration of LoPS are self-financing from permit fees.
- 5.2 The transition from the current noticing system to the LoPS will generate a training need for staff within both the Streetworks Team and internal works promotion teams. Internal works promoters will have to use the internal permitting module to notify the Streetworks Team of forthcoming works and all these staff will have to be trained in the mechanics of the permitting system.
- 5.3 Additional IT resources will be required to support the implementation of this new way of managing road works, which are readily available but have cost implications. These initial start up costs are expected to be insignificant compared to the revenue generated by the Streetworks Team in the first year of permit operation and will be managed within existing Streetcare budgets for training and equipment. Further details of how these resourcing requirements have been calculated are available in the background papers.

## **6. LoPS consultation and implementation**

- 6.1 Part 2 of the TMA requires a full statutory consultation to be undertaken by authorities progressing permit schemes (as required in the Traffic Management Act Permit Schemes (England) Regulations 2007). As a part of the implementation of previous phases of LoPS, consultation with statutory undertakers and works promoters was undertaken and approval subsequently granted by the DfT for the scheme in accordance with current legislation. A similar exercise will be required to widen the scheme across London for phase four. The operating conditions of the scheme, however, will be the same as for previous phases as this is a common scheme.

- 6.2 As a result of TfL's interest in getting the outstanding boroughs signed up to LoPS, a consultation on behalf of the fourth tranche boroughs has been organised by the lead London Borough, Hammersmith & Fulham. This consultation commenced at the end of January and will be open for three months. The consultation is primarily aimed at highway authorities, utility companies and their regulators but responses are welcomed from any party with an interest. The list of consultees and the scope of the scheme is exactly the same as the consultation undertaken for previous phases and so there is a very low expectation of any issues arising. A list of consultees can be found in the background papers.
- 6.3 Should the council decide to proceed with entry to LoPS, the next step will be to submit a formal application to the Secretary of State for Transport to adopt LoPS, subject to the consultation process first being completed satisfactorily. The submission documents required follow a standard format and will include a cost benefit analysis that has been validated by TfL. The Secretary of State may then approve the scheme with or without modifications and it will be given effect by a Statutory Order. This authorisation process will take up to 12 weeks to complete.
- 6.4 When DfT give approval all activity promoters within the relevant LoPS Permit Authority areas and all those consulted on the proposed scheme will be provided with four weeks notice of the operational start date of the scheme. The Permit Authority would then provide details of the scheme and any transitional arrangements including any practical steps needed to ease the transition. The length of time from DfT approval to implementation is usually approximately 10 weeks, although individual authorities may choose to delay start dates
- 6.5 It should be noted that if a Permit Authority wishes to cease running a permit scheme, they must first consult all interested parties and then apply to the Secretary of State to revoke the scheme. It is not possible for the Permit Authority to discontinue a permit scheme and re-establish a notice system in their area without the approval of the Secretary of State.
- 6.6 The "Your Council Your Say" survey, undertaken in early 2011, highlighted the importance that local residents place on both tackling congestion and road and pavement repairs. With poorly reinstated road works contributing to the menace of potholes, and road works generally causing congestion, it is clear that a better system of managing road works will help to deliver improvements that are of value to local residents.

**REASONS AND OPTIONS**

**7. Reasons for the decision:**

- 7.1 It is recommended that the Council agrees the introduction of the Permit Scheme to control and manage potential disruption on the Borough's streets as part of its statutory responsibility under the Traffic Management Act to manage the road network to secure, as far as may be reasonably practicable, the expeditious movement of traffic.
- 7.2 The Permit Scheme will serve to move towards this objective and will be adopted by all other London Highway Authorities at the end of the current tranche.
- 7.3 Overall there will be no net financial cost to the Borough and there is the potential to make significant improvements in managing and controlling unacceptable obstructions of the highway.
- 7.4 The scheme will contribute to the delivery of a number of Council objectives, since better management of street works and consequent reductions in congestion will support economic activity, increase safety and improve conditions for residents. The use of permit fees to cover the costs incurred will allow the Council to deliver an improved service at no additional cost to local residents.

**8. Other options considered:**

- 8.1 The Council could continue to manage street works under the current noticing system indefinitely, or could opt to join LoPS at a later date. Both of these options may have risks for the Council.
- 8.2 Within the current tranche of entry to LoPS, a high level of support is being provided by colleagues from the lead borough (Hammersmith and Fulham) and from TfL. Should Havering choose to defer joining the scheme until a later date, it is likely that the level of external support available would be reduced, increasing the costs of joining to the Borough.
- 8.3 In the current economic climate there is increasing pressure on Local Authorities to reduce costs through the adoption of working practices that deliver efficiencies, with joint procurement of services by groups of boroughs becoming increasingly common. Should Havering decide not to join LoPS, it will be managing street works in a different way to all other London Highway Authorities. This could create problems for Havering in future joint procurement exercises for highway services.

- 8.4 The London Mayor places a high priority on the effective management of street works and the outstanding boroughs are being actively encouraged to join LoPS. Havering has close links with the Mayor, GLA and TfL, and given this context of strong partnership working arrangements with these groups, it is considered prudent for the Borough to progress towards entry of LoPS.

## IMPLICATIONS AND RISKS

### **9. Financial implications and risks:**

- 9.1 An assessment of the cost of running the scheme in Havering has been undertaken. A standard permit fee matrix is used by the London Boroughs to estimate the overall operating costs which include employee costs, operational costs and overheads. The income from permits would match the overall operating costs to make this a self financing scheme and comply with the Permit Fees Guidance (July 2008). Under the rules of the scheme, income derived from permit fees can only be used to cover the additional costs of operating the permit scheme and must not be used to generate revenue for the Local Authority.
- 9.2 The costs of operating the scheme are calculated by taking historical information about the number of works notices and various works types, details of staff salaries for different roles and estimating the time to complete the various tasks necessary to assess different types of permit application. This includes reviewing any relevant conditions to be included on the requested permit. The calculations in the permit fee matrix have identified the need for the equivalent of approximately 4 FTEs to operate a permit scheme in Havering (see Appendix 1 – Havering LoPS Matrix). The costs of all staff required to operate the scheme would be met from the income generated by the permit scheme.
- 9.3 Initial start up costs would be incurred prior to operating LoPS which will involve staff training and setting up of computer systems and infrastructure. However these costs are expected to be small (c.£10,000) and could be absorbed within existing revenue budgets. These would in effect be a one off setup cost.
- 9.4 In order to satisfy the Secretary of State for Transport that the benefits outweigh the costs of operating LoPS, a detailed cost benefit analysis (CoBA) is prepared for each joining local authority. Havering has submitted the relevant information to TfL, who are completing CoBA on behalf of all London Authorities wanting to adopt LoPS. An undertaking will also be entered into by each joining authority with the DfT in order to ensure that the fee income does not exceed the operating costs. This requires that the



prescribed costs of operating the scheme are evaluated within 6 months of the start of the permit scheme and on an annual basis thereafter. It is necessary to demonstrate that the scheme is self financing and also that it does not generate profit.

- 9.5 It should be noted that the income from operating the Permit Scheme is in addition to the current income generated in the delivery of other statutory functions under NRSWA. Permit Fees would be invoiced on a monthly basis following completion of the works activity. Monies generated from statutory undertaker permit fees could not be used directly to cover the costs incurred in issuing permits for local authorities own works.
- 9.6 The calculations in the permit fee matrix follow a standardised and consistent format, using national guidelines where available. A number of assumptions have been made in respect to operational parameters, which are explained in the London Permit Schemes Assumptions Document (see background papers).

**10. Legal implications and risks:**

- 10.1 The London Permit Scheme is based on Part 3 of the Traffic Management Act 2004 (TMA) (sections 32 to 39) and the Traffic Management Permit Schemes (England) Regulations 2007. The London Permit Scheme is a permit scheme within the meaning of Section 32 (1) of the TMA.
- 10.2 For any street where a permit scheme operates, the Permit Regulations disapply or modify certain sections of the New Roads and Street Works Act (NRSWA). Therefore in permit areas duties placed upon activity promoters and street authorities under the NRSWA are replaced by equivalent duties imposed under Part 3 of the TMA and the Regulations.
- 10.3 If the Secretary of State approves the scheme he will make an order (a statutory instrument) giving effect to it. The order will, amongst other things, specify the date on which the scheme will come into effect.
- 10.4 The Council must be ready to implement the permit scheme from the date specified in the order, as some key powers it previously used to manage street works will not be available to it after that date. Although it is possible to get the start date put back by requesting the withdrawal of the first order and a new one with a new date made in its place.
- 10.5 Once the order has been made giving effect to the scheme the Council must notify all those that it consulted earlier on in the process before it submitted its application for the scheme.
- 10.6 Once an order has been made changes can only be made to the scheme if all (it being a common scheme) the participating authorities agree and the

Secretary of State agrees. An application is therefore needed to the Secretary of State. An explanation and justification for the change will need to be given.

- 10.7 If the Council were to decide that it wishes to cease running the scheme an application would need to be made to the Secretary of State to revoke the scheme. Thus the Council could not discontinue the scheme and re-establish a notice system in their area without the approval of the Secretary of State.
- 10.8 Before asking the Secretary of State to change or revoke the scheme the Council would have to consult all those consulted earlier on in the process before it submitted it's application for the scheme. On any changes being made or the scheme being revoked these persons would need to be notified.
- 10.9 The Secretary of State has the power to vary or revoke a permit scheme under s36 of the Traffic Management Act 2004 and can use this power to make any changes to schemes he considers appropriate (following consultation) in the light of a review.
- 10.10 It is not mandatory for highway authorities to run permit schemes although the Secretary of State has the power to direct a local highway authority to prepare and submit a permit scheme under s33(2) of the Traffic Management Act 2004. This means that if the majority of London Boroughs adopt a permit scheme, the Secretary of State could direct any remaining boroughs to also adopt a permit scheme.
- 10.11 In accordance with Regulation 39 of the Regulations, authorities operating a Permit Scheme must be set up to receive applications, issue notices and otherwise communicate electronically. All such communications relating to the works on the highway will be made using the Electronic Transfer Notices (EToN) system where ever possible.
- 10.12 All registerable activities for which a Permit is required and has not been sought and granted cannot be carried out without committing an offence. Where there is proof that any undertaker has committed a criminal offence (Permit offences apply only to undertakers and not to highway authorities) where it is both practical and appropriate the Permit Authority will contact the undertaker before taking action to seek to discuss the matter.

## **11. Human Resources implications and risks:**

- 11.1 It is estimated that four posts will be required to operate the Permit Scheme. A reorganisation of work distribution within the Streetcare Service will allow this activity to be distributed amongst existing staff, predominantly those working in the NRSWA team.

11.2 Current estimations are that this is the minimum staffing level required to implement and operate the scheme. However, if the volume of Permits is significantly higher than anticipated it may be necessary to recruit additional staff to cover the work. It is anticipated that if such a situation were to arise, the costs would be fully met from permit income, thereby continuing to ensure that the service is self-financing.

**12. Equalities implications and risks:**

12.1 The LoPS is an existing scheme in operation which is made under powers in the TMA and associated regulations that has already been subject to an assessment of its impact on equalities during the legislation making process which included extensive consultation nationally. The highway and traffic authorities in London, to which the LoPS applies, have also had regard to the requirements of Section 49A of the Disability Discrimination Act 1995 in developing the scheme.

12.2 The introduction of LoPS will not change the basic principles of street works regulation for road users but it will introduce charges for statutory undertakers wanting to undertake works. The charging regime is for the purpose of recovering the cost of the network management service in order to allow sufficient resource to operate the permit scheme effectively. This will only affect statutory undertakers and equally charges them for the service they receive.

12.3 The main equality group affected by the impact of road works are the visually and mobility impaired (disability) due to the physical changes to the street environment during works. Specific and careful consideration has been given in developing the LoPS to reflect the needs of pedestrians and motorists with disabilities. There has been wide ranging consultation with a number of groups well placed to assist on issues arising which concern, in particular, those with disabilities including The Disabled Persons Transport Advisory Committee and The Guide Dogs for the Blind Association.

12.4 A positive aspect of the use of permits is that any specific conditions relating to work on the highway can be stipulated on the permit and require works promoters to implement any measures needed to ensure adequate safety and access for road users, particularly vulnerable road users. This will allow more effective enforcement of works and improvements for vulnerable road users.

**BACKGROUND PAPERS**

Traffic Management Act 2004, Statutory Guidance for Permits

[http://www.google.co.uk/url?q=http://assets.dft.gov.uk/publications/statutory-guidance-permits/statutory-guidance-permits.pdf&sa=U&ei=uiqHT7TOM4-0-QapjKmfAQ&ved=0CBAQFjAA&usq=AFQjCNHZ\\_M\\_O89twJc\\_BlqXFn5PvU60bA](http://www.google.co.uk/url?q=http://assets.dft.gov.uk/publications/statutory-guidance-permits/statutory-guidance-permits.pdf&sa=U&ei=uiqHT7TOM4-0-QapjKmfAQ&ved=0CBAQFjAA&usq=AFQjCNHZ_M_O89twJc_BlqXFn5PvU60bA)

Traffic Management Act 2004, Permit Fees Guidance

[http://www.google.co.uk/url?q=http://assets.dft.gov.uk/publications/permit-fees-guidance/permit-fees-guidance.pdf&sa=U&ei=CikHT9\\_FO8Wp-gbh44C\\_AQ&ved=0CBAQFjAA&usq=AFQjCNGKWfYFQvmvDNM-zHiy5SvZ62PtCQ](http://www.google.co.uk/url?q=http://assets.dft.gov.uk/publications/permit-fees-guidance/permit-fees-guidance.pdf&sa=U&ei=CikHT9_FO8Wp-gbh44C_AQ&ved=0CBAQFjAA&usq=AFQjCNGKWfYFQvmvDNM-zHiy5SvZ62PtCQ)

London Permit Scheme For Road Works and Street Works, 15<sup>th</sup> October 2009

<http://www.londoncouncils.gov.uk/London%20Councils/LOPSfvapproved151009.pdf>

London Permit Scheme for controlling works related activities in the street – Cost Benefit Analysis – version 11.0, 30<sup>th</sup> January 2012

<http://www.londoncouncils.gov.uk/London%20Councils/Phase4CoBAv1.pdf>

London Permit Scheme Assumptions Document

London Permit Scheme For Road Works and Street Works, First Year Evaluation Report

<http://www.londoncouncils.gov.uk/London%20Councils/LondonPermitSchemeEvaluationReport.pdf>

London Permit Scheme list of consultees

Appendix 1 – Havering LoPS Matrix

**Appendix 1 – Havering London Permit Fee Matrix**

A standard permit fee matrix is used by TfL to prepare a cost benefit analysis for submission to DfT. This matrix follows a nationally agreed format, using automated calculations to determine the operating costs of the scheme, the number of staff needed to operate it and the permit fee charges required. This allows individual boroughs to set their permit fees at a level which will meet the requirement for the scheme to be operated in a cost neutral manner.

The data entered into this spreadsheet model consists of historical information about the number and type of works notices (2007/08 being the agreed base year), staff salaries for different types of role (based on current NRSWA team structure) and estimates of the time taken to process permit applications for LoPS (London averages used).

The DfT sets a cap on the maximum charges that can be applied for each class of permit and where this has limited the permit fee chargeable, this has been indicated with shading.

<b>Category 0-2 and Traffic Sensitive Streets</b>					
<b>Activity Type</b>	<b>Estimated No. of Permits</b>	<b>Cost per Permit</b>	<b>Estimated No. of Permit Variations</b>	<b>Cost per Permit Variation</b>	<b>Total Cost per Activity Type</b>
Provisional Advance Authorisation	19	£97	N/A	N/A	£1,855
Major	22	£220	4	£45	£4,954
Standard	522	£129	52	£45	£69,474
Minor	868	£65	43	£45	£58,147
Immediate	545	£57	27	£45	£32,024
<b>Sub Total</b>	<b>1975</b>		<b>127</b>		<b>£166,454</b>
<b>Category 3-4 Non-Traffic Sensitive Streets</b>					
<b>Activity Type</b>	<b>Estimated No. of Permits</b>	<b>Cost per Permit</b>	<b>Estimated No. of Permit Variations</b>	<b>Cost per Permit Variation</b>	<b>Total Cost per Activity Type</b>
Provisional Advance Authorisation	71	£75	N/A	N/A	£5,310
Major	76	£149	15	£35	£11,793
Standard	646	£75	65	£35	£50,680
Minor	3488	£45	174	£35	£163,083
Immediate	1334	£40	67	£35	£55,711
<b>Sub Total</b>	<b>5615</b>		<b>321</b>		<b>£286,577</b>
<b>Totals</b>					
<b>Estimated No. of Permits</b>		<b>Estimated No. of Permit Variations</b>		<b>Income</b>	
<b>7590</b>		<b>448</b>		<b>£453,031</b>	

<b>Operating Cost Breakdown</b>				
<b>Permitting Team</b>	<b>Employees Required</b>	<b>Salary Costs</b>	<b>Overhead Costs</b>	<b>Employee costs</b>
Street Works Officers	1.58	£51,366	£75,508	£126,873
Street Works Coordinators	1.87	£76,053	£111,798	£187,852
Traffic Managers	0.71	£33,063	£48,602	£81,665
<b>Total Employee Requirements</b>	<b>4.16</b>	<b>£160,482</b>	<b>£235,908</b>	<b>£396,390</b>
Operational Factor Costs				£67,386
<b>Total Costs</b>				<b>£463,776</b>

The salary costs are calculated by applying an increase of 27.8% to the base salary to cover national insurance and pension contribution costs. The overhead costs are included to cover the costs of standard overheads such as office accommodation, IT provision, HR and management servicing and equipment. These overhead rates have been agreed to apply to all members of the LoPS scheme.

# CABINET

**21 March 2012**

<b>Subject Heading:</b>	Review of Beam Park Development Opportunity
<b>Cabinet Member:</b>	Cllr Robert Benham (Community Empowerment)
<b>CMT Lead:</b>	Cynthia Griffin, Group Director – Culture and Community
<b>Report Author and contact details:</b>	Roger McFarland 01708 432583 roger.mcfarland@havering.gov.uk
<b>Policy context:</b>	The London Plan Havering Local Development Framework Draft London Riverside Opportunity Area Planning Framework
<b>Financial summary:</b>	No direct financial implications for the Council's budget
<b>Is this a Key Decision?</b>	Yes
<b>Is this a Strategic Decision?</b>	Yes
<b>When should this matter be reviewed?</b>	March 2013
<b>Reviewing OSC:</b>	Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

Ensuring a clean, safe and green borough	[✓]
Championing education and learning for all	[ ]
Providing economic, social and cultural activity in thriving towns and villages	[✓]
Valuing and enhancing the lives of our residents	[✓]
Delivering high customer satisfaction and a stable council tax	[ ]

**SUMMARY**

The report reviews the development opportunity at the Beam Park site in Rainham and South Dagenham, in the light of market interest in the comprehensive redevelopment of the site for a strategic leisure-led project, instead of the residential-led approach contained in the existing planning policies for the site.

The report recognises that strategically significant leisure proposals, in conjunction with transport improvements and further appropriate development, could create high levels of new employment and provide the essential catalyst to secure regeneration and deliver growth in the wider area.

Staff have prepared a Planning Prospectus jointly with LB Barking & Dagenham and in consultation with the Greater London Authority and the site owners, the London Development Agency. The prospectus describes the development opportunity, the reasons why the boroughs wish to consider leisure-led redevelopment, planning benefits the boroughs wish to see delivered, and a summary of planning and transport requirements. Cabinet is recommended to approve the publication of the Beam Park Planning Prospectus as guidance for potential developers.

**RECOMMENDATIONS**

Cabinet is recommended to:

- Approve the Beam Park Planning Prospectus appended to the report, as guidance for potential developers.

**REPORT DETAIL**

- 1.1 Beam Park is a site of 29 hectares (72 acres) on the south side of the A1306 in Rainham and South Dagenham, crossing the boundary between LB Havering and LB Barking & Dagenham. The site is vacant industrial land apart from a small area in temporary use for road salt storage.
- 1.2 In the London Plan, and the Local Development Frameworks of both boroughs, the site is allocated for residential-led redevelopment, as part of the overall strategy for regeneration of the London Riverside Opportunity Area.
- 1.3 However for a variety of reasons the residential opportunities along the A1306 corridor have not been taken up by the private sector. Most of the



sites are occupied by existing industrial and commercial uses: remediation works, flood protection, and other infrastructure costs to make the sites suitable for housing would be substantial. Public expenditure constraints have meant that the area has not seen the public transport improvements needed to make housing redevelopment sustainable. Residential values are not currently at a level which sufficiently incentivises the acquisition and redevelopment of the existing commercial and industrial properties. This justifies serious consideration of whether there may be better ways of achieving the regeneration of sites in the A1306 corridor.

- 1.4 The Beam Park site is owned by the London Development Agency (LDA). The LDA has advised the two boroughs that there has recently been significant market interest from developers with proposals for large scale leisure-led projects at Beam Park. Havering and Barking & Dagenham Boroughs were asked to consider whether this form of development might be a way of achieving their overall planning and regeneration objectives, even though it would be a departure from existing development planning policies favouring housing.
- 1.5 Strategically significant leisure proposals, in conjunction with transport improvements and further appropriate development, could create high levels of new employment and provide the essential catalyst to secure regeneration and deliver growth in the wider Rainham and South Dagenham area. With the agreement of the Council Leaders, staff from Havering and Barking & Dagenham have therefore produced a joint Planning Prospectus for the Beam Park site, in consultation with the LDA and the Greater London Authority.
- 1.6 The Planning Prospectus is attached as an Appendix to this report. It describes the Beam Park development opportunity; the reasons why the boroughs consider that a fresh approach is justified in order to achieve early regeneration of the site; the key objectives for a comprehensive redevelopment of the site with a large scale visitor attraction and complementary leisure, retail, residential and/or hotel development; an indication of the planning benefits the boroughs expect to see delivered; and a summary of planning and transport requirements including planning policy considerations.
- 1.7 The Planning Prospectus does not seek to change or replace existing planning policy, but it does provide a statement of the aspirations and attitude of the boroughs to achieve a successful regeneration of Beam Park, as guidance for potential developers. Proposals that represent a significant departure from current planning policy will still need to be fully justified, and the decision whether to approve any such proposals will be taken by the planning authorities (the boroughs and the Mayor of London) based on the individual merits of a specific planning application after taking account of responses to public consultation, representations by interested parties, and other material planning considerations.

- 1.8 Cabinet is asked to approve the joint Beam Park Planning Prospectus for publication as guidance to developers. LB Barking & Dagenham's Cabinet is similarly being asked to approve the prospectus, and their decision will be reported orally to Havering's Cabinet meeting if known.

## **REASONS AND OPTIONS**

### **Reasons for the decision:**

- 2.1 There is an opportunity to capitalise on market and development interest in strategically significant leisure proposals which, in conjunction with transport improvements and further appropriate development, could create high levels of new employment and provide the essential catalyst to secure regeneration and deliver growth in the wider Rainham and South Dagenham area.

### **Other options considered:**

- 2.2 The alternative is to continue to promote the existing planning policy of housing-led regeneration of Beam Park. However the complexity and cost of acquiring and redeveloping the existing industrial and commercial sites in the context of residential property values and the need for public transport improvements makes it unlikely that housing schemes of an acceptable form and density will be feasible in current conditions.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

- 3.1 There are no direct financial implications for the Council's budget, as the Council has no ownership interest in the Beam Park site. However the successful redevelopment of Beam Park leading to regeneration of surrounding sites could make a significant contribution to the infrastructure needs of Havering, particularly the proposed Beam Park station.

### **Legal implications and risks:**

- 4.1 The Planning Prospectus does not alter the existing planning policies applying to Beam Park in the statutory development plan which comprises the London Plan and the Local Development Frameworks of LB Havering and LB Barking & Dagenham.

- 4.2 The prospectus does offer guidance to potential developers on the opportunity for a large scale leisure-led project to be developed at Beam Park, and the planning objectives requirements for such a proposal. It makes clear however that this would be likely to be a significant departure from the development plan which would be determined on the individual merits of a specific planning application. Departure applications which the local planning authority wishes to approve are automatically referred to the Mayor of London and the Secretary of State who have powers to call them in for their own decision.

**Human Resources implications and risks:**

- 5.1 There are no human resources implications and risks for the Council.

**Equalities implications and risks:**

- 6.1 A successful leisure-led redevelopment of the Beam Park site with associated transport and infrastructure improvements could accelerate the development of other sites in the A1306 corridor, creating high levels of employment locally across a range of skills, which is likely to benefit disadvantaged groups, including the unemployed and those on low incomes as well as groups with protected characteristics.
- 6.2 Redevelopment may include some residential units as part of a mixed use scheme. It is likely however that the number of units would be substantially fewer than if the site could be redeveloped in accordance with existing planning policy, which may reduce the opportunities for groups who are looking for housing in Havering, potentially including some low income households. However there is little evidence that housing redevelopment is feasible in current conditions, and the impetus to regeneration in the wider area of Rainham and South Dagenham from a leisure-led redevelopment of Beam Park could result in better new housing opportunities overall in the short and medium term than would otherwise be achieved.

**BACKGROUND PAPERS**

None.

APPENDIX – BEAM PARK PLANNING PROSPECTUS

*FINAL DRAFT TEXT*

# **Beam Park Planning Prospectus**

**London Borough of  
Barking & Dagenham**

**London Borough of  
Havering**

## **BEAM PARK PLANNING PROSPECTUS**

### **Aim of the Prospectus**

The London Borough of Havering and the London Borough of Barking & Dagenham (“the Boroughs”), are working together in partnership and in close consultation with the Mayor of London to deliver the regeneration of the London Riverside area of East London.

The Boroughs are mindful of the existing planning policy situation, but in order to achieve an early and successful development wish to explore a more flexible approach to the potential redevelopment of the Beam Park site. Following recent interest from the market, it is considered that a major leisure-led project could provide the essential catalyst to secure regeneration and deliver growth in the wider South Dagenham and Rainham area within which the site is situated.

This Prospectus describes the opportunity, the reasons why the Boroughs wish to consider this form of development, key development objectives and an illustration of the planning benefits the Boroughs expect to see delivered, and a summary of planning and transport requirements including planning policy considerations.

This prospectus has been prepared as a joint statement from the two Boroughs. It does not seek to change or replace existing planning policy, but does provide an up-to-date statement of the aspirations and attitude of the authorities to achieve a successful regeneration of Beam Park.

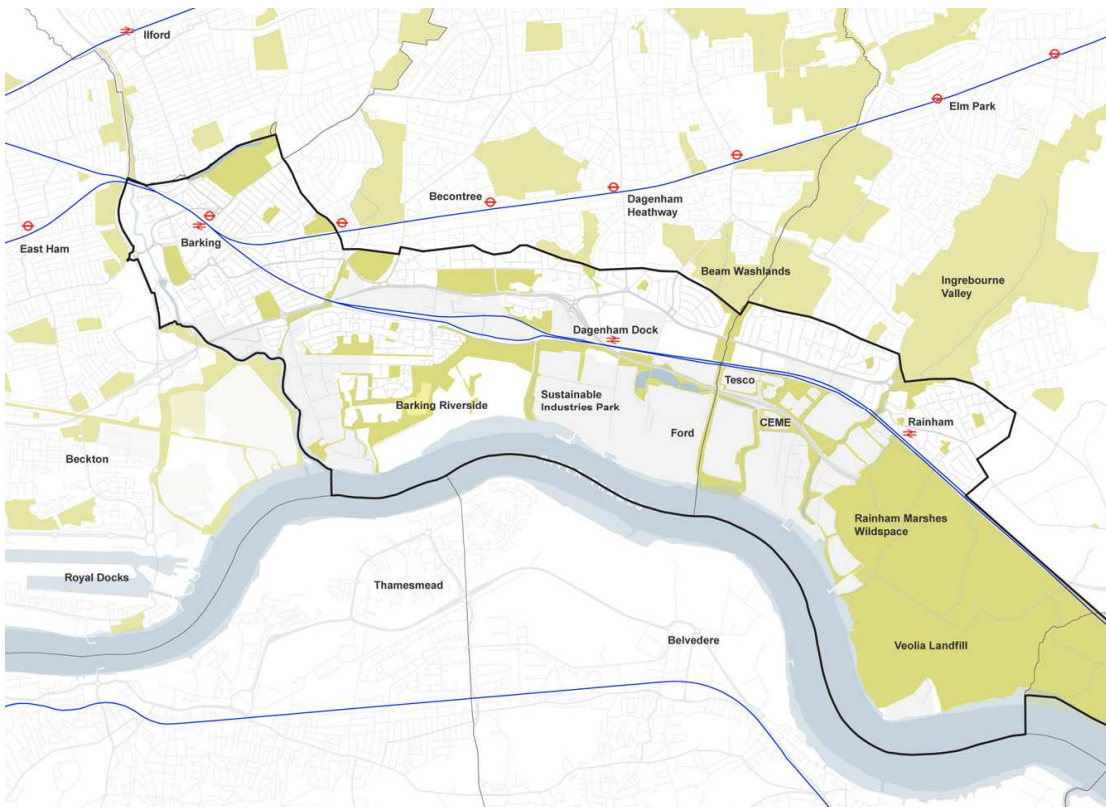
### **Context – London Riverside Opportunity Area**

*The London Plan (July 2011)* identifies 33 Opportunity Areas which provide London’s major reservoir of land for new housing, commercial and other development, linked to improvements in public transport accessibility.

The Beam Park site is within London Riverside, which at 2,500 hectares is the second largest Opportunity Area in the capital, extending from Barking Town Centre and Barking Riverside in the west through to the Dagenham and Rainham development opportunities in the east. The London Plan identifies that London Riverside has the capacity for 14,000 jobs and 25,000 new homes.

The London Plan’s strategy for London Riverside, which is reflected in the Boroughs’ Local Development Frameworks, is that

- development will be focused on Barking Riverside, Dagenham Dock, South Dagenham, Beam Reach, Beam Park and Rainham West sites, with scope for intensification in other areas;



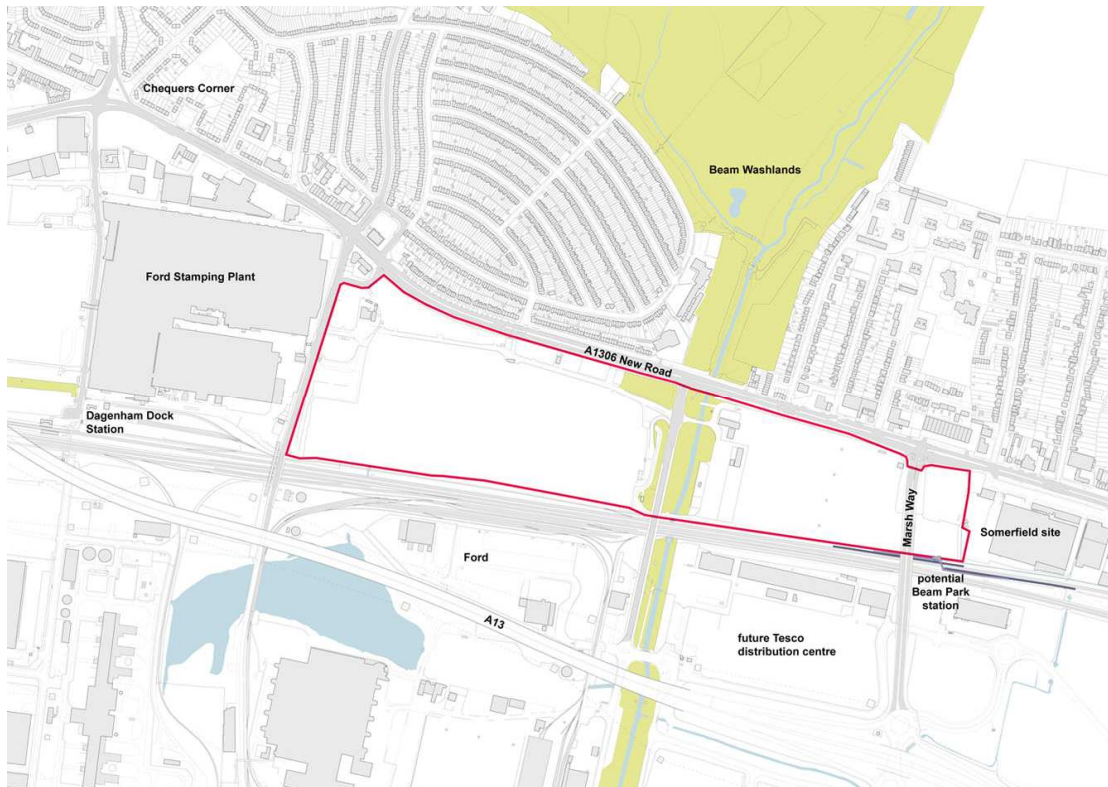
- the development strategy will include managed release of some surplus industrial land for housing and other complementary uses;
- the remaining industrial land opportunity will be consolidated, including promotion of a Green Enterprise District incorporating the London Sustainable Industries Park at Dagenham Dock;
- substantial improvements in public transport will be needed, building on plans for increased overground rail capacity, a Docklands Light Railway extension to Dagenham Dock station, a potential additional station at Beam Park, Renwick Road junction improvements, East London Transit, and extended bus services;
- improved connectivity by walking and cycling across the whole area and in particular through implementing the Green Grid;
- at South Dagenham, along the A1306 East, and in Rainham there is potential to deliver more compact, residential-led mixed urban communities;
- development should provide a good quality environment with a full range of facilities, and should create a new urban quarter with a distinct character of its own and a highly attractive place to live.

In summary, the London Plan and the Boroughs' Local Development Frameworks envisage that regeneration of the sites along the A1306, including the Beam Park site, will be achieved through redevelopment of the existing mainly industrial sites for mixed use schemes which are predominantly residential-led, supported by concurrent improvements in public transport to help ensure that the schemes are viable and sustainable.

In December 2011, the Greater London Authority (GLA) published a draft Opportunity Area Planning Framework (OAPF) for London Riverside. The aspirations in the OAPF are broadly consistent with existing Development Plan policies but allow for a flexible approach to land uses at Beam Park if this is justified in order to secure regeneration and economic growth.

Public consultation on the draft OAPF ended on 10 February 2012. When adopted by the GLA, the document will not form part of the Development Plan, but will be an important material consideration in the preparation of future local planning policy and the determination of any planning application.

## **The Beam Park Site**



The site comprises 29.3 hectares (72.4 acres) of former industrial land to the north of the A13 and south of the A1306, straddling the boundary between the Boroughs which is marked by the River Beam. The site is cleared of buildings and vacant apart from a small part in temporary use for the open storage of road salt.

Marsh Way crosses the eastern part of the site, leading to a junction with the A13 trunk road only 300 metres away. The M25 (junction 30) is 5 minutes' driving distance. The Tilbury loop of the Essex Thameside railway (London Fenchurch Street to Southend) and High Speed One railway run along the site's southern boundary. The nearest existing rail stations are at Dagenham Dock and Rainham,

but Havering's Local Development Framework proposes a new Beam Park station directly serving the site.

North of the site are the established residential areas of Dagenham and Rainham. To the east and west are mixed commercial areas along the A1306. To the south beyond the railway are strategically important industrial areas which include Ford Motor Company, the London Sustainable Industries Park, the Centre for Engineering & Manufacturing Excellence, and Beam Reach where a regional Tesco distribution centre is at an advanced stage of construction and will open in mid-2012, creating over 1,000 jobs for local people.

The Beam Park site is currently owned by the London Development Agency. In April 2012 ownership will pass to the Greater London Authority.

### **The Need for a Fresh Approach**

Good progress is being made with the regeneration of key parts of London Riverside including, for example, Barking Town Centre, Barking Riverside, Rainham Village Centre, Dagenham Dock, the strategic industrial areas, and Rainham Marshes. Investment by blue-chip companies like Tesco and Standard Life demonstrates how perceptions of the area have changed.

However regeneration activity along the A1306 corridor which includes the Beam Park site has been slower to realise, for a number of reasons.

The concept of large-scale housing-led regeneration of existing industrial sites in this part of South Dagenham and Rainham was first promoted in *An Urban Strategy for London Riverside (2002)* which was adopted as Interim Planning Guidance by the Boroughs and then incorporated into *The London Plan (2004)*, but it has not been taken up by the private sector. Most of the sites are in private ownership and are occupied by existing commercial and industrial uses: remediation works, flood protection, and other infrastructure costs to make sites suitable for housing would be substantial. This can make incremental housing redevelopment of individual sites unattractive, while site assembly for more comprehensive redevelopment can be complex and expensive.

Residential values are not currently at a level which sufficiently incentivises the acquisition and redevelopment of the existing commercial and industrial properties. Because of public expenditure constraints and other priority requirements, the area has not seen the hoped-for public transport improvements which would be needed to support higher density housing. The few residential schemes which have come forward in recent years have generally been promoted by Registered Providers of social housing, but the reduced level of grant now available for social housing makes it unlikely that further schemes of this type will be feasible in current conditions.



## **Objectives for the Beam Park Site**

In the light of the progress made over the last 10 years and in the current economic climate, the Boroughs therefore consider that a fresh approach is justified in order to achieve early regeneration of the site. This could see a different form of development on the Beam Park site than that currently envisaged in adopted planning policy in order to reinvigorate the market and increase the momentum for the regeneration of the remaining A1306 sites and the wider area of South Dagenham and Rainham.

Beam Park is seen as a unique proposition because of its scale, location and single ownership. There is an opportunity to capitalise on market and development interest in strategically significant leisure proposals which, in conjunction with transport improvements and further appropriate development, could provide the catalyst to unlock the potential of this area.

The Boroughs envisage that the whole Beam Park site could be comprehensively redeveloped with a scheme which incorporates the following key features:

- a large scale visitor attraction of regional and national significance as an anchor use, which would boost the image and perception of the area and provide a major catalyst to the economy;
- complementary leisure and entertainment facilities, potentially including community leisure provision to meet the needs of local people;
- retail floorspace, both for specialist sports and leisure shopping and to increase the choice and convenience of shopping available locally, provided that it is demonstrated that this would not impact unacceptably upon established town centres;
- residential and hotel development if compatible with the overall concept and design of the project;
- development that creates high levels of employment across a range of skills;
- safeguarding and contributing to a new railway station at Beam Park;
- improved links from Dagenham Dock station, and bus service improvements to serve the development including services from Dagenham Heathway (LUL) station;
- road improvements and car parking to accommodate additional traffic coming to Beam Park, without undermining efficient land use;
- a high quality design which makes a positive contribution to the urban environment, with development on the A1306 frontage supporting the creation of a vibrant and stimulating public realm, and pedestrian routes through the site which provide good relationships with the proposed Beam Park station;
- a good standard of environmental sustainability;
- safeguarding of space for other employment or housing uses.

The direct benefits of such a proposal would include the redevelopment of a large derelict site in a highly visible strategic location within a global city; significant job creation and contribution to economic growth; access to high quality leisure and

retail uses; funding contributions for a Beam Park railway station; and other improvements to the public transport system and roads.

The successful redevelopment of the Beam Park site would provide a renewed impetus for the regeneration of the wider South Dagenham and Rainham area. This, together with the infrastructure improvements, would assist the earlier development of the remaining sites within the strategic industrial areas, and the regeneration of the other A1306 industrial sites. The potential creation of a 'day-out' visitor destination at Beam Park could be linked with the opportunities in Rainham Village and Rainham Marshes as part of the wider development of the visitor economy in the area.

## **Transport**

Good public transport and road access will be essential for a successful development of Beam Park, given the scale of regeneration being promoted.

A new Essex Thameside railway station has been proposed at Beam Park and the approval process is under way. This new station would be ideal to serve regional visitors travelling by public transport. A major leisure-led development of the Beam Park site would be expected to strengthen the business case for a new station and to contribute to its funding. Improvements in off-peak service frequencies are also likely to be required in conjunction with the development.

The site is well located for the A13, which would be the principal route of access for any regional traffic generated by a development. The performance of the A13, in particular through the junctions with Renwick Road and Lodge Avenue, will need to be considered in some detail, and necessary measures implemented to ensure the A13 will function effectively with the additional traffic volumes.

More local impacts will also need to be considered, especially for those elements of a development with a more local catchment. Local traffic is more likely than regional traffic to approach via the A1306 and the need for alterations to the A1306 will need to be considered.

Local bus services will be important for local residents accessing the sites, for leisure, shopping or employment, and some enhancements will be required. Good facilities for cyclists and pedestrians will need to be incorporated.

Local road accesses will need to be agreed, with a view to minimising the impact of generated traffic on the local community. In particular, access to/from the A13 should ideally occur without traffic utilising the local road network, so a principal access to/from Marsh Way would be preferred with only secondary local access taken from the A1306.

## **Relationship to Planning Policies**

Both Boroughs have adopted their LDF documents fairly recently and, although reviews are scheduled to take place, they are unlikely to be fully completed in the short term. Public sector partners are committed to delivering an early and successful redevelopment of this important site in the London Riverside Opportunity Area. It is a key objective to achieve the regeneration of London Riverside and to bring forward the redevelopment of other sites and transport improvements in accordance with the London Plan and the Boroughs' Local Development Frameworks. Accordingly, the Boroughs consider that a departure from the development plan may be justified if it offers exceptional benefits.

Any proposal that represented a significant departure from current planning policy would need to be fully justified. This could require a robust statement regarding the uniqueness of the proposal; the specifics of the site which meant that, when judged on a sequential basis, no reasonable alternative sites were available; and/or the scale of benefits that could be delivered.

The Boroughs recognise that the judgement whether a departure is justified must be made on the merits of specific development proposals for the Beam Park site, by the planning authorities (the Mayor of London and the Boroughs). The decision would need to take account of the responses to public consultation on those proposals, representations by interested parties and other material planning considerations. The outline of development objectives and illustration of benefits in this Prospectus will not prevent or inhibit the planning authorities from deciding whether or not to approve any planning application for the Beam Park site on its individual merits.

## **Planning Process**

Developers who wish to submit proposals for the comprehensive redevelopment of the Beam Park site, including justification for any significant departure from the development plan, are invited to contact the Boroughs at the earliest opportunity to discuss their proposals.

Developers who progress beyond the initial discussion stage will be requested to provide, where relevant, the following to aid detailed discussions:

- Detailed schedule of proposed uses
- Statement providing justification for any significant departure from the Development Plan
- Summary Business Case and 'Local Economic Benefit' Statement
- Design principles including indications of scale of proposed buildings, their layout, the local movement network and public spaces
- Draft transport impact assessment
- Draft retail impact assessment
- Draft scope of environmental impact assessment

- Proposals to address site constraints including flood risk management, gas pipeline hazard mitigation, and biodiversity
- Community involvement strategy (residents, businesses and local politicians)
- Consultation strategy (statutory and non-statutory consultees)

Working with key stakeholders and interested parties, the Boroughs may decide to seek the preparation of a development brief for the site. This could set parameters within which any future planning application proposals would be determined.

The process for dealing with any planning application including pre-application requirements, scope of submission and detailed timescales would be agreed through a Planning Performance Agreement.

### **Planning Obligations**

The following planning obligations are likely to be sought in connection with the development, depending on the nature of the proposed uses:

- Public Transport Improvements:
  - Contribution to Beam Park Station
  - Improvements to bus services
  - Promotion of public transport
- Provision of Community Facilities
- Training and Employment opportunities
  - Construction training programme
  - Employment opportunities for local unemployed
- Environmental Improvements
- Highway and Access Improvements, including provision for pedestrians and cyclists
- Biodiversity Enhancements
- Flood Defence Improvements
- Proportion of affordable housing in any residential development
- Education contribution from any new residential development
- Provision of Public Art

In addition a CIL (Community Infrastructure Levy) contribution will be payable to the Mayor of London to support the financing of Crossrail. Should either of the Boroughs also introduce a CIL before a planning application for Beam Park is determined, that levy will be charged in place of some of the non-site-specific obligations outlined above.

The Boroughs will consider the viability of any scheme proposals and the ability to provide a full range of CIL payments and obligations. This will be judged against the wider benefits that any exceptional proposal might deliver.

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