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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 16 May 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 - 6)

To approve as a correct record the minutes of the meeting held on 21 March 2012, and to authorise the Chairman to sign them.

**Note:** There was no Cabinet meeting in April.

### **5 USE OF S106 COMMUTED SUMS FOR PROVISION OF AFFORDABLE HOUSING** (Pages 7 - 14)

### **6 CULTURE STRATEGY** (Pages 15 - 78)

# Public Document Pack Agenda Item 4



## MINUTES OF A CABINET MEETING Council Chamber - Town Hall Wednesday, 21 March 2012 (7.30 - 8.15 pm)

### Present:

Councillor Michael White (Leader of the Council), Chairman

Councillor Steven Kelly (Vice-Chair)

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

Community Empowerment

Culture, Towns & Communities

Value

Children & Learning

Community Safety

Environment

Housing & Public Protection

Apologies for absence were received from Councillor Michael Armstrong

Councillors Clarence Barrett, Linda Hawthorn, June Alexander, Denis O'Flynn, Paul McGeary, Pat Murray, Michael Deon Burton and Garry Pain 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.

### 57 MINUTES

The minutes of the meeting of Cabinet held on 8 February 2012 were agreed as a correct record and signed by the Chairman.

### 58 REPORT OF THE TOWNS & COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE - LIVING AMBITIONS TOPIC GROUP

*Councillor Andrew Curtin, Cabinet Member for Culture, Towns and Communities, introduced the report*

Cabinet was informed that the Topic Group had conducted surveys of the Sports Development Service, the Libraries Service, the Havering Music School and the Parks Apprenticeship Scheme and had identified specific areas which would

enhance the services provided to the community which included the following specific observations that:

The Library Service consider increasing the range and stock of large print books available in the libraries.

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.

Cabinet ensure that current funding for the music school is continued as far as is possible.

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

Cabinet consider changing the signage in the Borough’s parks to match that of Cottons Park and also include the history of the relevant park within each entrance sign.

**Reasons for the decision:**

The report of the Living Ambitions Topic Group had been referred to Cabinet for consideration.

**Other options considered:**

No alternative had been considered.

**Cabinet thanked the Topic Group for its thorough and informative investigation and NOTED its report and its recommendations**

**59 THE FUTURE OF THE COUNCIL'S HOUSING MANAGEMENT SERVICE**

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

The report provided Members with 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. Having conducted the consultation and received 5,836 responses from 14,793 questionnaires (39.4% - a very good response), it was found that 32.1% of the respondents wanted HiH to continue providing the service, 48.3% wished it to be provided by the Council directly and 19.6% expressed no preference.

Due to the significant majority in favour of bringing the service back to the Council it was proposed that officers be instructed to negotiate the ending of the agreement with HiH and to make preparations for the Housing management service to be brought in-house.

**Reasons for the decision:**

- The Council no longer needed to have an Arms Length Management Organisation (ALMO) in order to access funding from the Decent Homes Programme
- Tenants and leaseholders had 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 would provide a more transparent and accountable structure for the housing service
- The removal of duplication in the management and governance arrangements for the service would save at least £300,000.

**Other options considered:**

To retain the current ALMO, Homes in Havering

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

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 ceased to be available when the London Borough of Redbridge decided not to pursue it.

**Cabinet:**

1. **NOTED the results of the tenant and leaseholder consultation, the cost/benefit analysis and the risk analysis and AGREED that the management of the Council's housing stock be brought back in-house.**
2. **AUTHORISED 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 to negotiate and conclude a termination of the management agreement with Homes in Havering as soon as practicable.**
3. **AUTHORISED the Group Director Culture and Community acting as the shareholder of the Council's shares in Homes in Havering Ltd to take all such steps as may be necessary to achieve the termination of the management agreement for the Council's housing stock.**
4. **DELEGATED to the Lead Member for Housing, acting in consultation with the Group Director of Culture and Communities authority 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 the report - in which case a further report would be brought to Cabinet.**

5. **REQUIRED 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**

60 **THE COUNCIL'S CULTURE STRATEGY**

The Chairman informed Cabinet that the item had been withdrawn prior to the meeting and would be re-presented at a later date.

61 **ADOPTION OF THE LONDON PERMIT SCHEME (LOPS) FOR ROAD WORKS AND STREET WORKS**

*Councillor Barry Tebbutt, Cabinet Member for Environment, introduced the report*

Cabinet was informed that the report considered the rationale behind the LB of Havering joining the London Permit Scheme (LoPS), and provided details of the steps that would need to be taken to join the scheme. Joining the LoPS would 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).

The LoPS had been designed to encourage better planning and management of road works, which was driving forward reductions in congestion across London's road network. This in turn was delivering benefits for the economy and the environment and improving the quality of people's daily journeys.

26 London Boroughs, TfL and the City of London had joined the LoPS in a series of three previous phases of implementation. The pathway to adopting LoPS was now clearly set up, with a standard route to implementation established. The earlier adopters had not faced any challenges or significant difficulties in operating the scheme.

**Reasons for the decision:**

It was recommended that the Council agree to 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.

The Permit Scheme would serve to move towards this objective and would be adopted by all other London Highway Authorities by the end of the current tranche.

Overall there would be no net financial cost to the Borough and there was the potential to make significant improvements in managing and controlling unacceptable obstructions of the highway.

The scheme would contribute to the delivery of a number of Council objectives since better management of street works and consequent reductions in congestion would support economic activity, increase safety and improve conditions for residents. The use of permit fees to cover the

costs incurred would allow the Council to deliver an improved service at no additional cost to local residents.

**Other options considered:**

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 might contain risks for the Council.

Within the current tranche of entry to LoPS, a high level of support was 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 would be likely that the level of external support available would be reduced and the Borough could face increased joining costs.

In the current economic climate there was increasing pressure on Local Authorities to reduce costs through the adoption of working practices that delivered efficiencies, with joint procurement of services by groups of boroughs becoming increasingly common. Should Havering decide not to join LoPS, it would 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.

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

**Cabinet AGREED to**

1. **Proceed with an application to the Secretary of State for Transport to join the London Permit Scheme, subject to the outcome of consultation.**
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 met, but did not exceed, the operating costs of the scheme.**
3. **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 would be self-financing.**

**62 REVIEW OF BEAM PARK DEVELOPMENT OPPORTUNITY**

*Councillor Robert Benham, Cabinet Member for Community Empowerment, introduced the report*

The report reviewed 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 recognised 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 had 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 described the development opportunity; the reasons why the boroughs wished to consider a leisure-led redevelopment; the planning benefits the boroughs wished to see delivered and a summary of planning and transport requirements.

Cabinet was asked to approve the publication of the Beam Park Planning Prospectus as guidance for potential developers.

**Reasons for the decision:**

There was 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:**

The alternative was 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 would make it unlikely that housing schemes of an acceptable form and density would be feasible in current conditions.

**Cabinet APPROVED the Beam Park Planning Prospectus for use as guidance for potential developers.**

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**Chairman**





# CABINET

# REPORT

16 May 2012

<b>Subject Heading:</b>	Use of s106 commuted sums for provision of affordable housing
<b>Cabinet Member</b>	Councillor Lesley Kelly
<b>CMT Lead:</b>	Cynthia Griffin, Group Director Culture and Communities
<b>Report Author and contact details:</b>	Sue Witherspoon Head of Housing and Public Protection 01708 433747 <a href="mailto:Sue.witherspoon@havering.gov.uk">Sue.witherspoon@havering.gov.uk</a>
<b>Policy context:</b>	Housing strategy
<b>Financial summary:</b>	To agree to use up to £932,600 of s106 commuted sums currently held for the provision of affordable housing on a council-led purchase and repair scheme with expenditure no later than 8 August 2012
<b>Is this a Key Decision?</b>	Yes
<b>Is this a Strategic Decision?</b>	Yes
<b>When should this matter be reviewed?</b>	Not applicable
<b>Reviewing OSC</b>	Towns and Communities

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

Clean, safe and green borough	<input type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input checked="" type="checkbox"/>
Value and enhance the life of every individual	<input type="checkbox"/>
High customer satisfaction and a stable council tax	<input type="checkbox"/>

**The Chairman of the Towns & Communities Overview & Scrutiny Committee has agreed pursuant to paragraph 18 of the Executive Procedure Rules that this report shall be exempt from the Forward Plan procedure and call-in.**

## SUMMARY

This report concerns the use up to £932,600 of unallocated commuted sums taken by the Council from Barratts housing developer in lieu of on-site affordable housing provision on the former Dolphin site in Romford town centre.

A number of potential uses which could potentially meet the Council's corporate goals have been explored. The proposed approach is to use the resources to buy a number of properties on the open market and, if necessary, bring them up to the Decent Homes Standard. The properties would be held in within the Housing Revenue Account and so could then be sold to Havering families on a shared ownership basis, yielding a receipt which could be recycled by the Council for housing or regeneration purposes and/or let to households on the Council's Housing Register.

## RECOMMENDATIONS

1. To agree to use up to £932,600 of unallocated commuted sums held by the Council to increase the stock of housing held by the Council for sale to Havering families on a shared ownership basis and/or for the provision of affordable housing to be let to households on the Housing Register.
2. To agree the addition of this scheme to the HRA Capital Budget, and to refer this addition to Council.
3. To delegate to the Lead Member for Housing and Lead Member for Value, acting with advice from the Head of Housing and Public Protection and Director – Finance and Commerce, the authority to decide on the number, location and type of properties acquired and the tenure with which to make them subsequently available to local people.

## REPORT DETAIL

1. **Background to commuted sums**
  - 1.1 Should a residential development be of sufficient size, the developer is obligated, under section 106 of the Town and Country Planning Act 1990, to contribute towards the costs of affordable housing relating to the development.
  - 1.2 The Council's default position is that the contribution should take the form of on-site affordable housing, however, in some cases a payment in lieu of all or part of the assessed affordable housing provision is taken. Under the s106 planning agreement for the site, conditions are set regarding the use and

timescale for use of the commuted sum. The final use of the sums by the Council needs to be formally agreed by the developer.

## 2. The commuted sums arising from the redevelopment of the former Dolphin site in Romford

2.1 The Dolphin redevelopment in Romford was subject to a s106 agreement agreed with the developer, Barratts, which included both on-site affordable provision and a commuted sum payment.

2.2 The commuted sums were made available in two tranches; the deadlines for expenditure of both tranches are rapidly approaching. The position is summarised in the table below.

Funding source	Deadline and restrictions	Commuted sum value (including interest accrued)	Amount already allocated	Amount unallocated
s106 Dolphin scheme (1)	<b>To be spent by 4 July 2012</b> To be used by the Council towards the cost of providing Affordable Housing in a manner which is reasonably related to meeting the Affordable Housing needs within the Council's administrative area, details of which shall be agreed between the Housing Provider and the Council	£926,800	£645,000	£281,800
s106 Dolphin scheme (2)	<b>To be spent by 8 August 2012</b> with the same permitted use as above	£926,800	£276,000	£650,800
<b>TOTAL</b>		<b>£1,853,600</b>	<b>£921,000</b>	<b>£932,600</b>

2.3 The table shows that of the total of £1.853 million, some £921,000 has already been allocated for housing use. This leaves £932,600 unallocated. This is the subject of this report.

2.4 Of the unallocated monies, some £281,800 needs to be spent by 4 July 2012, with another £650,800 to be spent by 8 August 2012. If the amounts are not spent within these timescales, the developer would be within their rights to ask for them to be refunded. While there is a possibility that the developer will not take this course of action, any risk of losing this resources should be avoided.

### ***Options considered for the unallocated resources***

2.5 The Housing Service has been keen to maximise the corporate benefits of the commuted sums available. It should be noted that the terms of the s106 dictate that the monies must be used for affordable housing provision, thus precluding their use by another service. That said, although the developer's agreement to the Council's proposed use of the resources is required, the Council has a fair degree of freedom in directing the use of the resources.

- 2.6 To this end the Housing Service has explored a wide range of possible options in turn, with the options that they have potentially led to Adult Social Care efficiencies considered first. These are discussed below.
- a) *Development of supported housing schemes for Adult Social Care clients to minimise residential placement***
- 2.7 In 2010/11, the possibility was explored of developing small supported housing schemes whereby Adult Social Care clients, principally those with a learning difficulty, could live in shared accommodation specially built and managed by a housing association.
- 2.8 Through discussion between Adult Social Care and housing associations, brokered by the Housing Service, it was found that it would be quicker and more cost-effective to provide for this client group through other means. Thus, the Housing Service has procured four Private Sector Leased properties for six people with mild learning difficulties, and has secured nominations to two new build properties in a housing association new build development in Romford, each accommodating two people with moderate learning difficulties requiring 24/7 care. These individuals have moved on from high cost care homes.
- 2.9 The Housing Service and Adult Social Care are currently assessing the feasibility of using a redundant garage site to provide a further six self-contained units for people with learning difficulties, further minimising Adult Social Care's revenue costs.
- 2.10 This use of the commuted sums has thus been REJECTED as other more effective options are available for meeting the needs identified by Adult Social Care.
- b) *Purchase of larger properties in the housing market for conversion for use by disabled people / families identified by Adult Social Care's Occupational Therapy team***
- 2.11 In 2011/12, the idea of purchasing properties in the open market for larger families with a disabled member was explored with the Occupational Therapy, OT, team.
- 2.12 This work revealed that although the OT team is currently working with a number of disabled people needing specific accommodation, joint working with the Housing Service is able to provide suitable within the Council's own stock for these households at a lower cost than having to purchase additional units.
- 2.13 This use of the commuted sums has thus been REJECTED as adapting existing council properties would be a more effective way of meeting these disabled people's needs in a timely way.
- c) *Amendment to the Squirrels Heath Gardens (former Snowdon Court) tenure specification***

- 2.14 Consideration was given to amending the tenure specification for the Squirrels Heath Gardens extra care to provide more affordable units rather than outright sale, thus potentially benefiting Adult Social Care. However, prior to start on site, the Homes and Communities Agency had already provided additional grant to 'convert' the proposed 17 outright sale units to social rent. This gives a scheme 78 affordable rented units and 20 shared ownership homes which is considered to appropriate to the borough's needs. Thus, the option of further amending the tenure was not pursued.
- 2.15 This use of the commuted sums has thus been REJECTED as the Squirrels Heath Gardens scheme will meet requirements without any further amendment to the tenure mix.
- d) *Provide grant to a housing association to develop affordable rented properties in return for nomination rights***
- 2.16 Using commuted sums from one site to provide grant to a housing association to deliver affordable housing on another site in return for nomination rights can perhaps be considered the 'standard' approach. The Council has used commuted sums on occasion in the past.
- 2.17 It should be noted that given the options for using the resources to fund new housing of direct benefit to Adult Social Care clients have not been followed for the reasons discussed above, the possibility of using the available commuted sums to fund housing association development within the deadline for the resources' use significantly constrains the options for working with housing associations.
- 2.18 For this option to proceed, it would be necessary to identify a scheme which is already under development in the Borough. Given the impact of the reductions in Homes and Communities Agency (HCA) funding for affordable housing schemes there are very limited opportunities available.
- 2.19 In considering whether to put forward such an opportunity the Council would need to have regard to value for money as this would be an investment taking place outside of existing funding agreements between Registered Social Landlords, RSLs, and the HCA which control the financial aspects of mainstream RSL development programmes. The Council would also need to pay grant at the commencement of the scheme rather than with 50% on completion secured by a nomination agreement. This approach would also see the value of the S106 resources passed to the RSL. These factors taken together with the constraints of this S106 agreement mean that the option of using these commuted sums as a grant to an RSL has been REJECTED.
- e) *Acquire properties for retention within the Housing Revenue Account for sale as shared ownership or rent***

- 2.20 With the implementation of HRA self-financing from April 2012, the option of using the commuted sums to acquire properties has just become far more attractive to the Council.
- 2.21 It has always been possible for the Council to acquire properties. Under the previous housing subsidy regime, however, as the Council was in a negative subsidy situation, that is, a proportion of its rental income had to be paid into the national subsidy pool, a proportion of the rent accruing from additional units was immediately lost to the national pool. This essentially compromised the value of using capital in this way, rendering this a questionable way forward in value-for-money terms.
- 2.22 Under the HRA self-financing system, however, there is no longer any pooling of debt and so all rental income is retained locally. Thus, the acquisition of units held in the HRA can yield additional rent to pay off debt, fund further borrowing or pay for HRA service improvements. Alternatively, should the Council raise a capital receipt from these properties, perhaps by selling some on a shared ownership basis, the capital could be recycled by the Council for housing and regeneration purposes.
- 2.23 Though perhaps similar to the housing association grant option discussed above in terms of increasing the number of affordable units available to Havering people, there are a number of distinct differences. These are:
- the total purchase price would need to be met from the commuted sums, rather than a proportion to top up private borrowing under the housing association grant option. It is worth noting that under the HRA self-financing regime, capital resources available in the HRA supported by rental income could be used to fund new housing development, but the approved HRA Business Plan does not make provision for this and this is not proposed here
  - the ongoing benefit of the commuted sums is retained by the Council in terms of (a) retention of rented stock, the rented income from which can be used to support future borrowing within the HRA, (b) capital receipts accruing from the sale of 'shares' in the properties disposed of through shared ownership, or (c) capital receipts accruing from outright disposal of the units at some future point. Any capital receipts could be used by the Council for housing or regeneration purposes
  - the Council would have far greater control over the timescale for commuted sums use; this is of vital importance given the deadlines in July and August this year.
- 2.24 Properties purchased in this way and made available on a shared ownership basis could provide a welcome first step onto the housing ladder for local people on low incomes. Alternatively, properties let for rent could prove to be attractive to under-occupying council tenants wishing to downsize and thus release a larger properties.
- 2.25 For avoidance of doubt, as the properties would be purchased without any external grant, they would **not** be subject to sub-regional nomination arrangements and thus all properties could be sold to Havering families

unable to access the housing market unaided, or if the letting option was pursued would be allocated to those on Havering Council's housing register.

- 2.26 Discussions have taken place about the feasibility of purchasing units in the timescale required. Officers are confident that the £932k unallocated commuted sums could be spent within the deadlines to purchase properties depending on the details of the portfolio acquired. The most likely options for purchase are (a) two and three bedroom houses offering good value-for-money, and/or (b) newly developed houses as they become available before the s106 commuted sums' use deadline.
- 2.27 This option for commuted sum use is PROPOSED as it afford maximum control over ensuring full spend within the s106 deadlines and will enable the Council to retain the ongoing benefit of the commuted sums' value.

## IMPLICATIONS AND RISKS

### 3. Financial implications and risks:

- 3.1. If there were no achievable spending plans put forward there would be a real risk that the developer may not agree to an extension of the deadlines pertaining the Dolphin redevelopment s106 commuted sums' use which could deprive the Council of nearly £1m capital currently held by the authority. This paper proposes an option to manage that risk.
- 3.2. The Council may need to incur expenditure on professional support for the purchasing process. These costs can be capitalised from the commuted sums.
- 3.3. While these sums cannot be used for purposes inconsistent with the s106 agreement, that is, the monies must be used for the provision of affordable housing, there is scope for deciding on how best to apply them. The proposed approach has the distinct benefits of minimising the risk of missing the expenditure deadline and, perhaps more importantly, of retaining the value of the commuted sums in the future.
- 3.4. Rental income from the properties acquired by the Council would accrue to the HRA and could be used to fund further borrowing, repay existing debt or fund service development. The use of the resources would be subject to the member approval of future amendments to the HRA Business Plan.
- 3.5. Should the Council dispose of the properties it has purchased, perhaps on a shared ownership basis to meet local need, the resulting capital receipts could be reused by the Council for housing or regeneration purposes. The future use of any receipts would be subject to member approval.
- 3.6. This scheme, to a value of £932,600, all profiled for 2012/13, will need to be added to the HRA Capital Budget, and agreed by Council at the earliest opportunity, per Recommendation 2.

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

- 4.1 Should a residential development be of sufficient size, the developer is obligated, under section 106 of the Town and Country Planning Act 1990, to contribute towards the costs of affordable housing relating to the development.
- 4.2 The wording of the s106 agreement relating to the redevelopment of the Dolphin site states, in relationship to affordable housing commuted sums, *“to be used by the Council towards the cost of providing Affordable Housing in a manner which is reasonably related to meeting the Affordable Housing needs within the Council’s administrative area, details of which shall be agreed between the Housing Provider and the Council”* [being double-checked.] The use of the commuted sums proposed in this report is in line with this, although Barratts, the developer of the Dolphin site, will need to agree to the proposed use. There is therefore a risk that the developer may not readily agree to the proposed use of the funding in anticipation of then being able to reclaim it as ‘unspent’. The Council would argue that any withholding of their consent must be reasonable, that is, for a good reason, which would not include the opportunity for repayment.
- 4.3 The legal aspects of the proposed approach can either be managed in-house or, should additional capacity be required, this can be capitalised from the commuted sums.

#### **5 Human Resources implications and risks:**

- 5.1 None specifically arising from this proposal.

#### **6 Equalities implications and risks:**

- 6.1 Those looking to the Council for assistance with housing are among the most disadvantaged in the borough. As an indicator of this, some 71.74% of current council tenants are in receipt of Housing Benefit/Local Housing Allowance. Older people, parents, with young children, on low incomes and those economically disadvantaged are all over-represented among those looking to the Council for help with housing. The proposal contained in this report will increase the supply of low cost housing for rent and/or shared ownership and thus help these groups.

### **BACKGROUND PAPERS**

None.



## CABINET

<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, Heritage and History, and Children’s Play 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”***

---

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, Heritage and History, and Children’s Play 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’

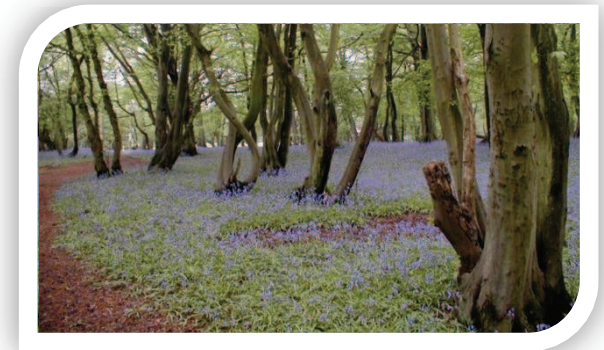
Both as participants and spectators, culture engages our emotions, senses, intellects and bodies, and is their greatest manifestation.

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 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 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

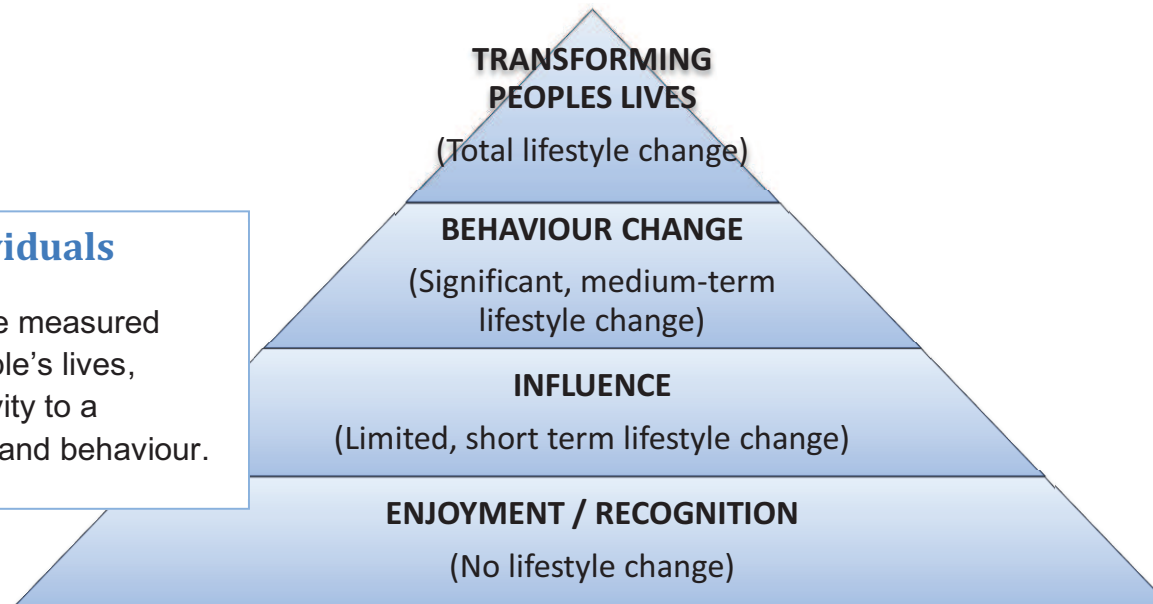
Aside from its own intrinsic value, culture also has an important instrumental role to play in broader social policy because of the ways in which it can effect behaviour change to have beneficial impacts on the quality of life of everyone.

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.

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### 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'

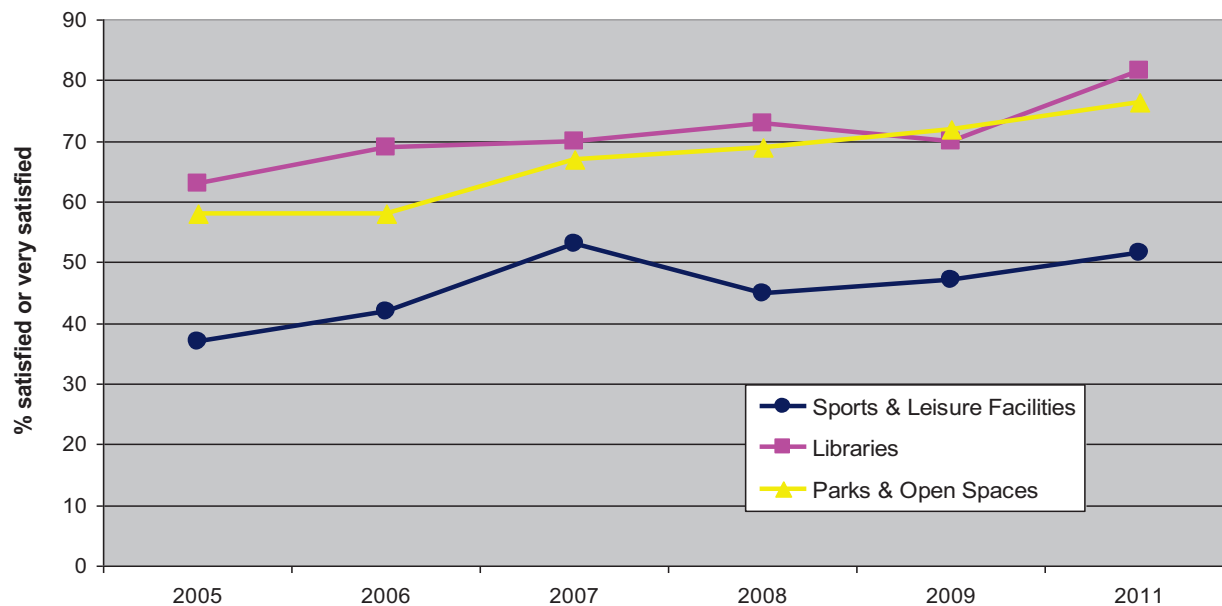
Culture services regularly make the top of the list in terms of resident satisfaction in Havering. In the 2011 borough-wide survey 'Your Council, Your Say' (sample size 11,000), three out of the top eight services with the highest levels of positive resident satisfaction (i.e. very satisfied or satisfied)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

### **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**

Learning and personal development outcomes from Culture can be broadly divided into 3 main areas:

- 1) **A sense of enquiry.** Enquiring about ourselves, our possibilities, and the world and people around us is essential to a successful education. Whether through the examination of the objects in museums, the natural world in parks, what people have written and thought in books and literature, made in a variety of media and cultures in art throughout the world, or achieved by understanding the potential of their own bodies through the full range of sports. Culture is perhaps the most effective way of fostering the sense of enquiry which education requires both within and outside the classroom.
- 2) **Articulation.** A successful education leaves the student, of whatever age, better able to formulate and articulate their own responses to the results of their enquiry into the world around them, whether that is in written form, through music, other visual and performing arts, or in terms of their 'physical literacy' – enhancing and refining the capacity of the individual's own body through sport. Culture thrives on this, and so is key to the development of greater and more complex levels of articulation on the part of each student, of whatever age, through education.
- 3) **Maximising benefit and satisfaction.** Education seeks to refine and maximise the satisfaction and benefit which we gain from our faculties, our senses, emotions, intellects and bodies. Participation in, and experience of, Culture helps to sharpen all of these aspects of our lives, and so are central to the achievement of high-quality learning and personal development goals for all.

These learning outcomes will manifest themselves in different ways and with different degrees of emphasis at different stages of our lives – for their vital role in early years development, to playing a central part in supporting the development of the curriculum in schools. **Learning extends well beyond the walls of the classroom**, and 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.

These learning outcomes will also be of particular importance to youth policy, given the importance of this stage of life development, and to ensuring a high quality of life for over 50s and older people. They will also have particular relevance to specific groups within the population – for example, people with learning disabilities – and so need to be promoted in an inclusive way.

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, 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:****Towns and Communities**

*to provide economic, social and cultural opportunities in thriving towns and villages*

Havering's Living Ambitions Sustainable Communities Strategy is clear that we aim for our towns and communities to be 'green places of culture, commerce, community and beauty'. The Sustainable Communities Strategy clearly identifies Culture as being important to towns and communities in which people can thrive, for its own sake, and as part of a society which caters for every aspect of our lives because of the intrinsic value of Culture outlined earlier in this Culture Strategy.

Culture also makes a very powerful contribution to all of the other aspects of life which the Sustainable Communities strategy identifies as being important to good towns and communities. Whether that is in the role of parks and allotments in strengthening the nature corridors to help our towns and communities be green, the role of the arts in ensuring that we have an economy that makes things rather than just consuming them, the role of cultural facilities in attracting footfall and spend to an area, the role of clubs, groups and facilities as focal points for communities and for community involvement, and the role of well-maintained cultural facilities and a thoughtful approach to the balance between the built, historic and natural environment, in the visual appeal of our towns and communities.

### ***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.

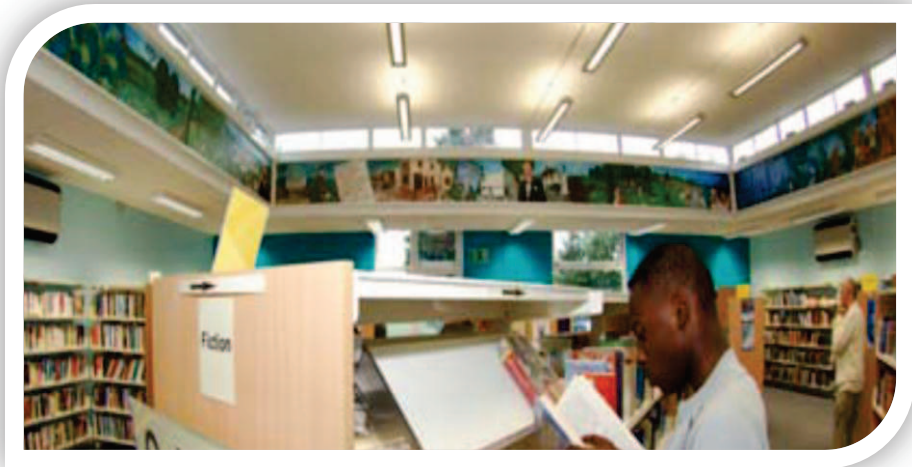


'Living Ambition'	How Culture contributes:
<p><b>Value</b>  <i>to deliver high customer satisfaction and a stable council tax</i></p>	<p>We believe that our residents deserve the highest quality of local services, which provide the highest value for money. Services provided by Havering's Culture and 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 improved 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

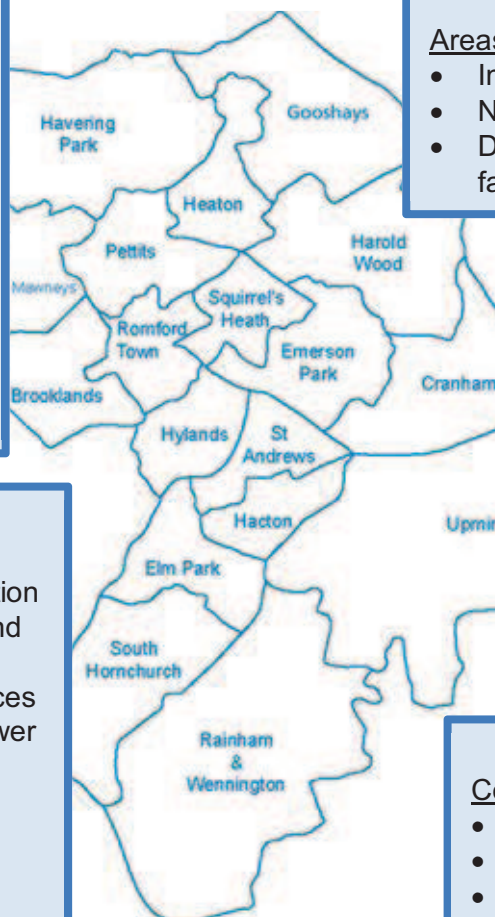
## Upminster & Cranham

### 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

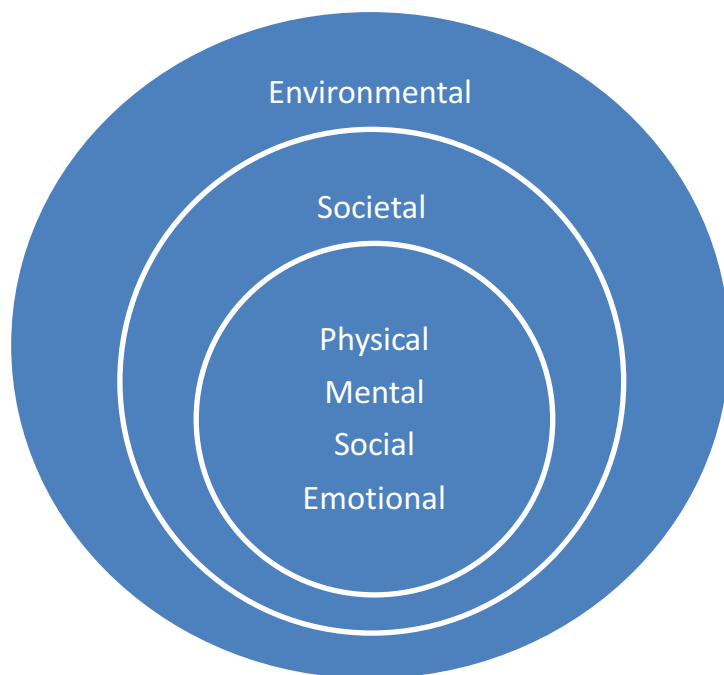


## Health & Wellbeing

Participation in Culture makes a powerful contribution to all three main areas of our experience of health and wellbeing; it helps us to recover from periods of illness, it helps to prevent ill health developing, and it helps to maximise our sense of wellness.

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'



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

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

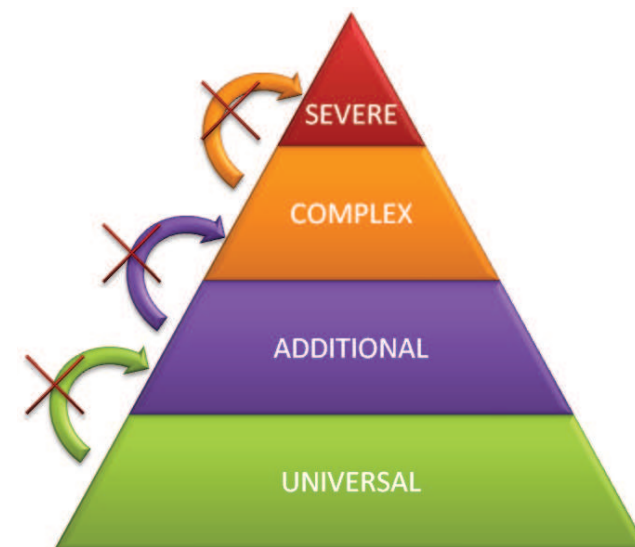
At the time of writing this strategy, the Outcomes Framework had only recently been released, and the development of the new Health & Wellbeing Strategy was still underway. In addition, much of Government policy on Health is still being consulted on and the process whereby responsibility for health care 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.



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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 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

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## 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 33-34.
- 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 29-32.
- 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:

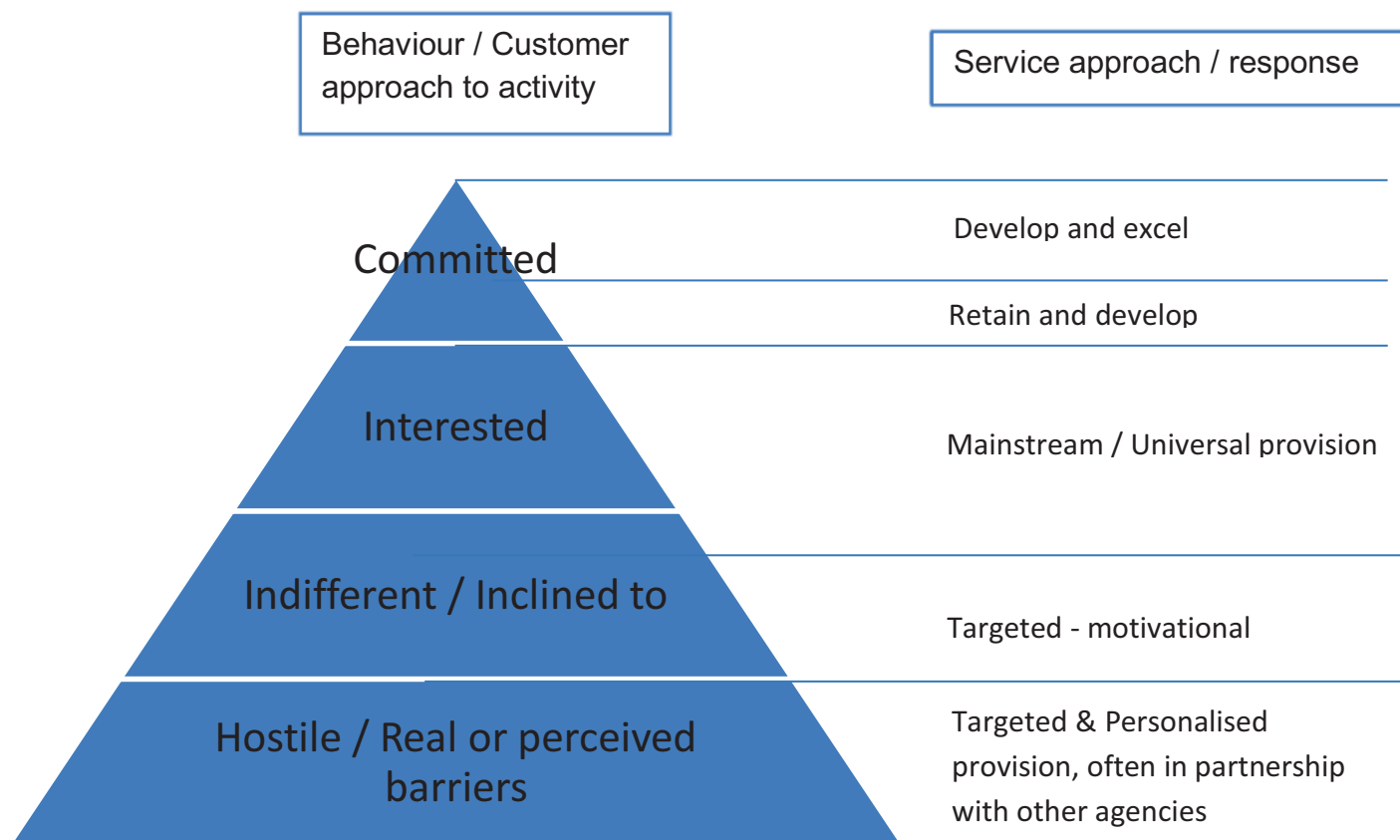
- ▶ It is estimated that more than 14,000 adults of working age in Havering have a disability and more than 6,000 are unable to work because of a disability. It is estimated that the number of adults in Havering with moderate or severe disabilities will increase by 7% in the next 10 years, with the number 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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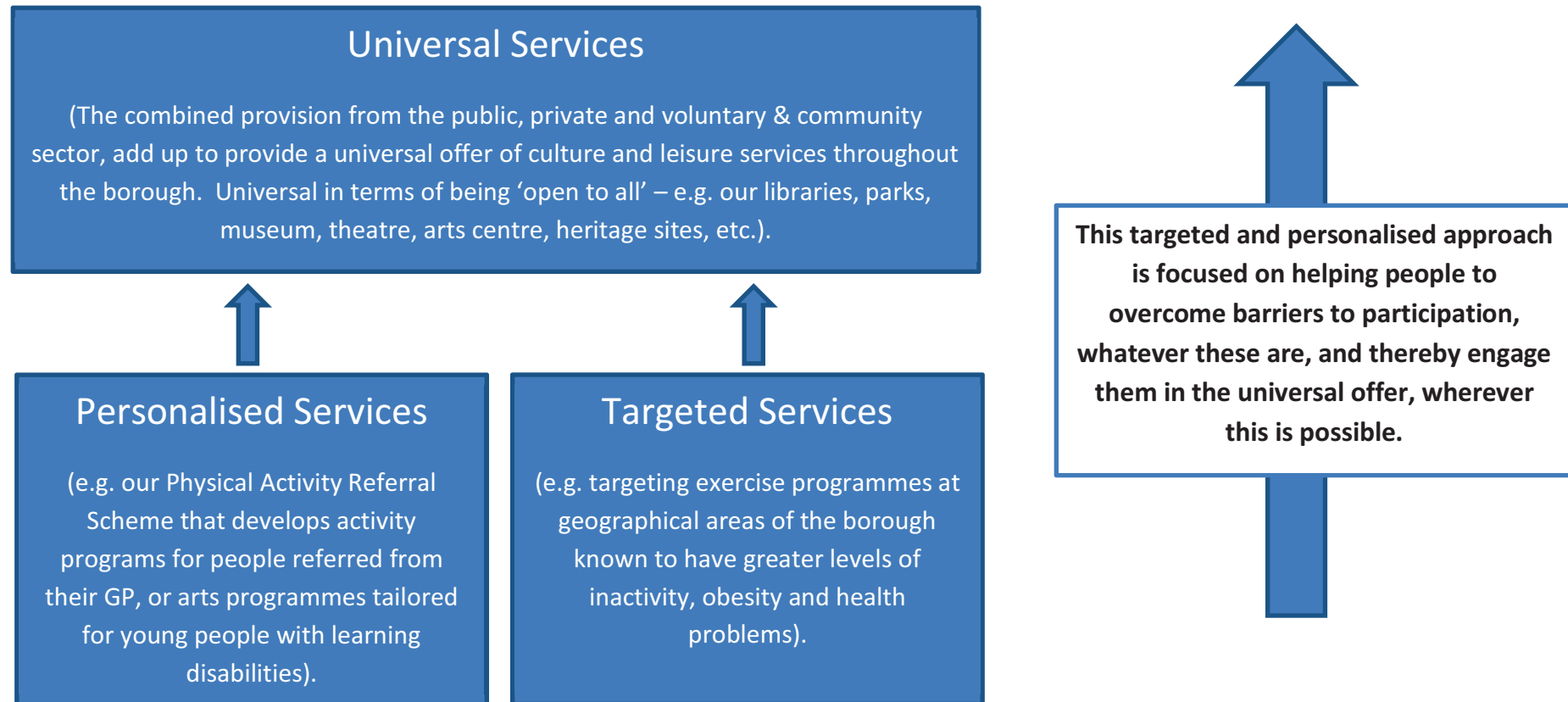


Whilst mainstream / universal provision will cater for many, services will also need to be targeted on those that require extra support, either because of a lack of motivation, real or perceived barriers, or to support those who show the commitment and potential to excel.

## 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.

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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.

### 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 Cemeteries & Crematoriums 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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