



# playing their part

culture and sport's contribution  
to local life in the capital



**LONDON  
COUNCILS**

# contents

- 3 introduction
- 4 why does culture and sport matter in London's boroughs?
- 7 culture and sport in London today
- 10 what are the challenges ahead and how will we overcome them?
  - increased funding where needed – capital and revenue
  - delivering more for less – improvement and efficiency in culture and sport
  - maximising the economic impact of culture and sport
  - 2012 legacy
  - speaking for diverse voices
  - sharing the benefits, sharing the investments
  - data and intelligence
- 22 summary of priorities for London Councils

# introduction



London's local authorities are the largest contributors to the complex web of partnerships that make our great city's cultural and sporting resources amongst the most exciting and vibrant in the world.

The run-up to the London 2012 Olympic and Paralympic Games offers a fantastic opportunity to showcase and promote this both to Londoners and the rest of the world. Attention will turn not just to the capital's many internationally famous facilities, but also to our incredible local government supported network of free libraries, parks, museums and galleries. Our festivals and sporting events, our arts centres, community theatres and our leisure resources entertain and train mind and body.

In the current financial climate, like every spending area, culture and sport in the capital face major challenges in ensuring services are efficient, offer good value for money and tie in with other key local priorities.

However, there is strong evidence to prove the positive impact of culture and sport provision on broader outcomes and to show just how much high quality provision is valued by local communities within London. Indeed, the vibrancy of London's cultural and sporting life also contributes to creating a strong, sustainable economic future for the capital – and the boroughs are key to realising the full potential for our communities.

This publication makes the case for culture and has been developed through the input of London Councils' Culture, Tourism and 2012 Forum (representing elected members of London local authorities) and the London branch of the Chief Culture and Leisure Officers Association. It describes the agreed priorities for London Councils' work to support the individual needs of the boroughs around culture, sport and the 2012 legacy.

I hope this gives you a clearer picture of the forum's work and the strong arguments to be made for investing in culture and sport despite the current financial climate.

**Cllr Merrick Cockell**

Chair of Culture, Tourism and 2012 Forum

# why does culture and sport matter in London's boroughs?

Research clearly shows the public values engagement in high quality cultural experiences. There is also hard evidence to show the impact it has on the success and happiness of our communities.


**Culture and sport make our local areas unique.** It's why people want to live, work, study in or visit our local areas and is what makes our areas distinct. Culture and sport are a hugely important factor in successful and sustainable regeneration. When asked about their local area, residents who are satisfied with their local cultural and sporting facilities are more likely to be happy with their local area as a place to live.<sup>1</sup>

Nationally there is a very strong correlation between levels of engagement with culture and sport (NI 8, 9, 10 and 11) and overall satisfaction with a place to live in (NI 5). In London this link is even stronger.<sup>2</sup>

**Culture and sport bring our communities together.** Culture can unite people of all ages and all backgrounds and drive social cohesion.

London residents who are satisfied with local libraries, theatres, concert halls, museums and galleries, parks and open spaces are more likely to agree that their local area is a place where people from different backgrounds get on well together (NI 1).<sup>3</sup>





## **Culture and sport can change lives.**

It inspires and motivates people of all ages to actively participate in their community. This can have a positive impact on all areas of people's lives including skills, learning, confidence, health and well-being.

Taking part in sport and physical activity can have a major impact on a person's mental and physical health. People who are physically active reduce their risk of developing major chronic diseases by up to 50 per cent, and the risk of premature death by about 20-30 per cent.<sup>4</sup>

**Culture drives the London economy.** The cultural and creative industries are the third largest employer in London. Culture is also the motivation for many visitors coming to London, driving tourism and the visitor economy. And in times of economic difficulty, it is creativity and innovation that has the potential to lead recovery.

London is estimated to have 32 per cent of the nation's creative sector workforce, 554,000 jobs, making it one of the largest creative workforces of any city in the world. Total creative employment – which includes those occupied creatively but outside the creative industries as such – is at 800,000, now at its highest ever level. The Gross Value Added of London's creative industries was estimated to be £18 billion in 2007.<sup>5</sup>

**Culture is at the heart of the 2012 Games.** The Olympic and Paralympic Games will have a fantastic impact on our city. The Cultural Olympiad has the potential to encompass the whole city in celebration and to make sure that all Londoners can feel that these truly are 'everyone's Games'.

The DCMS document *Before, during and after: making the most of the London 2012 Games*, published in June 2008, set targets for the 2012 Games' cultural and sporting legacy. This includes helping 'two million more people in England be more active by 2012' and to get 'tens of thousands more young people participating in cultural activities as a result of the 2012 Games'.

**The local leadership of London boroughs is key to relevant and successful services.** Because of the diversity of London and the complex way culture and sport is funded and delivered, London's 33 local authorities are best placed to broker partnerships, deliver popular, relevant and high quality services and to take the lead in improvement.

In London there is a stronger correlation between overall resident satisfaction with council performance and satisfaction with council-run or supported museums, galleries, theatres and concert halls than there is for bus services, refuse collection or doorstep recycling.<sup>6</sup>



# culture and sport in London today

Our cultural and sporting offer is a key ingredient in what makes London a truly world class capital.

The way culture and sport is funded and delivered is highly complex, involving a vast range of private, public and third sector organisations that support a customer base extending far beyond London. The creative and sporting economies have a greater importance in the capital than anywhere else in the UK.

With such a strong and diverse offer, it is not surprising that some areas of London have extremely high levels of engagement in culture and sporting activities. At the same time, some areas of London (including parts of inner London) have some of the lowest levels of engagement in cultural activity in the country. As there are proven links between engaging in culture and sport and benefits linked to health, well-being and community cohesion, greater engagement could have a major positive impact on quality of life for individuals and the vibrancy of our communities.

## Local authorities are the largest funders of culture and sport in England

London Councils supports and helps to co-ordinate this work in the 32 London boroughs and the City of London. Each of these democratic bodies has individual priorities and strategies for safeguarding and developing the cultural lives of their areas in a way that reflects their unique diversity, history and future aspirations.

The 33 authorities acknowledge the need to maintain and enhance London's national and international reputation for great cultural and sporting experiences. At the same time, London boroughs need to focus on the cultural, social and economic benefits that culture and sport can provide individual communities and localities.

There is no 'one-size-fits-all' approach to developing culture and sport in London. Sometimes it will make sense to work across London. At other

times a sub-regional approach will prove most effective. For much of the time, facilitating partnerships at a local level will deliver the outcomes needed and desired by individual communities.

Like the rest of the country, London is facing major challenges linked to the financial downturn. Thanks to the strength of the cultural and sporting sector and the boost that London 2012 should provide, the sector could be key to ensuring that the capital and country as a whole returns to growth swiftly and sustainably.

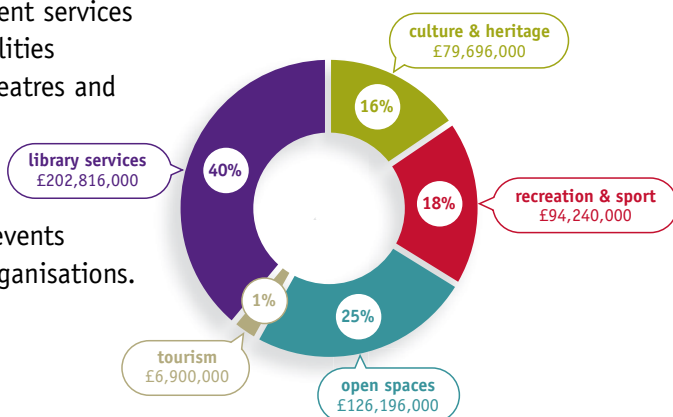
## London's boroughs are at the heart of vibrant cultural life in London

Boroughs are central to strategic development and effective partnerships and their role is varied, acting in various combinations as fundraisers, funders, enablers and deliverers.

London boroughs are the biggest funders of cultural and sporting activities in London, making a revenue investment of over £500 million per year.<sup>2</sup> Whilst collectively this is a significant amount, in 2008/09 it only amounted to £66.13 per London resident or £1.27 per week.

This investment pays for:

- 340 libraries throughout London<sup>7</sup>
- 270 parks, gardens, heaths, commons and greens, largely funded by local government<sup>8</sup>
- arts and sport development services
- leisure and sporting facilities
- local government run theatres and concert halls
- a rich and diverse programme of free festivals, carnivals and events
- grants to third sector organisations.



Local government is the largest, but not the only funder of culture and sport in London. At least £1.1 billion was invested by public bodies (roughly half by local government) in the sector in 2007/08.<sup>9</sup> As well as private sector investment, significant funding is made through non-departmental public bodies (NDPBs) and directly by central government. Some NDPBs also currently have responsibility for distributing funds from the National Lottery. In 2008/09, the Greater London Authority also invested £34 million in culture and sport.<sup>10</sup>

Some elements of culture and sport services are usually delivered directly by local government, such as libraries. In many authorities, other areas such as leisure facility provision and parks management is now largely externalised to commercial operators or trusts. Much of London's sports and arts infrastructure is reliant on third sector organisations. These range in size from small community organisations to nationally recognised brands such as the Football Association and the Royal Opera House.

The individual organisations in this flourishing but complex ecology are frequently supported by an equally complex cocktail of local, regional and national funders. Many organisations are only viable thanks to funding from a number of sources and many funders see the leverage from other funders as fundamental to their ongoing investment. The withdrawal of a grant that only makes up a small proportion of turnover can lead to a collapse in the overall support for an organisation that is delivering popular, high quality and cost-effective services for Londoners.

Cumulatively, the current investment delivers arguably the most exciting cultural and sporting sector in the world. The baseline data for the new National Indicators showed that attendance at London libraries, museums and galleries was higher than any other region in England and engagement with the arts was also well above average. Participation in sport and physical activity (NI 8) is below the national average.



# what are the challenges ahead and how will we overcome them?

The economic downturn could have a huge negative impact on the cultural and sporting sector. Conversely, the cultural and sporting sector in London could have a major positive social and economic role in helping the country to move out of recession.

London's boroughs have a critical role to play. They must maintain and develop the outcomes the sector delivers whilst reducing costs and increasing efficiency. They must make sure every pound we spend or invest delivers value. They must listen and react to the needs of our communities and partners as they face new challenges. They must maintain our position as trusted local leaders at the same time as taking tough decisions.

The 32 boroughs and the City of London will have different local strengths, challenges and strategies for the coming years. Working with London Councils, there are seven areas where collective efforts will be crucial:

## Increased funding where needed – capital and revenue

As outlined above, funding for culture and sport involves a range of public and private sources. Current funding levels for third sector organisations are frequently based on historic figures. Funding has also largely been based on the needs or strengths of individual organisations rather than the communities they serve.

London is perceived as the envy of many regions because of the amount of national funding for culture and sport it receives. However, much of this funding is for national institutions that reach far beyond the capital in terms of participants and audiences. Many of London's local communities are not touched by this investment, which partially explains why some of London's local engagement and satisfaction figures for culture and sport are among the worst in the country.

London needs to be viewed by national revenue funders as both a single world city and as one of England's largest and most complex regions, one where many areas currently show clear symptoms of long-term lack of focus and investment.

London is home to some of the world's most famous and successful cultural and sporting assets. At the same time, many communities in London have access to little or crumbling physical provision.

In order to maintain the services provided, central government must commit to support local services and activity within communities, particularly the requirements around capital funding needed in London to ensure quality provision at a local level. Many cultural facilities in London urgently need capital investment at a time when investment from sources such as Section 106 is becoming less likely. Building Schools for the Future is exploring new approaches such as co-location of facilities; further dialogue is needed on other innovative approaches to capital asset management to ensure our cultural facilities are fit for purpose for our residents.

Since 1994, the National Lottery has been a major new funding stream for culture and sport. Central London has seen a massive transformation thanks to Lottery investment in sport, arts and heritage facilities and 2012 will see major transformation in parts of east London. But many parts of the capital, and many Lottery players, have yet to see a significant investment in their communities. Leading up to and after the Olympic and Paralympic Games, there needs to be a greater focus on the benefits of Lottery funding reaching all communities in London. London's boroughs are best placed to ensure capital and revenue investment meets local priorities and benefits the broadest range of citizens.



On behalf of London's boroughs, London Councils will campaign to ensure that all London's communities will receive their fair share of funding for culture and sport (including Lottery funding) and that historic inequities are redressed. London Councils will undertake further research to provide evidence of urgent capital requirements for local service provision and potential funding opportunities to address these needs.



## Delivering more for less – improvement and efficiency in culture and sport

London is increasingly being recognised as the leader in sector-led improvement for culture and sport.

Boroughs have established networks to support improvement and work with other agencies to develop these networks. The London Cultural Improvement Programme has established innovative sector-led improvement and has already demonstrated real results through improved ratings for cultural services and increased collaboration.

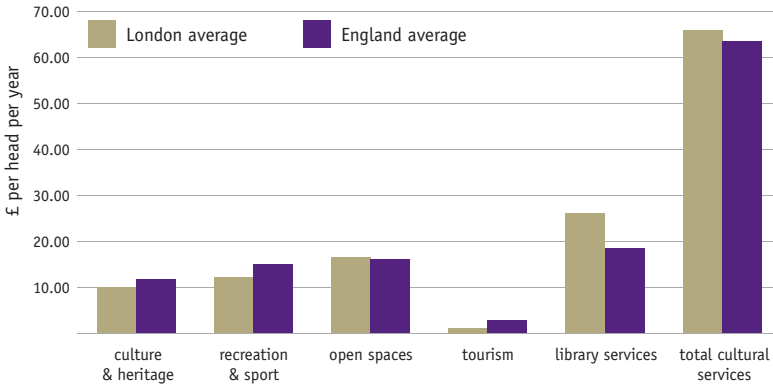
It seems inevitable that local government funding will be under sustained pressure in the foreseeable future. But London is well placed to lead innovation thanks to the ongoing Cultural Improvement Programme. Following on from a successful initial phase funded by Capital Ambition in January 2008, a second phase, 'Delivering value through London's cultural services', began in July 2009. In a difficult economic environment, the programme aims to enable cultural services to deliver value by striking a balance between process and efficiency and delivering effective services that are aligned closely to wider outcomes and local area priorities. The programme introduces five new work strands:

- working with children's services
- Heritage Change programme
- London events, network and training
- marketing culture for the visitor economy
- improving fundraising capability

Also well under way is Phase 2 of the London Library Change Programme, which is seeking to contribute to a transformation in the quality, effectiveness and efficiency of London's library services.

However, in order to progress, the programme needs continued support and resource. As the regional cultural agencies are working with reduced capacity, we need to find ways to safeguard the valued specialist support local government receives from these agencies in order to support improvement.

Given the additional costs of operating in London, it is not surprising that the average investment by local government is marginally higher in London than the average for England as a whole (just 4 per cent, £2.50 per resident per year).<sup>11</sup> But this additional cost is not uniform across all services. Spend per head in London on culture and heritage, recreation and sport, and tourism is already below the English average:



If the current benefits of the investment by local government into cultural services in London could be delivered for the same cost as the English average, £19 million would be saved every year. It is therefore crucial that the open and honest work looking at creative efficiencies continues and develops.

On behalf of London’s boroughs, London Councils will work to ensure there is continued additional funding to support improvement and efficiency in culture and sport. London Councils will also continue to identify good practice from beyond the region and generate innovative new ideas for ways of maintaining outcomes whilst reducing costs.

## Maximising the economic impact of culture and sport

Cultural and creative industries are vital to London's economy. As the third largest employer in London, these industries must be supported to ensure that they can weather difficult times.

Our cultural offer is a key ingredient in making London a truly world class capital and the creative economy has a greater importance in the capital than anywhere else in the UK. London is estimated to have 32 per cent of the nation's creative sector workforce, 554,000 jobs, making it one of the largest creative workforces of any city in the world. Total creative employment - which includes those occupied creatively but outside the creative industries as such - is at 800,000, now at its highest ever level. The Gross Value Added of London's creative industries was estimated at £18 billion in 2007.<sup>12</sup>

London is the world's leading city destination, with an estimated 26.6 million overnight visits being made to London during 2006.<sup>13</sup> As business travel has decreased, London's cultural offer has played a major role in helping to increase the numbers of leisure visitors to the UK during the global recession.

Figures from 2007 and 2008 show record levels of attendance and income from West End theatres. Figures from the Society of London Theatre reveal total attendances to August 2009 to be up a further 4 per cent on last year to over 8.7 million, and box office receipts are up 5 per cent on the same period.<sup>14</sup>

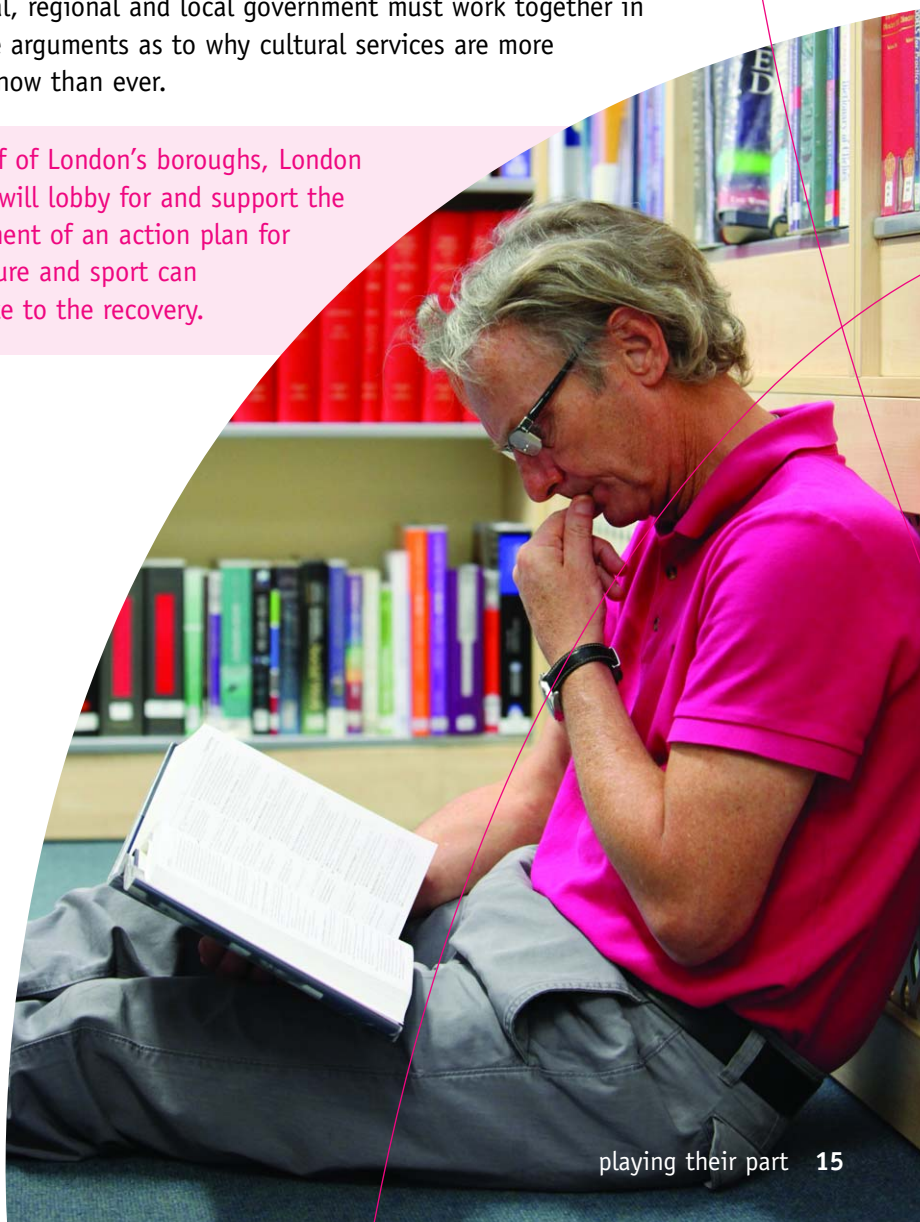
The UK creative sector leads the world and London leads the UK's creative economy. Central government and other partners must prioritise the importance of culture in the economic downturn and have a clear action plan for how culture will contribute to recovery.

In a time of economic downturn, local authority cultural services play a key role in providing affordable local services for those who are experiencing economic hardship. Libraries deliver locally based learning, training and ICT opportunities to help people improve their skills and

work towards gaining employment. Local parks, open spaces, leisure centres and arts facilities can do much to improve quality of life and well-being. Engagement in culture and sport is also cost-effective 'preventative medicine'. It keeps our communities happy and healthy and reduces the financial burden on other public services.

With the strain on the public purse, non-statutory services are at risk. Central, regional and local government must work together in making the arguments as to why cultural services are more important now than ever.

On behalf of London's boroughs, London Councils will lobby for and support the development of an action plan for how culture and sport can contribute to the recovery.





## 2012 legacy

Officially the Mayor holds responsibility for delivering a social legacy from the 2012 Games in London. This includes legacies in volunteering, health, sport and physical activity, business, employment and skills, education and culture.

However, while responsibility for this social legacy in London lies with the Mayor, research commissioned by London Councils clearly shows that Londoners believe boroughs, central government and other organisations have major roles to play. In many instances, boroughs are already working hard to achieve a legacy in their local communities.

London Councils is calling for an inclusive, shared approach to achieving a pan-London legacy. It is essential that this approach recognises the huge role London boroughs play in engaging with and representing their local communities, as well as being responsible for the delivery of services.

There has been strong leadership in some sectors that has led to the production of plans such as Sporting Futures and GO London, a new legacy plan for health. However progress on identifying and delivering on the key social as well as physical legacy outcomes has been slower in other areas.

Securing a legacy for the five east and south east London host boroughs has benefited from the development of a Legacy Masterplan Framework with clear accountability for who is responsible for delivering each aspect of the legacy. The Mayor has also established a high level legacy board. However, these legacy bodies are focusing on legacy for east London rather than the whole city.

As well as the social legacy promised to Londoners, the Games also have the potential to enhance London's reputation as a world class city and therefore its ability to attract future large-scale, world events.

London Councils is calling for a partnership approach so that there is clear accountability in terms of whose responsibility it is to deliver a legacy in London from the 2012 Games. London boroughs will deliver the local activity that will create a social and physical legacy and will be there, delivering for their communities long after the Olympic and Paralympic Games have moved on. This responsibility needs to be recognised, with London boroughs having significant representation and influence in shaping the pan-London legacy.

On behalf of London's boroughs, London Councils will lobby for and support the development of a legacy plan for 2012 that will deliver social and economic benefits for Londoners including increased participation, stronger partnerships and a more robust cultural and sporting sector.

London 2012



## Speaking for diverse voices

London is truly a world city: an international brand with an exciting and vibrant image, arguably built from our incredible cultural assets.

But London is also home to 7.6 million people. It's a city where 300 languages are spoken and there are 100 ethnic minority communities of more than 10,000 people. London is the powerhouse of the nation's economy, yet four of the capital's 33 local authorities rank in the 10 most deprived in the UK.<sup>15</sup> Unsurprisingly, some of London's boroughs have the most culturally engaged populations in England. Others have the lowest.<sup>16</sup>

A 'one-size-fits-all' approach for developing culture and sport in London would be inappropriate. London Councils' role is to champion local leadership and decision-making to ensure our diverse communities have the cultural and sporting opportunities they want and that culture and sport play their maximum role in the social and economic well-being of the area.

Culture and sport still needs to be championed at a regional and national level and we are delighted that the Mayor strongly advocated the case for culture in *Cultural Metropolis* and in the work towards a new cultural strategy. We also welcome *A Sporting Future for London*, published by the Mayor and the GLA. This sets out their strategy and commitment for transforming the sport and physical activity landscape in London over the next three years and beyond, using the catalyst of the 2012 Games.

We recognise the key strategic lead the GLA has within the cultural sector and appreciate the influence, impact and profile the Mayor brings to this.

We welcome the spirit of collaboration with local government in recent publications and look forward to a new era of partnership working between the GLA and London's councils.



It is also important that the role of culture is supported through the other GLA strategies – particularly the London Plan, the Economic Development Strategy and the Youth Crime Action Plan. The City Charter and Congress give us a means to turn this into reality.

Culture is the main reason visitors come to our capital. Increasingly tourist agencies are acknowledging that they must promote the whole city and its rich and diverse offerings across all boroughs, not just the most well-known cultural attractions. This will help keep bringing visitors back to London to discover new ‘hidden gems’.

The 2012 Games give us a fantastic opportunity to do this and promote the whole city using new technologies. For example, London Councils has funded Visit London to develop podcasts promoting local cultural clusters within certain geographical areas across the capital.

London’s councils are keen to work with other regional partners to find new ways to ensure all of their residents can access the rich cultural offer of the city. Particularly working with the GLA and the GLA family, we will represent the needs of individual boroughs in the development of schemes such as Culture Card to ensure that accessing culture is as affordable and as easy as possible for all Londoners.

The difference in governance in London compared to other major cities in the UK, the breadth and diversity of our cultural sector and our geography and transport system mean that people access culture in a very different way. The impact of the roll out of national programmes such as free swimming has therefore had very different delivery implications in London. We need to have early conversations with central government to ensure that these programmes can be effectively delivered in London. London Councils will ensure the expertise in our boroughs is used for planning the roll-out of national programmes in the capital.

On behalf of London’s boroughs, London Councils will ensure that the needs of London’s diverse communities are addressed in key national and regional strategies, programmes and projects.

## Sharing the benefits, sharing the investments

Robust studies, such as the Arts Council's public value research (the 'arts debate'), show the link between engagement in high quality cultural and sporting activities and broader outcomes such as individual well-being, health and community cohesion.

There is now a sharper focus on funding social, economic and other 'outcomes' rather than activities in all areas of the public sector, not just local government. This has led to the reorientation of public services around a 'commissioning model'. In some services, such as adult social care and health, a commissioning model has been in place for many years. Its arrival in children's services, learning and skills, offender management, and other public services is more recent.

Culture and sport need to respond to this new agenda by being more proactive in engaging with commissioning processes instigated by other public bodies. London Councils also has a role in making sure other agencies in London understand the potential that local authorities and third sector cultural and sporting organisations have to deliver the outcomes they are looking for in a cost-effective way.

On behalf of London's boroughs, London Councils will increase support for culture and sport from other agencies in London by highlighting the increased role the sector could be playing in delivering their desired outcomes.



## Data and intelligence

In the past five years, the sector has moved from being data poor to data rich. There is now so much data being produced by so many sources in the sector that boroughs and partners could be ‘dazzled’ by its complexity. What is needed is co-ordination, guidance and interpretation that can turn key statistics and trends into intelligence to guide strategy and service development.

There is a lack of co-ordinated, robust cultural data in London, which is essential if we are to effectively plan and target services and evaluate the improvements and innovations we are making. Whilst London boroughs are working together to achieve this, we do need appropriate financial and human resources from both our central and regional government colleagues.

The new national Culture and Sport Evidence (CASE) programme led by DCMS is warmly welcomed. The programme is initially focussed on culture and sport participation research questions: what leads people into or away from engaging in culture and sports and what do communities and individuals get from culture and sport?

An element of this programme is looking at the regional and local evidence base. As London has a different regional governance to the rest of England, there is a risk that the capital’s needs will not be met.

London Councils has also begun gathering and analysing data around the role of culture and sporting services in building cohesive communities by inspiring and motivating people of all ages to actively participate in their community, and the role of culture and sporting services in place-making through regeneration and spatial planning.

On behalf of London’s boroughs, London Councils will work with DCMS and NDPBs to ensure there is a coherent, robust and practical evidence base for culture and sport in London.



# summary of priorities for London Councils

On behalf of London's boroughs, London Councils will make the case strongly for the continuing role of culture and sport in London's economy, as well as its importance and necessity in Londoners' quality of life, well-being and community cohesion. To achieve this, London Councils will:

- 1 Campaign to ensure that all London's communities will receive their fair share of funding for culture and sport (including Lottery funding) and that historic inequities are redressed. London Councils will undertake further research to provide evidence of urgent capital requirements for local service provision and potential funding opportunities to address these needs.
- 2 Work to ensure there is continued additional funding to support improvement and efficiency in culture and sport. London Councils will also continue to identify good practice from beyond the region and generate innovative new ideas for ways of maintaining outcomes whilst reducing costs.
- 3 Lobby for and support the development of an action plan for how culture and sport can contribute to the recovery.
- 4 Lobby for and support the development of a legacy plan for 2012 that will deliver increased participation, stronger partnerships and a more robust cultural sector.
- 5 Ensure that the needs of London's diverse communities are addressed in key national and regional strategies, programmes and projects.
- 6 Increase support for culture and sport from other agencies in London by highlighting the increased role the sector could be playing in delivering their desired outcomes.
- 7 Work with DCMS and NDPBs to ensure there is a coherent, robust and practical evidence base for culture and sport in London.



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