BUILDING ON PAT 10
Progress Report on Social Inclusion
February 2001
Contents

Foreword.........................................................................................................................2
Executive Summary...........................................................................................................4
Introduction.........................................................................................................................6

Part I: Sectoral Strategies

1. Sport............................................................................................................................8
2. Arts............................................................................................................................13
3. Libraries, Museums, Galleries and Archives.........................................................19
4. The Built and Historic Environment......................................................................23

Part II: Partnerships

5. Working with Local Government, Regions and Europe......................................25
6. Working with Other Departments............................................................................29
7. Working with Communities.......................................................................................32
8. Working with the Lottery...........................................................................................36
9. Working with Industry and Commerce....................................................................48

Part III: Action Plans

10. Action Plan for Disabled People............................................................................53
11. Outline for Action Plan for People from Ethnic Minorities.................................64

Part IV: Research

12. Monitoring and Evaluation....................................................................................67

Part V: Conclusion

13. Conclusion..............................................................................................................77

Appendix

A Advisory Group Members.........................................................................................79
B Bibliography...............................................................................................................81
FOREWORD BY THE SECRETARY OF STATE FOR CULTURE, MEDIA AND SPORT

There are parts of our inner cities, suburbs and rural areas where communities have a quality of life very different from that which others take for granted. There are vulnerable groups too: people with disabilities and those from ethnic minorities, who may be excluded from the full benefits of society regardless of where they live.

The PAT 10 report showed us the potential which the arts and sport have to turn around individual lives and whole communities. I have seen this at first hand and met the people for whom culture and leisure help provide confidence, new skills, better health and other improvements to their quality of life. Since PAT 10 we have extended our vision beyond arts and sport to the whole of DCMS areas of interest. You will see in this report the potential of libraries to reconnect people to learning, and of museums and archives to reach out and pay tribute to all the communities who make up our society. The role of architecture and the built heritage in creating a decent quality of life is increasingly recognised within and beyond the profession.

Using culture and leisure to reach excluded people is a virtuous circle as we broaden the base from which our future talent will come; better equipped and led sporting and creative activity, during and after the school day, will uncover future national and international talent and raise the standards for everyone, which of course also the answer to those critics who continue to misrepresent this as 'dumbing down'. The experiences which our sectors are taking to deprived areas are quality ones. Who would expect to enjoy a world class opera on a former 'worst estate' in Birmingham? How many opera companies expect to find an enthusiastic audience there? This is not about one-off events. Nor is the dispensing cultural bounty; it's about fostering an inclusive culture which unlocks creativity throughout our society. Culture and leisure also have an important role in revitalising and sustaining communities whose former livelihoods have disappeared. The creative industries are outperforming other areas of the economy in their rate of growth, while people are reconnecting to learning and training through participating in cultural and sporting activities.
PAT 10 uncovered some barriers to realising the benefits of culture and leisure in renewing poor neighbourhoods. Sourcing funding was too complex; arts and sport were too often overlooked in regeneration schemes and communities were not sufficiently involved in projects designed to benefit them. DCMS and the public bodies needed to look at inclusion strategically in their high level plans and work with others on local delivery.

This report contains strategic plans and illustrations of delivery on the ground. A great deal has been achieved, from new multi million pound partnerships to easily accessible small grants to communities. Among our objectives for the future are: more and better coordinated research into the impact of culture and leisure on the social inclusion factors, particularly in the longer term; an action plan to promote inclusion based on the advice and experience of people of ethnic minority backgrounds; we want our sectors to be leaders in promoting inclusion for people with disabilities; we shall be exploring further the potential of architecture and the historic environment to afford a better quality of life in deprived communities.

For a deprived community change cannot happen soon enough. The beginnings of the difference which substantial investment in culture and leisure can bring about are visible today; tomorrow will reveal the changes this investment has made to the lives of today’s schoolchildren.

CHRIS SMITH
Executive Summary

This progress report captures the extent to which culture and leisure have become part of the neighbourhood renewal process. If having nowhere to go and nothing constructive to do is as much a part of living in a distressed community as poor housing or high crime levels, culture and sport provide a good part of the answer to rebuilding a decent quality of life there. Such communities have not had their fair share in the past. Their needs have been overlooked because culture, sport and leisure have not been integral to renewal programmes, nor have they always been able to gain access to the lottery funding which would help provide them. PAT 10 recommended changes for the DCMS non departmental public bodies, which distribute exchequer and lottery funding, and for other departments and organisations.

1. The sponsored bodies have accepted social inclusion as a genuine objective for culture and sport.

- The Arts Council has produced a strategy for promoting social inclusion through the arts.
- Sport in deprived areas will benefit from investment of £750 million over 10 years.
- The Libraries, Museums, Galleries and Archives policy guidance has been followed up with a cross-sectoral policy review and action plan.
- New library standards incorporate social inclusion as a major objective.
- An examination of the role of the built and historic environment will be undertaken during 2001.
- The Lottery distributors have researched where and whom lottery funding was reaching. Building on this, the lottery will deliver a better deal for deprived communities.

2. Other organisations are accepting culture and sport as worthy partners.

- DfEE: in a £130 million joint programme with DCMS for primary schools in deprived areas: ‘Space for Sport and the Arts’ with Sport England, the Arts Council and lottery partners.
- In the first £9.25 million phase of the School Sport Coordinators Programme, school and sporting partnerships will be set up in areas of need.
- Department of Health: in Quality Protects, the major initiative for improving the opportunities and prospects for children in care.
- Home Office: in the Youth Inclusion Programme for young people most at risk of becoming involved in crime, and in Positive Futures in the fight against drugs.
• Local authorities: are developing Local Cultural Strategies following DCMS guidance stressing that cultural services play a crucial role in tackling social exclusion. In February 2001, the first Beacon Councils which exemplify excellent practice in social and economic regeneration through culture, sport and tourism, were announced.

• European funded regional regeneration programmes are now better focused on the Department’s priorities, including social inclusion through culture and tourism.

• And there are seven commitments to culture and leisure in the Government’s National Neighbourhood Renewal Action Plan.

3. We have mapped out what more needs to be done.

• Actions in five new plans produced or scheduled for the future: ethnic minorities - disability - built heritage - museums, galleries, archives and libraries - the arts.

• Research into 14 current projects with a final report due at the end of 2001; further research to be commissioned on long-term impact of culture and leisure on social exclusion.
Introduction

1 ‘Bringing Britain Together’, a Cabinet Office Report on some of the most deprived areas of the country, drew attention to ‘what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime environments, bad health, poverty and family breakdown’. From this, five Government objectives for social inclusion were derived: improved educational achievement, increased employment prospects, improved health, reduced crime and improved physical environment. This is the definition of social inclusion which underlies DCMS policies.

2 The Policy Action Team process made clear that partnerships would be central to delivering a national strategy for deprived neighbourhoods. DCMS has initiated new partnerships eg. Cultural Consortiums; is establishing the place of culture and leisure in others, eg. in Local Strategic Partnerships; and is increasingly sought and accepted in inter-departmental programmes, eg. Quality Protects. DCMS progress in working with public sector, private sector and community organisations forms Part I of the Report.

3 Policy Action Team 10's report advocated the contribution of arts and sport and made recommendations for increasing their effectiveness in renewing deprived communities. Since PAT 10, the arts and sport have developed strategies for promoting inclusion in response to the PAT recommendations. The other DCMS areas of interest have also considered their response to social exclusion and have produced, or will shortly be producing, their own sectoral strategies. The DCMS strategic response to social exclusion forms Part II of this report.

4 Work on deprived neighbourhoods revealed that there were groups of people who were at risk of exclusion regardless of where they lived. In PAT 10, DCMS undertook to produce action plans for disabled people and people from ethnic minorities. The disability action plan and outline proposals for an action plan for ethnic minorities can be found in Part III of the Report.

5 We do need more rigorously produced evidence of the efficacy of the DCMS sectors in the short and longer terms, as well as a more systematic examination of the objectives which community projects set themselves and their success in meeting them. Questions of impact and evaluation, with examples of some 14 projects which have been chosen for detailed evaluation, are considered in Part IV.

6 The concluding Part V takes a look at some major areas for further action in taking forward this agenda, including relationships with business, knowledge of existing culture and leisure provision and the dissemination of information.
PART 1: SECTORAL STRATEGIES
Chapter 1: Sport

1.1 The powerful impact which sport can have on social exclusion factors is increasingly recognised by all involved in regeneration and inclusion. It is vital therefore that sporting interests develop a strategic approach to using sport to improve the quality of life for those who are excluded from the normal benefits of society, or who may become so. This new focus requires a change in ethos and organisation in the bodies which run sport and which distribute Exchequer and Lottery funding. The need for change is acknowledged in the sport strategy ‘A Sporting Future for All’, which promised to ‘develop creative and innovative ways of using sport to help re-engage people and equip them with the skills and confidence to re-join the mainstream of society’. A great deal of change, in structures, funding regimes and partnerships, has already been achieved to the benefit of those who live in areas of need. There is also a great deal more which can be accomplished, particularly in strategic coordination across all sports providers. This chapter describes some of the main achievements and concludes with steps the DCMS will be taking in future to build on its work in this area.

1.2 PAT 10 was specific in its recommendations to Sport England. It was keen to see changes in the governing bodies of sport towards a more inclusive ethos, recommending strongly that Sport England adapt its agreements with the sporting bodies which it funded to include social inclusion objectives. PAT 10 further recommended that ‘Sport England should develop stronger partnerships and, where appropriate, joint policies with other agencies involved in neighbourhood renewal’.

1.3 Building on the PAT 10 experience, including the PAT 10 recommendations for Sport England, and consultations with sporting bodies and other organisations during the development of its overall strategy for sport, DCMS made the following commitments to inclusion in its sport strategy

- To ensure that at national, regional and local levels all relevant agencies that contribute to delivering social inclusion and community development, are advised on, and come fully to recognise, the significant contribution that sport can make to the successful achievement of their objectives.

- To make social inclusion a key part of the work of all sports funding bodies, ensuring that they target their services and activities on areas of deprivation and disadvantaged groups.

- To take positive action to redress the imbalance that exists in leadership positions within sport and create leaders and role models who are representative of the people living in our communities.

- To listen to the views of local people and, through partnerships, deliver efficient, economic and effective policies in the sporting environment.
• With local authorities, to link the value of sport to the wider benefits of health, inclusion, regeneration, educational opportunity and crime prevention.

• Through Local Cultural Strategies (and the new Local Strategic Partnerships), to place sport, along with other cultural services, at the heart of local objectives.

• To work with the Department of Health, the Local Government Association and Sport England to make information about sports opportunities more easily available and to use this information in strategic planning and development.

• To enhance the role of sports development officers through a national education and training scheme - with the support of the Local Government Association, the National Association of Sports Development, Sport England, SPRITO (the National Training Organisation for sport, recreation and allied occupations), the Institute of Sport and Recreation Management and the Institute of Leisure and Amenity Managers.

1.4 Sports bodies themselves are beginning to resolve the tension between providing facilities at the grass roots which enable more people to enjoy sporting activity, and bringing on and supporting those exceptionally talented individuals who are showing world class potential. The Government is working on delegating funding decisions to sports governing bodies, allowing them to set the strategic priorities for their sports, in return for clear strategies for participation and excellence, although advocacy remains a major tool in changing the ethos among sports bodies. Details have yet to be finalised, but the governing bodies of sport will be expected, in terms of participation and inclusion to:

• Commit themselves to putting social inclusion objectives and fairness at the heart of everything they do.

• Develop sport in school and the community, especially in areas of deprivation.

• Improve the opportunities for ethnic minorities, people with disabilities and for girls and women to participate, lead, coach and officiate.

• Invest at least 5 per cent and preferably 10 per cent of TV income in grass roots facilities and activities.

• Give increased emphasis to proactive strategies to tackle any under-representation of particular groups within the sport.

• And robustly manage, plan and monitor these activities.

1.5 The new ethos is exemplified in the Active Sports Programme, which brings together Sport England Exchequer and Lottery funding in partnership with local sports funding streams and Local Authority funding.

1.6 Issues of social inclusion for ethnic minorities in sport will be covered in more detail in the DCMS Social Inclusion Action Plan for ethnic minorities on which consultation will take place during 2001. This includes the contribution of football and other sports to anti-racism messages, the successful ‘Kick Racism out of Football’ programme and Sport

1.7 PAT 10 specifically recommended that funds should be made available to accountable groups to spend on sport related activity. To maximise its impact in deprived areas, Sport England has set aside £150m per year (its Lottery Community Fund), for community sports funding which will go directly to communities rather than to sports organisations. At least half of this will be allocated to areas of greatest need. In order to work strategically in these areas Sport England has identified 12 Sport Action Zones. Each Action Zone has, or will shortly have, a zone manager who will work with all local interests over the next five to seven years to develop an agreed action plan for the area, on which future applications for Lottery and other strategic funding streams will be based. The first zones comprise selected areas within Birmingham, Bradford, North Southwark and North Lambeth (London); Liverpool; North Nottinghamshire/North Derbyshire coalfields; East Manchester; Leicester; Luton; South Yorkshire coalfield; Wear Valley (County Durham); and West Cumbria and Barrow.

1.8 Initially there are to be 12 Sport Action Zones, however, over the next three years Sport England will be naming more zones based on recognised indicators of social deprivation. The first 12 zones represent an even spread around the country and a variety of different local circumstances. The zones vary in size, from whole counties to just a couple of local wards. They include some areas of rural deprivation, areas where economic decline has had a damaging impact, and some of the most deprived inner-urban areas and estates.

1.9 Sportsmatch is the government’s grass-roots sports sponsorship incentive scheme. It is funded by the DCMS through grant aid from Sport England and administered in England by the Institute of Sports Sponsorship. The programme works by offering to match, pound for pound, the pot of money offered by a sponsor for a grass-roots sporting activity or event. The aim of Sportsmatch is to encourage business to invest in grass-roots sport, and to date the programme has matched the contributions to more than 3,000 schemes, resulting in the investment of around £50 million into grass-roots sport.

1.10 Clearly, sporting facilities and activity are more effective in combating social ills as part of a coordinated package of measures. Changes in the development, delivery, programming and design of community sports facilities will have as great an impact for the socially excluded as changes in the governing bodies of sport. To put this into action, DCMS and Sport England have begun a number of important initiatives with other departments, the wider public sector and other organisations, to maximise the impact which sport can have in addressing social exclusion. Sport England is building relationships with funded partners such as local authorities, Local Education Authorities, sports clubs and local sport action groups, and voluntary youth organisations, to try to ensure that the change in ethos and the PAT 10 principles are implemented within the wider community and school sports sectors.

1.11 In line with one of the recommendations in the DCMS Sport Strategy, Sport England will be working with the Local Government Association (LGA) to consider how best to address a gap in knowledge which emerged from all the PAT reports, ie the lack of information about services available at local level. To remedy this in the area of sport and leisure provision, Sport England and the LGA will investigate the value and feasibility of local authorities undertaking a comprehensive audit of facilities in their areas. Should this prove to be of value and feasible then the aim, eventually, would be
to compile and maintain a database of sports provision which will form the basis of strategic planning for sports development.

1.12 Some of this provision in deprived areas is in a poor state but is relied on, or sometimes shunned, by those who live there. The New Opportunities Fund has made £125m available for Green Spaces and Sustainable Communities, including playing fields, which are a vital part of neighbourhood renewal. Sport England is an umbrella award partner of this funding to deliver £31.5m for the protection, provision and improvement of playing fields, school playgrounds and community play. In addition, the Sport England Lottery Fund will continue to award funding to communities for changing areas and other community sports facilities.

1.13 The partnership between sports and health can be a fruitful one; not only in increasing levels of fitness but in education about how bodies work and the effects of diet, drugs and hygiene. The relationship between physical activity and health is a complex one. Primary Care Groups have regular contact with large numbers of people who could benefit greatly from increasing their levels of physical activity. In addition to those with existing coronary heart disease and stroke risk factors, this includes people with chronic conditions such as hypertension, hyperlipidaemia, diabetes, osteoporosis, rheumatoid arthritis, obese and overweight people, people in need of cardiac rehabilitation and those suffering from mild depression. Evidence suggests that regular physical activity can have important psychosocial benefits, in particular in reducing anxiety. Some primary care groups, which have high rates of mortality from coronary heart disease and high rates of morbidity resulting from mental-ill health, are building strong links between the groups, Health Action Zones and leisure services.

1.14 DCMS, Sport England and Local Government need to work with other organisations to support by means of robust research, the effectiveness of sport in promoting health, reducing offending, connecting to learning and regenerating communities socially and economically. DCMS is already evaluating some flagship sports projects and will take part in longer term research, as described in Chapter 12.

1.15 The funding programmes, initiatives and projects described above are evidence of a positive response to PAT 10 on the part of Sport England and the sporting bodies themselves who have not only produced equality and social inclusion statements, but funded programmes to match. Other Departments and organisations are responding by joining with sports partners to ensure the attractiveness and effectiveness of their programmes to combat social exclusion.

1.16 A great deal has happened since PAT 10 was published, but there is more to be achieved.

1.17 DCMS will establish new and build on existing joint working groups with Government departments, units and agencies working on social inclusion and renewal initiatives such as Youth Offending Teams, Connexions, Quality Protects, and New Deal. This will include closer working with the Home Office and the Department of Health to promote the value of sport as a force for positive change - and could include joint secondments of Ministerial advisers to address health inequalities and the use of sport in crime prevention and re-engaging young people.

1.18 Similar work needs to take place in the regions to ensure that the potential of sport to achieve inclusion and renewal is harnessed locally. DCMS will look at the role of its
own Government Office staff and of Sport England’s regional offices with a view to raising sport’s profile at regional level.

1.19 It is clear that there is a need for comprehensive evidence of the positive benefits sport can have on individuals and on communities, particularly in a social inclusion context, and we indicated earlier in this chapter that steps would be taken to gather data to support the claims that sport makes a significant contribution to social inclusion, health, crime reduction, neighbourhood renewal and the other cross-cutting agendas. In particular, this will enable meaningful targets and performance indicators on inclusion and equity to be established for sports organisations in receipt of Government or Lottery funding. Monitoring and evaluation of the impact of sport projects and initiatives on inclusion and equity will also be needed.

1.20 Equality agencies need to be more consistently engaged at local, regional and national levels of sports administration and the Government, with Sport England, will take steps to achieve this. Equality and inclusion initiatives will also in future be clearly identified at the core of all sports provision and sports development programmes, whilst recognising the importance of sports development objectives in themselves. Provision for the implementation, monitoring and reviewing of equality targets must be a prerequisite of sport policy and initiatives.

1.21 The Government recognises the role volunteers and voluntary sports clubs can play in contributing to local equity and inclusion policies. We have secured £7 million of funding for 2002/3 and 2003/4 to support the recruitment of a further 60,000 volunteers to work with sport and recreation clubs and organisations, and to provide mentoring and training for volunteers.

1.22 In recognition of the importance of sport in encouraging social inclusion, the DCMS has agreed with the Treasury a Public Service Agreement target for sport, to ‘raise significantly, year on year, the average time spent on sport and physical activity by those aged 5 to 16’. This PSA target puts sport at the heart of the Government’s agenda, making the enhancement of opportunities to participate in sport for young people a key element of the Government’s social inclusion policy.
2.1 DCMS will publish a sectoral social inclusion strategy for the arts later this year. Representatives of the arts at national, regional and community level have informed the Department throughout the PAT 10 process, the development of the subsequent Action Plan and in the development of sectoral strategies through representation on the DCMS Advisory Group.

2.2 The sectoral strategy for the arts will reinforce the contribution the arts can make to social exclusion, and the benefits which can accrue to artists, arts organisations, audiences, and wider society. Working in partnership is essential to the success of this work, and the strategy will identify the contributions of the Arts Council of England and the other lottery distributors, the Regional Arts Boards, the voluntary sector, local authorities and the business sector. Each of these is vital to the health of the arts in this country, and each is making an important investment of human and financial resources towards social inclusion.

2.3 Among Government departments, DCMS has forged a productive dialogue with the DfEE, DETR, Department of Health, Home Office and DTI. Each has recognised the potential contribution of the arts towards their high-level objectives, and the strategy will set out the ways in which this dialogue can be further advanced.

2.4 The relationship between the arts, creativity and education has a profound resonance for social inclusion, and the sectoral strategy for the arts will set out the rationale for initiatives such as Creative Partnerships, which will offer young people from deprived areas many new opportunities to experience and engage with the arts. The establishment of the National Foundation for Youth Music and Spaces for Sport and the Arts are two other initiatives that have brought a new focus and momentum to work in this area.

2.5 In the arts, as in DCMS’s other areas of responsibility, there is now a firm commitment to ensuring that people with disabilities are able to participate fully in the cultural life of the country. Similarly, for too long the cultural diversity of the country has not been properly reflected in the ability of people from all ethnic backgrounds to engage with the arts on an equal basis. The sectoral strategy will set out how, in tandem with the action plans described in Part III below, these barriers will be removed permanently.

2.6 The Arts Council social inclusion strategy will form a major contribution to the overall sectoral plan and is reproduced below:

‘ADDRESSING SOCIAL EXCLUSION: A FRAMEWORK FOR ACTION

2.7 Values
The Arts Council has made a firm commitment to diversity and inclusion, naming this as one of its five strategic priorities over the coming period. It recognises that there are
many communities which have not, in the past, had any direct access to its funding - either in terms of the grants it gives or the organisations which it funds.

2.8 It also recognises that there is a difference between widening access to the arts and addressing social exclusion (a term used to describe those communities and individuals who are multiply disadvantaged by poverty and other social and economic factors). Expanding access has always been an important part of the work of the funding system, and it is the Council’s view that every arts organisation, as well as the Arts Council itself, must work towards that objective. Advocating the role that the arts can play in addressing social exclusion is, however, a new departure for the Arts Council.

2.9 The PAT 10 report has helped to highlight the range of cultural activity taking place within communities and among groups who can be defined as excluded. That is: the arts have often played a vital role in community development - delivering tangible social and economic benefits such as jobs, improved skills, and learning opportunities.

2.10 The Arts Council is now committed to redressing the historic imbalance in its support for work of this kind. The value that the Arts Council will place on cultural activity, aimed at addressing exclusion and developing people and communities, is founded on a profound belief in the value of the arts to inspire, challenge, empower and engage people.

2.11 Long-term objectives
Social exclusion is not something which can be addressed overnight - nor is it a problem to be solved by the arts alone. The Arts Council will, therefore, develop an approach which aims to deliver long-term and sustainable benefits for excluded communities. The three elements to this approach are:

• Valuing and supporting organisations and individuals who work within a community setting, promoting inclusion and equality of opportunity.
• Building capacity by supporting or creating infrastructures which can develop and sustain cultural opportunities for excluded groups.
• Working in partnership advocating the value of the arts to other partners, and unlocking resources from non-arts sectors.

2.12 Action
The following initiatives, which have taken place from April 2000, are intended to lay the foundations for long-term change.

2.13 The outline which follows will be developed and refined, in consultation with the Regional Arts Boards and others, with a view to publishing an Action Plan.

Raising the profile

2.14 The Arts Council will take a strong national lead in promoting the value and visibility of the arts to other agencies, partners and departments of Government. Making an effective case for the arts is the best way to secure more resources and to place art at the heart of more communities.

2.15 Through a programme of research and data collection, publications and other profile-raising activities, it will seek to promote good practice and to demonstrate the impact that the arts can have in relation to community development, neighbourhood
renewal and regeneration.

**The role of RFOs**

2.16 The majority of the Council’s funds are distributed to a relatively small number of Regularly Funded Organisations. The Arts Council needs to focus on a long-term picture of renegotiating the contract between funder and funded.

2.17 There are two fundamental principles underpinning the more specific actions which will be required to address social exclusion. Firstly, the Arts Council will ensure that:

- Each RFO makes a firm commitment to extending the impact of its work in relation to the communities it serves.
- Each funded organisation has an equal opportunities policy in place.

2.18 Secondly, building on these principles, the Council will encourage a partnership approach to taking this work forward through community organisations working with RFOs.

2.19 Most RFOs do not work specifically to address social exclusion. However, the Council recognises that there is effective, targeted work already being delivered in this area by a range of organisations, including some RFOs. The development of sustainable partnerships between groups experienced in this field and other organisations could achieve significant mutual benefits in building the capacity of both and helping RFOs to work more effectively with their communities.

2.20 It is proposed that a model is developed where selected RFOs are asked to work with specific community partners already engaged in arts activity. These groups will provide the pathways into local communities. The Arts Council is exploring ways of supporting such an initiative and encouraging partnership working through:

- Specific programmes of work which are jointly proposed by all partners.
- Selected RFOs who will take programmes of work forward with named community partners.

**Social Impact Evaluation Programme**

2.21 The PAT10 report identified the lack of long-term arts evaluation studies as a key issue. The Arts Council recognises that there are many good examples of organisations and projects already working to combat social exclusion, but that currently, we lack the evidence to support this. Evaluation is taking place, but on an ad-hoc basis - there is a need for longitudinal studies and a coherent overview. Articulating the value of the arts and making the case for adequately resourcing them is a role that the Arts Council must develop further.

2.22 Evaluation is too often seen by organisations as an add-on - a bureaucratic exercise in form-filling to trigger funds - rather than something which has a use and value in itself. The DCMS is committed, as part of its Action Plan for tackling Social Exclusion, to a programme of research into the impact of culture and leisure on individuals and
The Arts Council will want to inform and to work closely with the DCMS in its development of this proposal.

2.23 The Arts Council wishes to develop a coherent programme of evaluation of work being undertaken in a community setting, testing various approaches to evaluating the impact of the arts throughout England. The programme will need to achieve a spread of different communities, as well as art forms, in order to be effective. The Council will be looking for a cohort of projects which will take place in very different types of community - urban, rural, suburban, coastal, coalfields and so on.

2.24 Evaluation will be built into the projects and will take place over a minimum three-year period. It will be undertaken by a range of different partners - some of these will be external agencies, specialising in this type of work; in other cases, the emphasis will be on equipping the communities themselves to own, develop and carry out their own evaluation of the project and its impact.

2.25 The Arts Council is giving consideration to the idea of a central impact evaluation fund, to be drawn down by RABs as specific projects come on-stream. Additional support from the Arts Council, in terms of advice, training and additional staff resources, will also form part of the package. The Council will make sure that existing models of good practice in this area are more widely disseminated. It will also draw together the findings to form a portfolio of national exemplar projects, that can be used by the funding system as a whole for advocacy and training purposes.

2.26 This work will be developed in consultation with RAB partners over the coming months.

Multi-agency working

2.27 The social exclusion agenda is broad, cutting across many areas. PAT 10 was just one of eighteen Policy Action Teams reporting to Government. It would make little sense, or impact, for the arts funding system to tackle this issue alone.

2.28 As PAT 10 emphasises, the arts are an important part of community development. However, they are not the only part. Forming genuine and equal partnerships with the communities themselves and with the other agencies involved in community regeneration, is the only way to make a real, long-term impact.

2.29 With an increasing number of funding opportunities now available regionally through European funding, area-based initiatives and other regeneration funds, the Arts Council and the RABs have a unique opportunity to engage with and influence the wider agenda.

2.30 The Arts Council will work to foster national partnerships and to advocate the added value of the arts. In recognition of the fact that much work is already being done by the RABs in this area, the Council is considering methods of additional support to further facilitate creative community partnerships at a local and regional level. Regional Arts Boards will be asked to identify, on a strategic basis, particular areas in which they wish to make new partnerships.

2.31 The Council recognises that conflicting programme priorities, outputs and timetables mean that multi-agency working can be difficult. Therefore, it will consider allocating
funds which can be used flexibly to resource projects and partnerships which advocate the value of the arts in community initiatives.

Targeting resources

2.32 A key issue for the arts (and one already identified by the Arts Council of Ireland in their work to combat poverty) is how to create some flexibility in the arts funding system. If we are serious about addressing social exclusion, then the focus must be on transferring resources to this area of work.

2.33 Setting up some form of ‘social exclusion fund’ is not the way forward. This would marginalise the issue of social exclusion, rather than placing it where it needs to be - right at the heart of all the Arts Council’s work. Therefore, the Council must embed work with excluded communities within all its policies and practices, including its existing funding programmes.

2.34 The Arts Council will make a clear corporate policy commitment to addressing social exclusion. Its funding agreements with the Regional Arts Boards will, in future, include a specific commitment to this area of work and to developing an appropriate set of performance indicators.

2.35 The Council will also look at targeting its own resources in the following areas:

2.36 New schemes: for example, the new Capital Programme could encourage smaller community arts organisations in deprived areas in a number of ways - by taking a flexible approach to partnership funding, by applying a weighting in its assessment process for deprived communities, or by expanding its definition of capital to include more ‘soft capital’ (access to work and performance spaces, networks etc).

2.37 Existing national and regional schemes: the approach outlined above could, and should, be extended to cover other national and regional funding schemes. The new national Touring Programme could prioritise previously under-served areas, particularly those in or near excluded communities. The Regional Arts Lottery Programme already prioritises socially excluded or deprived areas in most regions. The Arts Council will also work with Arts and Business to ensure that Pairing Scheme funds place an emphasis upon regeneration and work within the community.

2.38 New ways of resourcing the sector: the funding system needs to find more innovative methods of making funding available to community and other groups, which have often failed to access funds, despite the quality of their work. Research being undertaken within the Coalfields communities will facilitate this. ACE will also need to work alongside other agencies, such as the New Economics Foundation, to investigate and test more innovative means of community financing.

2.39 Training, support and professional development: the Arts Council is aware that making communities a priority on paper is not enough. In order to make this approach effective, more human resources in terms of staff time and advice must be made available to target communities. Training provision - both in terms of accredited training and a greater emphasis within vocational training - is essential to create opportunities for artists and communities to develop their work and skills. Other mechanisms for promoting available funding, and encouraging and soliciting applications from new and different groups, will
also be considered.’
Chapter 3: Libraries, Museums, Galleries and Archives. 

Outcomes of the Policy Review

3.1 In October 1999 the DCMS published Libraries for All, a draft social inclusion policy for public libraries in England. In May 2000 it published Centres for Social Change, a draft social inclusion policy for public museums, galleries and archives. Both of these documents are available on the DCMS website: www.culture.gov.uk/heritage/lib1.html and www.culture.gov.uk/heritage/social_change.html. Both documents invited comments on the policy objectives, the closing date for libraries being 31 January 2000, and for museums, galleries and archives 31 July 2000. In September 2000 the DCMS established a review group to consider revisions to the policies in the light of the consultation responses. This group included professional practitioners and academic representatives.

3.2 In February 2001, DCMS published Libraries, Museums, Galleries and Archives for All: Co-operating Across the Sectors to Tackle Social Exclusion, which sets out the response to the comments received, and the revisions made to policy in the light of the review. It also provides an Action Plan of future activity. It is a summary document and is not intended to replace the substance of the background to social exclusion, the role of the sectors in helping to tackle it, and the detailed explanation of the policy objectives and six-point plan methodology contained in Libraries for All and Centres for Social Change.

Revised Policy Objectives

3.3 The following summary sets out the revised policy objectives for libraries, museums, galleries and archives.

Overarching Objective

a. Social inclusion should be mainstreamed as a policy priority for all libraries, museums, galleries and archives.

Access

b. Libraries, museums, galleries and archives should aim to achieve the widest possible access to collections and knowledge, as the base on which to develop their social inclusion activities.

c. Libraries should be a major vehicle for providing affordable (or preferably free) access to ICT at local level. Museums, galleries and archives should make full use of ICT as a means of making their collections more accessible.

d. Catalogues and key documents should be available on-line via the Internet.
e. Libraries should be located where there is a need, but should build upon existing facilities and services wherever possible. Library Authorities should consider the possibilities of co-locating their facilities with other services provided by the Local Authority.

f. Library and information services should develop their role as community resource centres, providing access to communication as well as information.

g. Library opening hours should be more flexible and tailored to reflect the needs and interests of the community.

Outreach/ Audience Development

h. Outreach activities should be an integral part of the role of libraries, museums, galleries and archives.

i. Libraries, museums, galleries and archives should identify, consult and involve socially excluded people about meeting their needs and aspirations.

j. Libraries, museums, galleries and archives should be local learning places and champions of the independent learner.

k. Library Authorities should consider what specific services need to be tailored to meet the needs of minority groups and communities. Stock and collections should reflect the cultural and social diversity of the communities served.

l. Where appropriate, museums’, galleries’ and archives’ collections and exhibitions should reflect the cultural and social diversity of the organisations’ actual and potential audiences.

Agents of Social Change

m. Libraries, museums, galleries and archives should form partnerships with other organisations.

n. Museums, galleries and archives should develop projects which aim to improve the lives of socially excluded people.

o. Library Authorities should consider whether some services aimed at socially excluded people might be more effectively delivered on a regional basis.

p. Libraries, museums, galleries and archives should consider how they can further develop their role and act as agents of social change.

Action Plan

3.4 Libraries, Museums, Galleries and Archives for All also includes the following action plan,
aimed at encouraging activity and identifying those agencies who will help to implement the policy objectives.

**Cross-sectoral**

(i) **DCMS** is to include, in its ongoing discussions with the Department for Education and Employment (DfEE), the scope for promoting opportunities for co-operation on social inclusion objectives between libraries, museums and archives in universities and other education establishments, and similar organisations in the community.

**Resource (The Council for Museums, Archives and Libraries)**

(ii) Resource will promote activities across its sectors to combat social exclusion, in line with the social inclusion policies.

(iii) Resource Education and Access Strategy is to reflect social inclusion objectives.

(iv) Resource is to commission appropriate research and advise sectors on setting objectives and evaluating outcomes of activities designed to tackle social exclusion.

(v) New cross-sectoral standards currently being drawn up should, where appropriate, reflect social inclusion objectives.

(vi) As part of the forthcoming review of the Designated Museums Challenge Fund, Resource should consider the scope for amending the criteria to take account of particular social inclusion factors.

**Regions**

(vii) Regional Cultural Consortiums are to co-ordinate activity across the cultural sectors and encourage/ facilitate partnerships.

(viii) Regional bodies such as Area Museum Councils, Regional Archives Councils, the new Library Development Agencies and Regional Library Systems, are to promulgate advice and encourage activity to tackle social exclusion and establish partnerships.

**Training and Skills Development**

(ix) Information Services National Training Organisation (ISNTO) and Cultural Heritage National Training Organisation (CHNTO) to maintain and promote National Occupational Standards taking account of social inclusion issues and regulate their use. They also have responsibility for promoting social inclusion to employers in regard to present and potential staff and are developing materials to support employers in this. They will assess the quality of training and “kitemark” that which is of sufficient quality.
Sectoral

Libraries

(x) DCMS to revise Library Standards to include outcomes linked to social inclusion. New library standards now better reflect library outcomes and Best Value, rather than inputs. We will aim to find a way of reflecting social inclusion in the next version both as policy background - the six-point plan will be helpful here - and in actual standards.

(xi) DCMS will aim to amend the Annual Library Plans guidance when it is revised later this year for the 2001 Plans, to place greater emphasis on social inclusion. The idea would then be to use published plans to monitor activity and identify those authorities who are not adopting the strategic approach outlined in (x) above.

Archives

(xii) DCMS to press for the National Standard for Access to Archives (Public Services Quality Group) and the Government Policy on Archives Action Plan to reflect the role of archives in tackling social exclusion, and encourage a strategic approach based on the six-point plan. The Action Plan will also need to say something about evaluating success.

National Museums, British Library and HMC

(xiii) DCMS to ensure that funding agreements reflect the social inclusion policy guidance and contain appropriate objectives and targets.
Chapter 4: The Built and Historic Environment

4.1 The recent English Heritage report “Power of Place: The Future of the Historic Environment” noted the role that the built and historic environment can play in people’s lives and in contributing to the cultural and economic well-being of the nation. This is especially true in terms of its potential contribution to social inclusion.

4.2 DCMS will develop policy guidance in 2001 comprising a framework of social inclusion objectives which it will be looking to the sector to achieve. These objectives will be supported by examples of good practice. In addition to the Government’s existing social inclusion objectives of improved educational achievement, increased employment prospects, improved health and reduced crime, the policy will be particularly important in addressing the new social inclusion objective of improved physical environment.

4.3 In order to inform the development of the policy guidance, DCMS has established an informal discussion group of relevant practitioners from the public and private sectors. The group will identify the key objectives and components of the policy, and the means of achieving the objectives.
PART 2: PARTNERSHIPS
Chapter 5: Working with Local Government, Regions and Europe

5.1 PAT 10 envisaged that local, regional and European structures would have an essential role in furthering DCMS's social inclusion policies. DCMS has taken this forward in its work with Local Government, including the Local Government Association and the Chief Cultural and Leisure Officers Association, Government Offices in the regions, with the Regional Cultural Consortiums, Regional Development Agencies and in the use of European funding.

Local Government

5.2 In their report the PAT 10 team made six major recommendations for local authorities. They should aim to:

- Create targeted programmes underpinned by the principles of community development (for the principles see Chapter 7).

- Explicitly consider the role which culture, leisure and tourism can play in improving an area's performance in the key areas of health, crime, education and employment.

- Assess provision and expenditure on culture and leisure geographically (ward by ward), and according to the background of its users and potential users.

- Plan for culture and leisure based community work in the wider context.

- Youth services should promote and develop programmes aimed at enhancing the artistic and sporting talents of young people in disadvantaged areas.

- Seek the widest use of their assets, eg. using schools out of hours for arts and sport.

5.3 DCMS has published “Creating Opportunities” giving guidance to all local authorities in England, strongly encouraging them to develop Local Cultural Strategies which seek to draw together the synergy between the services and ensure that they can play a full role in contributing to the economic, social and environmental well-being of the community. This includes the encouragement of a thematic approach to strategy development in tackling social inclusion as well as contributing to regeneration, promoting safer communities, encouraging healthier lifestyles, providing opportunities for voluntary and community activity and stimulating lifelong learning.
5.4 The sectors’ role at local level has been enhanced by the announcement in February 2001 of the first Beacon Councils; Gateshead, Sunderland, Nottingham and Knowsley, which will promote excellence in social and economic regeneration through culture, sport and tourism. Councils achieving excellence through this route will share best practice through a co-ordinated national programme of events throughout the coming year, giving other authorities innovative ideas to consider.

5.5 Local Cultural Strategies will be informed by the nature, pattern and spread of cultural, sporting and tourism activity.

5.6 Significant progress will be made in auditing leisure assets when Sport England and local authorities begin a mapping exercise of local authority provision. This project, which is due to start this year, will support the targeting of provision and expenditure in areas which are shown be inadequately served.

5.7 Some, such as Essex County Council and Birmingham City Council are working towards identifying cultural indicators in order to produce maps of local cultural strengths and weaknesses, assisted by arts consultants, Comedia. Further discussion of social impact can be found at Chapter 12, ‘Monitoring and Evaluation’ and of the Creative Industries in Chapter 9, ‘Working with Industry and Commerce’.

5.8 Local Government is represented on the Regional Cultural Consortiums (see below), and some authorities are helping to map arts and other cultural provision as a basis for the development of Regional Cultural Strategies.

5.9 Local Strategic Partnerships and Local Neighbourhood Strategies present an important opportunity for culture, leisure and tourism to combine with other services to achieve maximum benefit for communities. If Partners do not work towards the community building and lifestyle changing benefits which culture and leisure have been shown to bring about, there is a risk of their programmes under-achieving.

5.10 DCMS, DfEE and the Arts Council are developing 16 Creative Partnerships, which enable school children living in deprived areas to have access to an enhanced programme of artistic and creative opportunities, through sustainable partnerships between cultural and creative organisations. The Arts Council will work with a number of partners, including local authorities, to deliver the programme. (See also Chapter 6)

Regional Progress

5.11 The main DCMS input in the regions comes through the DCMS staff in the Government Offices and via the Regional Cultural Consortiums. Through them, direct links are made to RDAs, local authorities and Europe.

Government Offices

5.12 The Department’s staff in each of the Government Offices have developed close working relationships with individual GO teams and colleagues. They provide regional input to a wide range of Government policies and initiatives: from regeneration programmes such as European Funding Programmes and New Deal for Communities; to regional
policy making such as Regional Economic Strategy, Regional Planning Guidance, and Regional Transport Strategy; through to wider education issues and initiatives as well as social exclusion policies.

5.13 In many instances, cultural and creative activities have helped to influence the final shape of regional initiatives and strategies. For example:

- The new Objective 2 Programmes recognise the contribution which cultural activities can make to social inclusion: in the North East Objective 2 Single Programming Document there is specific reference to:
  - Training programmes in fields such as music and media, hospitality or event co-ordination;
  - Creation of community businesses which have the arts/media as their focus – e.g. website design, community radio, craft businesses;
  - Cultural activities designed to engage residents in the first steps towards training and employment programmes.

- In the South West, the Government Office, via the DCMS representative, has organised an Objective 1 European Funding/Lottery distributors workshop, to discuss joint approaches to the development of culture and leisure projects.

- In the East Midlands, East Midlands Arts have been closely involved in the development by the RDA of a Market Towns Matrix. This proffers a model for a thriving and vigorous market town.

- Also in the East Midlands, Chesterfield Borough Council collects a "percent for art development" levy, through major development planning consents, to fund public art. The Council sees this as a way of breaking down the elitist concept of art.

Regional Cultural Consortiums

5.14 DCMS has established a Regional Cultural Consortium (RCC) in each of the English regions outside London to provide a strong regional focus to bring together the cultural and creative interests. In London, the Mayor has responsibility for appointing an analogous body, the Cultural Strategy Group for London. RCCs provide a single focal point and voice for cultural and creative industries in the region as well as helping to deliver the Department's aims of access, excellence, educational opportunity, social inclusion and promoting the creative industries. RCCs are responsible for developing and implementing a regional cultural strategy. They afford a new opportunity to examine the issues of inclusion and exclusion in the context of strategies for culture, leisure and tourism for the region as a whole. This will help those with responsibility for delivering the wider Government agenda eg. RDAs, by providing a clear picture of priorities for cultural development in their region.

5.15 The Regional Cultural Consortiums have made excellent progress in the preparation and development of Regional Cultural Strategies, which will be published this year. All will include social inclusion aims, objectives and proposals.

5.16 All of the RCCs have also formed close working relationships with their Regional
Development Agencies. In the South West, the Regional Cultural Consortium, working with the Government Office, has built an effective and constructive agenda with the South West Regional Development Agency, building on the economic agenda. Specific examples include:

- A joint workshop with the RDA regeneration team and Lottery distributors to share project development programmes and look at ways in which regeneration and lottery budgets can be mutually beneficial.

- A skills development proposal for the film and media industries.

- Joint research on mapping the creative industries.

5.17 Similarly, the RCCs have also developed effective working relationships with the Regional Chambers and local authorities. In the East Midlands, local authorities met in October at a conference organised by the regional LGA to compare good practice in their Local Cultural Strategies. The discussions demonstrated that there was a clear understanding of the linkages between cultural provision, planned through their Local Cultural Strategies, and wider social inclusion objectives.

5.18 European funding can be beneficial in supporting culture and leisure. The potential of these benefits has been increased by the input that DCMS staff, now based in the Government Offices for the Regions (GOs), have had in the production of each region’s Single Programme Document for the 2000-2006 European Structural Funds Programme. Most DCMS GO representatives have been invited onto the regions’ Programme Monitoring Committees, Programme Advisory Committees and Regional Committees. Where there is no direct DCMS representation, its sectors will be represented by, for example, a member of the region’s Tourist Board or Arts Board.

5.19 DCMS is now in a stronger and more influential position to further the contribution of culture and leisure to social inclusion and neighbourhood renewal at both local and regional levels. Work which is based in culture and leisure can play its part in raising funding for deprived areas.

5.20 The need for a central point of Government information for community groups about funding, from European and other sources, has been recognised across Government. Consideration is currently being given to where and how this should be held and maintained.
6.1 PAT 10 identified ‘poor links between arts, sport and culture and major players, including schools’ as a significant barrier to increasing the culture and leisure elements of initiatives designed to bring about neighbourhood renewal. In order to overcome this weakness, DCMS has responded to the PAT recommendation to ‘deepen its involvement with other Departments who are developing social inclusion policies, to ensure that the potential of culture and leisure in promoting social inclusion is considered’, by putting resources into working more closely with other Departments and agencies where a culture and leisure element can add value.

6.2 Since PAT 10, DCMS sectors have been adding value to cross-cutting initiatives and Departmental programmes. DCMS has created the Regional Cultural Consortiums, established a network of staff in the Government Offices for the Regions and has developed its relationship with local authorities. The role of culture and leisure in rebuilding communities by increasing participation, reaching the disaffected, promoting health and reconnecting to learning and training is becoming recognised. Although too often they are still seen as add-ons, rather than fundamental to the big issues of benefits, health, employment and education in achieving regenerated communities, their beneficial contribution is now increasingly sought.

6.3 Largely through a new structure which placed DCMS staff in the Government Offices in the Regions and created a new Local Regional and International Division at headquarters, DCMS has, in the last year, developed its involvement with major area-based schemes and action zones. Culture and leisure now play their part in community regeneration, furthered by the New Deal for Communities, SRB6, Health Action Zones and Education Action Zones. Changes to the Guidance to New Deal applicants will require them to have considered the part which culture and leisure can play in regeneration and social inclusion programmes.

6.4 Recommendations concerning the potential impact of culture and leisure on deprived communities have been included as key ideas in the National Strategy for Neighbourhood Renewal, in the cross-cutting review of Government area-based initiatives and in programmes led by other Departments which target support towards specific groups. The National Strategy acknowledges the place of culture and leisure in regeneration.

6.5 These partnerships with other departments are leading to major improvements in the assets of communities in deprived areas as cultural and leisure facilities are developed. DCMS and DfEE will provide a meaningful change in the sporting and cultural life of schools in areas of greatest need - in urban and rural locations.‘Space for Sport and the Arts,’ for example, is a joint scheme between DfEE, DCMS, and three lottery distributors and will provide £130 million capital funding to primary schools. This will enable the creation of around 300 new sports and arts facilities for use by school children and the wider community. In addition £750 million from the New
Opportunities Fund will improve school sports facilities in poor areas. These will be opened to the whole community outside schools hours where possible, tackling the blight of inadequate opportunities for sports and recreation.

6.6 The Arts Council is developing Creative Partnerships in 16 deprived areas. The £40 million funding will increase the level of creative provision in schools by enabling every school child living in a partnership area to take part in a sustained programme of artistic and creative opportunity through working with artists, cultural organisations and creative industries.

6.7 Arts and sport are integral to the DfEE-led Sure Start programme for 0-3 year olds which supports very young children in deprived neighbourhoods.

6.8 DCMS is working with the Department of Education and Employment to ensure that the Connexions Service for 13-19 year olds, which provides all young people with information about training and employment opportunities, is well placed to extend advice about opportunities in the arts, sport and the employment growth area of the creative industries.

6.9 The associated Connexions Card, currently in planning, which proposes to offer 16-19 olds discounts and rewards while in education or training, would also enable them to develop their potential through sporting and cultural activities.

6.10 Sport England is a partner in the Positive Futures initiative with the Youth Justice Board and the UK Anti-Drugs Co-Ordination Unit, each organisation contributing £500,000. This builds on work being carried out by Sport England as part of its Active Communities initiative and aims to prevent anti-social behaviour and drug misuse among 10-16 year olds in disadvantaged areas. Twenty-five projects have been identified. The aim is for the three organisations to work strategically in this area of shared interest, supporting the work of local partners and advocating new areas of work as good practice with national and local agencies.

6.11 The well-being of children in care is being boosted through the enjoyment of more sporting and cultural activities. DCMS is putting staff resources into the Department of Health-led Quality Protects programme, which aims to improve the life chances of children in local authority care and encourages them to take part in the decisions which affect their lives. The Arts Minister, Alan Howarth, welcomed children and carers to the launch of the ‘Make it Happen’ programme at the IMAX cinema in June 2000. The objective of these events, jointly staged by DCMS and DoH, was to allow children to express what they felt about being in care and what they wanted from their leisure time. Better access to sport and leisure is one of the key points arising from the events. DCMS is working with DoH and local authorities to provide joined up services for these children.

6.12 In the summer of 2001, as part of this programme, a number of galleries will provide opportunities for children in care to work with artists in residence for a period of about six weeks, culminating in an exhibition of their work.

6.13 DCMS sits on the management board for the Youth Inclusion Programme which is sponsored by the Youth Justice Board. The programme works in the most difficult housing estates and seeks to help the fifty 13-15 year olds judged to be at greatest risk
of delinquency. It is based on the highly successful ‘Youth Works’ project developed by Crime Concern, the Groundwork Foundation and Marks and Spencer. There are now 45 Youth Inclusion Programmes operating in different parts of England and Wales with further programmes planned. Sport is a major part of the programmes. DfEE and the Youth Justice Board are keen to see more arts and sports projects in the various neighbourhood programmes and to work with DCMS sponsored bodies.

6.14 The Spending Review 2000 initiated the new Children’s Fund, which will be primarily focused on delivering better integrated services for children, by meeting needs identified at community level. Preventive solutions for 5-13 year olds who are showing early warning signs of exclusion will become available through the Fund. DCMS has been working with other Steering Group members to ensure that the Fund releases the potential that sport and culture have to improve the life chances of children at risk, through building self-esteem, respect for others, promoting self-discipline and fostering social skills.

6.15 The Children and Young People’s Unit is an inter-departmental unit, located within DfEE but reporting to Children’s Minister, Paul Boateng. As well as administering the Children’s Fund, the Unit is examining ways of joining up children’s services across Government. DCMS works closely with colleagues in CYPU and those from other Government departments involved in the steering group, to ensure this happens.

6.16 The value of participation in culture and leisure activities in reducing the rate of re-offending is one aspect of a project launched by the Social Exclusion Unit in October 2000. DCMS has provided the SEU with source material from a number of projects in which culture or sport are the major elements in programmes aimed at assisting offenders rebuild normal lives.
Chapter 7: Working with Communities

7.1 PAT 10 identified the tendency for projects to be tailored to programme and policy criteria, rather than community needs, as a major barrier to arts, sport, culture and recreation contributing to neighbourhood renewal and the well-being of deprived communities. A fundamental recommendation of the Policy Action Team was that ‘DCMS and its sectors should encourage and work with organisations which directly expressed the needs and aspirations of deprived areas and potentially excluded groups’. In order to do so the Department and its bodies were encouraged to visit more communities to find out from them at first hand what is being done, what their views are and the issues to be resolved. DCMS itself was said to be too ‘London centred’.

7.2 Since then DCMS has established a network of staff in the Government Offices for the Regions and has developed its relationship with local authorities and the Regional Development Agencies (See Chapter 5). Sport England and the Arts Council have regional structures. Questions of inflexibility of Lottery funding regimes for community renewal have been addressed and progress is reported in Chapter 8.

7.3 In order to remain in touch with communities whose well-being it aimed to promote, DCMS was informed by an Advisory Group, as it developed its strategies in response to PAT 10's findings, some of whose members had immediate experience of working in communities.

7.4 DCMS has been a proponent of the principles of working with communities which are stated in PAT 10 (PAT 10 Chapter 3) and restated here:

- Valuing diversity: there are many different ways of undertaking effective participatory cultural and sporting projects, shaped by different communities, needs, interests and creative visions. We need to understand diversity at the same time as seeking common standards and principles.

- Embedding local control: the cultural and sporting arenas can be a relatively safe place in which individuals and communities can develop management and decision-making processes which help make successful communities. Local capacity building should be directly supported.

- Supporting local commitment: the most effective initiatives are those where local enthusiasm and voluntary commitment can be matched appropriately by the support of local authorities and partners in the voluntary, educational, cultural or business sectors.

- Promoting equitable partnerships: a genuine partnership is one where each partner has an equal stake in the decision-making and outcome of a project, regardless of the financial or legal position of each. Practical or legal limits must be acknowledged and accounted for.

- Defining common objectives in relation to actual needs: objectives should be articulated...
and understood by those involved. There is less danger of misunderstanding, manipulation or dispute in a project which has clearly expressed and written down its objectives.

- Working flexibly with change: people's interests, needs and aspirations, like the patterns of their lives and social networks, change. This needs to be built into the arrangements for monitoring and evaluating outcomes.

- Securing sustainability: projects and initiatives must be nurtured within a context of sustainable development and should be able to demonstrate that they are self-sustaining and viable in the medium term.

- Pursuing quality across the spectrum: community development work is part of the task of sustaining high quality in the arts and sport; the wider the pool of talent trawled, the higher standards will be.

- Connecting with the mainstream: sustained success in the culture and sporting realms will be experienced only where initiatives are firmly connected with other programmes addressing the causes and symptoms of social exclusion. Equally, given the priority people place on them, policy which fails to make effective use of cultural and sporting issues will inevitably underachieve.

7.5 The implications of these principles for the public and sponsored bodies are discussed in the sectoral strategies, and in Chapters 8, 'Working with the Lottery' and 12, 'Monitoring and Evaluation'.

7.6 Ministers have met people from potentially excluded groups, including people with disabilities, formerly homeless young people and projects in deprived areas with a high percentage of residents from ethnic minorities. Staff from DCMS have responded to the call ‘to get out more’ and have been able to see at first hand some of the problems communities face, listen to their aspirations and form views about the difference which arts, sport and the built environment can make. A number of common issues emerged during these visits which are dealt with in more detail elsewhere in this report. In summary these were:

- Difficulties in accessing lottery funding, particularly for small groups (see Chapter 8).

- Interest in sharing in the findings of the Department’s project evaluation programme and awareness of the dangers of duplication of effort (see Chapter 12).

- The value of arts and leisure activities in building confidence and skills and the importance of recognition of these new skills in awards and certificates.

- The need for some flexibility when projects are evaluated - when working with people outcomes may not always be those anticipated but may be no less valuable.

- Concern that arts and sports will be confined to too narrow a role at regional level as remedies for social ills while their importance in economic regeneration is being, or will be, overlooked.

7.7 In July 2000 the Secretary of State met some of the country's most disadvantaged young people, many of them homeless, who are helped into accommodation, training and
employment through the arts, by the Foyer Federation. Young people and experienced community workers pooled views on good practice in identifying young people at risk of exclusion, engaging them in activity and helping them to move on in life. They gave this advice on good practice:

7.8 Groups who are particularly hard to reach:

• Young people in rural communities

• Minority ethnic groups - where projects need to work with respected figures in the community over a period of years to gain their trust so that they will authorise young people to attend.

• Young people from refugee communities.

7.9 Good strategies for making contact with and recruiting young people:

• Make sure community arts projects really are embedded in the community. Spend time in the community you are targeting and be patient.

• Start early - maximise the preventive effect by working with early years - eg through Sure Start. Work with young children and their families; use 12-13 year olds to work with younger children.

• Use ‘cool’ venues eg. boxing clubs, cafes or high profile arts venues.

• Be imaginative in marketing - advertise through local radio and music festivals, for example.

• Use young people to recruit others - to overcome distrust of authority - and create positive peer pressure informally or through mentoring.

• Dance and drama, video, live performances, music, recording studios are all potentially attractive (but make sure young women are included).

7.10 To engage young people:

• Use incentives and rewards - the first certificate is key - accredit young people’s work and learning.

• Give young people ownership of the project and its work - listen to what they have to say and take it seriously.

• Provide flexibility and opportunities to progress.

• Give particular support to young people with care responsibilities.

7.11 To help young people move on:

• Write the employment of young people by the project into the funding application.

• Don’t try to hang onto young people - what matters is they go on participating in something.

• Have positive strategies for those who complete the course, for example starting their own arts projects or continuing to be involved as volunteers.
DCMS sectors are following through with similar events to gain the views of communities and those who work closely with them. ‘Community Provision’ is a strand of the implementation plan arising from the sports strategy. In its ‘Mapping the Field’ events, The Arts Council has brought together a variety of practitioners and policy makers.

DCMS itself is in correspondence with up to 200 culture and leisure projects across the country and will feature them on its website as a resource for community practitioners and others, who aim to use culture and leisure to promote social inclusion and community regeneration.
Chapter 8: Working with The Lottery

8.1 PAT 10's report made a number of recommendations on how the Lottery could contribute to breaking down barriers in society and meeting the needs of those at risk of exclusion. The 15 Lottery distributors administer the good cause funds and make grant decisions independently. Projects must primarily be for the public good, rather than private gain and must be additional to, and not a substitute for, Government spending. The National Lottery Charities Board, UK Sport, the National Heritage Memorial Fund, the Film Council, the New Opportunities Fund and the Millennium Commission, administer their shares of the fund UK-wide. The arts and sport shares are administered by arts and sports councils in each of the four countries.

8.2 Lottery distributors produced strategies to address the issue of social inclusion. There has been some progress in this area since changes introduced by the National Lottery Act 1998 and the subsequent Policy Directions. However, there is still more to be achieved and the DCMS and Lottery distributors are working together to concentrate policy and funding on long-term integrated and sustainable solutions.

8.3 This Chapter audits the Lottery’s progress in response to the recommendations contained in the PAT reports.

8.4 Use of flexibilities under the 1998 National Lottery Act/ Policy Directions

It was recommended that distributors review the use they have made and the effectiveness of the new flexibilities contained in the 1998 National Lottery Act, as reflected in their strategic plans, and consider whether they might be used to greater advantage.

8.5 The DCMS has policy responsibility within Government for the way in which, and by whom, National Lottery proceeds are distributed. One of its main functions is to monitor the implementation of Policy and Financial Directions which are issued by the Secretary of State to each of the distributing bodies. Policy Directions are limited to indications of Ministers’ policy priorities which a distributing body must take into account, but give latitude to distributing bodies as to the exact means by which they do so. However, distributing bodies must comply with Financial Directions which set the framework for the proper financial management and public accountability of Lottery funding.

8.6 The National Lottery Act 1998

The National Lottery Act 1998 introduced reforms of Lottery distribution which were designed to allow distributors to address local, regional and national needs.
The Act enables distributors for the first time to solicit applications; it gives distributors powers to delegate decisions to a much more local level; to enter into joint schemes to make it easier to deliver efficient, user-friendly services to community groups; and it requires distributors to produce strategic plans, after wide consultation, reflecting their assessment of need and priorities and showing how they will ensure that all parts of the country benefit from Lottery funding. As distributors have adjusted to the provisions of the 1998 Act they have given more weight to community development as well as direct cultural or leisure benefits in applications from communities for Lottery funds.

8.7 Policy Directions

The revised Policy Directions issued to each distributor in June and August 1998 contain six common themes which must be taken into account in developing their funding strategies: the need to move away from a past bias towards capital funding, to a greater emphasis on people, activities and access; the importance of a strategic approach and, within that, of ensuring that all parts of the UK have access to Lottery funding to encourage regeneration and reduce deprivation; sustainable development as an integral part of distributor’s work; the role of Lottery distribution in opening up opportunities for children and young people; making partnership requirements more flexible by linking them to applicants’ realistic ability to raise funding and other support; giving greater prominence to the use of volunteer time and in-kind contributions; and the need for collaboration and joint working, with other distributors and other bodies.

8.8 What Distributors are doing

Distributors are beginning to devolve decision-making, for example the Arts Council of England have devolved decisions on applications under £100,000 to the Regional Arts Boards. The National Lottery Charities Board (NLCB) has set up devolved country and regional offices to help distribute funds in those areas with highest levels of deprivation. This means that decision-making is being brought closer to grass roots and is more responsive to local need. Distributors now have more flexibility in their operations, and have been able to move away from a bias towards capital funding and give greater emphasis to people, activities and access. In 1995/96, 97 per cent of the total amount of distributed money was spent on capital projects. By the end of March 2000, the proportion of funds spent on capital projects had dropped to 42 per cent. The 1998 Act’s flexibilities, and the revised Policy Directions, are enabling distributors to achieve a more equitable spread of awards.

8.9 DCMS will continue to encourage distributors to make use of their new flexibilities where they can help to ensure Lottery funds are used to maximum benefit.
DCMS were encouraged to examine different distributors' approaches to partnership funding to identify and share best practice in providing flexibility for applicants. Partnership support is an important demonstration of genuine support from the community or those that will benefit from a project. Distributors were encouraged in the 1998 Policy Directions to adopt a more flexible and realistic approach to partnership support for Lottery-funded projects. Distributors are able to decide the percentage award they make according to various factors including, for example, the financial need of the applicant organisation and whether the project will be based in an area of local deprivation. Partnership funding can now be provided in the form of voluntary time and other contributions as well as in cash.

All Lottery distributors, except the NLCB, are required by policy directions from the Secretary of State to request an element of partnership funding from their successful applicants. The amount of partnership funding requested varies according to distributor. At present, some Lottery distributors make their initial grant offers without secure partnership funding being in place, but request details of the other organisations and amounts which applicants have applied for in order to calculate the percentage which they wish to offer towards the project.

Sport England is developing the Active Communities Development Fund where between 50 per cent and 100 per cent of total costs would be available to applicants subject to need. This ‘outcome led’ fund is adopting PAT 10 principles which serve to achieve increased sports participation in the Sport England priority groups—specifically women, girls, people with disabilities, Black, Asian and other minorities, socio-economic group D/E and people living in isolated rural communities.

Distributors are taking more action to achieve greater integration between different funding streams. In some of the regions, workshops and meetings have been held to develop an improved understanding of funding strategies. In response to the coalfields report, distributors agreed to review partnership funding requirements in the coalfields and other areas of social deprivation. The current partnership requirements for the distributors can be found at Annex A.

Lottery Strategies

DCMS and Lottery distributors have been recommended to work together to consider how best to coordinate strategies which combat social exclusion in deprived areas. Distributors have been asked to undertake research into the reasons for poor take-up, and review their individual social inclusion objectives as reflected in their strategic plans. It was also suggested that DCMS and the Lottery distributors work together on a common evaluation framework to measure the effectiveness of their social inclusion strategies.

The 1998 Lottery Act requires each Lottery distributor to consult upon and produce a Strategic Plan which is reviewed each year in annual reports. The Act stipulates that each Strategic Plan should include: a statement of the policy and financial directions given to the distributor by the Secretary of State and how it is complying with them; a statement of the likely amount of funds available to the distributor; a statement of the
distributor’s assessment of the needs that it has the power to deal with, and a statement of the distributor’s priorities in meeting those needs. The first plans were published in 1999.

8.16 The Department and the distributors commissioned Sheffield Hallam University to investigate the impact of the National Lottery on coalfield areas and other areas of low take-up. The 24 recommendations contained in Phase II, published in June 2000, are being taken forward by the Coalfields Action Group. Established by the Secretary of State, this provides a vehicle to co-ordinate strategies and consists of DCMS officials, Lottery distributors, devolved administrations, a development trust, the Coalfields Communities Campaign and the Coalfields Regeneration Trust. The recommendations under consideration include: how to actively encourage applications from low take-up areas; ways of reducing partnership funding requirements in areas of low take-up; how to make decision-making more transparent so that it is easier to learn from unsuccessful applications; and the possibility of a scheme where successful bidders teach other would-be applicants how to apply. The Secretary of State announced in June 2000 that since Government Lottery reforms came into force in August 1998, the total number of grants awarded to 78 coalfield areas in England, Scotland and Wales was 7,682, almost 1,000 more than the 6,740 awards made during the entire previous three years.

8.17 Distributors are now starting work on Strategic Plans for the period 2002 - 05, and these will show how they have assessed the needs of their sectors and how they intend to address them. Distributors will be examining ways to ensure that all socially excluded groups benefit from Lottery funding, and the DCMS will provide guidance on compiling Strategic Plans. DCMS has agreed common performance indicators with the Lottery distributors for future use in evaluation forms. DCMS was asked to propose indicators based on the core areas. These include: numbers of visitors/users/beneficiaries (broken down by age, ethnicity and disability), number of jobs created and volunteer involvement.

8.18 DCMS have also commissioned independent consultants to formulate questions suitable for eliciting qualitative information on the impact of all types of Lottery-funded project on people’s quality of life. The results of this research, together with quantitative data from the distributors’ evaluation forms, will be included in a report on the impact of Lottery funding to be published by the Department.

8.19 **Simplifying the Application Process**

It was suggested that the Quality, Efficiency and Standards Team (QUEST) audit the Lottery application procedures to simplify the process, use plain English and make the information requested standardised and less onerous.

8.20 The independent Quality, Efficiency and Standards Team (QUEST) published Phase I of its Review of Lottery Application Processes in August 2000. The report looked at applications for grants of up to £100,000 and included recommendations for improving application and assessment procedures, in order to ease the administrative burden for small organisations and community groups applying for grants. Lottery distributors have welcomed the report and are working together to take forward the recommendations. These include: the setting up of a joint national helpline to provide initial advice and guidance for potential applicants; reducing information requirements
on applications for smaller grants; and ensuring that all guidance notes are of a high standard.

8.21 Distributors were already working on ways to improve their application processes prior to QUEST’s report. They had responded positively to the Secretary of State’s call for application forms to be written in plain English, with many planning to use the Plain English Campaign or a similar organisation when producing new guidance and application packs. Both the Heritage Lottery Fund and the Arts Council of England have been awarded the Plain English Campaign’s Crystal Mark for application packs they produced in the year 2000. The Awards for All scheme, which uses a simpler application form and provides Lottery grants of between £500 and £5,000 to small community based groups, is to continue in England until at least March 2002. Since it was introduced, grants worth over £52 million have been awarded across England.

8.22 Community Halls

The Action Plan suggests the DCMS and Lottery distributors consider together how best to fund a community run multi-purpose community venue in areas with poor access to facilities which can be used flexibly to meet community needs, rather than a more narrowly conceived facility to provide arts or sports facilities alone.

8.23 The NLCB have agreed to lead on and co-ordinate efforts to simplify procedures for community halls applications and provide a “single front door” for applicants. They are currently looking at the feasibility of running a pilot scheme and intend to make an announcement on progress in early 2001.

8.24 There are other initiatives which should make it easier to get funding for community halls. DCMS have recently proposed a £750 million ‘PE and Sport in Schools’ initiative to be funded by the New Opportunities Fund. This initiative is subject to public consultation but it is intended to focus primarily on refurbishing existing, and building new, indoor and outdoor, sports facilities at primary and secondary schools. These facilities would be for community use as well as school use and additional to current provision. It is intended that a proportion of this funding will contribute to the £130 million ‘Space for Sport and Arts’ scheme, an initiative for primary schools in deprived areas to modernise facilities and provide new multi-purpose sports and arts facilities for school and community use.

8.25 Capacity Building

PAT 10 suggests that distributors can support community development through active encouragement of Lottery applications from socially excluded communities.

8.26 Sheffield Hallam University’s second phase of research into the impact of the Lottery on Coalfields and other areas of low take-up concluded that Lottery funding distribution is dependent on the receipt of good quality applications from potential applicants. In many areas of social exclusion, application requirements have proven a barrier to local groups and some groups will require more help in working out how the Lottery can meet their needs and putting together an application which holds together. The report found that at the time, there was a variety in the quality and availability of
support services throughout the process.

8.27 This situation has been recognised and distributors have introduced a series of capacity building exercises and partnership initiatives. The Sport England Lottery strategy commits £750 million over 10 years to fund the development of sport in priority areas. For example, Sport England has identified 12 Sport Action Zones which were officially launched by the Secretary of State in January 2000. These Zones provide a direct response to the need to address sporting deprivation in some of the most socially and economically deprived areas of the country. Sport Action Zones are concerned more with people than buildings and Sport England’s support will be focused around sports and community development officers, coaches and sports leaders and other outreach workers. The Zones will be testing new ways of working and new partnerships that will benefit all of English sport in the future. A further 18 SAZs will be identified (their Lottery Strategy held a commitment to designate approximately 30 SAZs during its lifetime) in 2001/2.

8.28 In order to promote social inclusion and tackle disadvantage, all applicants for the New Opportunities Fund (NOF) are required to explain how their project will target socially excluded communities and groups. For the competitive grant programmes, areas have been identified where levels of deprivation are significant and where funding should be targeted. For example, in the after school hours learning programme, half of the funding is targeted at schools in the most disadvantaged areas (based on the levels of free school meals). The ‘Living with Cancer’ programme in England is focused on the particular needs of ethnic minority communities. NOF can fund capacity building in some of its programmes for specific projects, provided it is regarded as an essential part of the application.

8.29 The NLCB Community Involvement programme focuses on developing voluntary and community organisations in areas where they are rare or non-existent. It provides advice, training, information, networking, fundraising, advocacy services, the support and development of new community groups and the development of outreach programmes. A key provision of the NLCB’s 1999-2002 strategic plan was that applications for funding should include provision for promoting better training.

8.30 The NLCB is committed to geographical equity in funding. It is also committed to targeting funds at areas of high deprivation, which also have a low rate of applications and take-up of awards. The Priority Areas Initiative is designed to do this and Barnsley was the first priority area identified. In the “Brass for Barnsley” project, some £3 million was targeted at the area over three years and regionally-based NLCB officers worked in partnership with local development agencies. Sheffield Hallam University evaluated the project and praised its success. The lessons from this evaluation are being applied to other priority areas in England.

8.31 The Heritage Lottery Fund has received an application from the Coalfields Regeneration Trust and the Coalfields Communities Campaign to set up a heritage audit in the coalfields. This will look at the social, economic and industrial aspects of the coal mining industry and encompass heritage of local, regional and national importance. The long-term vision is that the audit will provide a foundation for concerted action in encouraging more projects. The aim is that it will also identify priorities for action.

8.32 The Arts Council of England is working on a joined-up approach to the issue of social
inclusion and is seeking a national strategy for action. It has produced separate action plans in relation to cultural diversity and disability, which will form a complementary approach to the strategic priority of “Diversity and Inclusion”. It is working on an initiative called “Diversity 2002” which aims both to celebrate diversity and to create ongoing support for Black and Asian artists, managers and audiences.

8.33 Marketing Lottery Funding

It was recommended that the DCMS and Lottery distributors examine the joint promotion of the Lottery to groups in areas with a poor take-up of funds and to explore the scope for improved website access to Lottery information.

8.34 Awareness of the Lottery in disadvantaged areas is already increasing through the kind of targeted programme described elsewhere in this chapter. In addition, the DCMS Strategy and Communications Directorate has been working closely with distributors to develop strategies for raising public awareness of the Lottery with a particular emphasis on how marketing and promotional strategies can support distributors and target socially excluded groups. An important aspect will be increasing understanding of how the Lottery has changed. Increasingly distributors are working together at regional level to promote the Lottery, allowing them to get the message across more directly to potential beneficiaries.

8.35 In 2000 DCMS overhauled and relaunched its website. The new-look website has brief details about each Lottery distributor and the type of projects they fund, with direct links to the distributors’ websites. Distributors are in the process of developing a joint Internet portal which will direct browsers to those pages on each of the distributor’s websites which outline how to apply for a grant. Distributors plan to launch the portal in Spring 2001.

8.36 The joint distributor helpline, recommended in QUEST’s report (see earlier paragraph on simplifying the application process), is also intended for launch in Spring 2001. This national telephone helpline will provide initial advice to potential applicants. It will have direct links to all existing distributor information lines and the caller will not, therefore, need to dial another number to obtain more detailed information. The helpline will run initially on a one year pilot basis. Distributors are aware of the need to market the helpline effectively and plan to target those audiences and areas where the take-up of Lottery funding has been poor.

8.37 Regional and Local Dimension

It was suggested that the DCMS and Lottery distributors work together on a regional basis to target areas of deprivation and, through its Government Office representatives, the DCMS should explore the scope for a single source of advice regionally about all available funds. It was thought useful that Lottery distributors approach Regional Development Agencies for advice about areas and groups in need.

8.38 The DCMS has asked its Government Office (GO) representatives to consider
organising and hosting a seminar/workshop for distributors in each region involving relevant GO staff, local authorities, Regional Development Agencies, regeneration partnerships and voluntary sector groupings. The discussions might focus on the following areas:

- Regional funding priorities/needs audit;
- Using regional/local networks to encourage applications from areas of low take-up and help with capacity building;
- Promoting the Lottery's potential in areas of low take-up; and
- Increasing levels of joint working between funders, in areas such as bidding arrangements, and strategies to combat social exclusion.

8.39 The distributors recognise the importance of the local context and significance of Lottery projects. DCMS is pursuing the scope for regional information points in Government Offices which would provide information on the wide range of funding available, including Lottery funding. It is also investigating a website to provide links to this information.

8.40 It was thought useful that Lottery distributors approach Regional Development Agencies for advice about areas and groups in need.

Regional Development Agencies (RDAs) are a key part of the Government's commitment to regional development. Together with local authorities and other regional and local partners, RDAs jointly deliver economic, environmental and social benefits to the regions and consider the strategic work being developed at regional, sub-regional and local levels by other groups and organisations, including the Lottery distributors. Distributors are content to use advice from the RDA about Area Based Initiatives and will be discussing with them the scope for sharing information. Distributors are also encouraged to seek the advice of the Government's Regional Coordinating Unit (RCU) when deciding how to target funding.

8.41 It was advised that the DCMS should work with local authorities to establish and spread best practice in the use of Local Authority Lottery/External Funding Officers.

The DCMS is working with the Chief Cultural and Leisure Officers' Association and the Local Government Association to develop best practice guidance for local authority officers, following the change in emphasis from funding of large scale capital projects to smaller community-based projects. Local authorities need to work closely with Lottery distributors, other grant-giving bodies and the voluntary sector to build the capacity of voluntary and community groups and thereby help secure Lottery funding for non-local authority-led projects.

8.42 It was recommended that the DCMS make information available on the
The Lottery distributors are aware of the importance of co-ordinating their social exclusion strategies and area-based initiatives and have decided to take a zoned approach in development of some of their schemes. Details of initiatives which the Lottery distributors run to focus funding into specific areas are available on the Government’s inter-departmental website. This clarifies their role in relation to the funding of specific areas of economic and social deprivation. The DCMS’s own website offers information on: Lottery programmes, awards, copies of Lottery Policy and reports and provides links to all of the Lottery distribution bodies’ websites.
ANNEX A

DISTRIBUTORS’ PARTNERSHIP REQUIREMENTS: PERCENTAGES REQUESTED

Heritage Lottery Fund
• Projects with total costs of less than £100,000: 10%
• Projects over £100,000: 25%
• Townscapes Heritage Initiative: 50%

Arts Council of England
• Feasibility studies: 25% of cost of study.
• Project development work: 25%
• Building and fit-out: 25% of total costs for applications > £100,000; 10% for applications < £100,000
• Regional Arts Lottery Programme (revenue): 10%
• Stabilisation programme: 0%

Arts Council of Wales
• 10% for applications < £100,000
• At least 25% for applications > £100,000

Scottish Arts Council
• 50% (£1m+) indicative target.
• 25% (<£1m) indicative target.
• 10% special circs.
• 15% (revenue < £100,000)
• 20% (revenue > £100,000)
Arts Council of Northern Ireland

- Access to the Arts - 10%
- New Work - 25% minimum.
- Film Finance - 25% minimum for development.
- 50% minimum for production.
- Capital Programme - 25%-50%

Sport England

- 35% Community Capital Programme.
- 20% School Community Sport Initiative.
- 10% Priority Areas Initiative.
- 10% World Class Potential & English World Class Performance.
- 20% World Class Start.

UK Sport

- 10% World Class Performance (UK and GB)
- 35% World Class Events.

Sport Council for Wales

- 50% (30% for voluntary organisations).

SportScotland

- Sports facilities 50% of eligible costs up to various maxima.
- Talented Athlete Programme 100% of eligible costs (with in-kind partnerships contributions).
- Junior Groups Programme up to 90% of eligible costs.
- National Coach Support Programme 100% of eligible costs (with in-kind partnerships contributions).
• Performance Coach Development Programme up to 90% of eligible costs.
• School Sport Co-ordinator Programme 50%
• Scottish Institute of Sport (Headquarters) up to 100% of initial four year costs and
  (Area Institutes) 50%
• Awards for All up to 100% of eligible costs.

Sports Council for Northern Ireland

• 50% Statutory sector.
• 30% Voluntary sector.
• 10% Priority Areas.
• 15% Dual Use Schools Sports Initiative.
• 10% Sports Costs (Awards to Individuals).
• Nil Subsistence Costs (Awards to Individuals).
• 30% Bidding Costs (Major Events).
• 65% Staging Costs (Major Events).

NLCB

• Nil.

New Opportunities Fund

• Vary according to policy directions set for individual programmes, and the size and
  scope for individual projects.

Millennium Festival Awards for All

• Capital: 50%
• Revenue: 10%
Chapter 9: Working with Industry and Commerce

9.1 PAT 10 recommended a two pronged approach to promoting inclusion through DCMS associations with industry and commerce. The first was that industry sponsorship of the arts and culture should seek to promote disadvantaged areas and individuals. The second was that the creative industries themselves should broaden their audiences and extend training and employment opportunities to those areas and groups at risk of exclusion.

9.2 The creative industries and tourism are two of the fastest growing areas of the economy. The creative industries are defined as those businesses which have, at their heart, original creativity with potential to generate earnings and employment through the production and exploitation of intellectual property. The creative industries include the following sectors: advertising, architecture, arts and antiques market, crafts, design, designer fashion, film, interactive leisure software, music, performing arts, publishing, software, television and radio. In addition, these industries often have strong links with other DCMS sectors such as libraries, museums and galleries, sport, tourism and the built heritage.

9.3 Tourism and hospitality is a major growth industry, accounting for 1 in 6 of all new jobs created in the last 10 years - the hospitality sector alone predicts 300,000 new jobs in the 10 years from 1999 to 2009. Tourism contributes over £60 billion each year to the economy and is one of the country's largest invisible exporters. As one of the most successful sectors of the economy it makes a significant contribution to the maintenance of economic growth and employment.

9.4 The contribution which the creative industries and tourism can make to the regeneration of poor neighbourhoods is wide-ranging. Major architectural projects can attract tourism and business, as well as changing the perception of an area. An attractive and fit-for-purpose building, such as the Walsall New Art Gallery or the Peckham Library, attracts users.

9.5 The Creative Industries Regional Issues Working Group considered how to ensure that the major contribution this sector can make to the Government’s social inclusion policy could be encouraged countrywide. The report made three recommendations for improving social inclusion:

• Raising awareness of the benefits of including creative activity and training in regeneration schemes.

• Trying to ensure that funding packages and mainstream support available to the creative industries are secure and long-term, in order to achieve sustainability.

• Ensuring that particular attention is paid to helping black and minority ethnic communities realise their potential in the creative industries sector.
9.6 These recommendations are being taken forward by the RDAs, supported by the responsible Government departments, local authorities and other relevant organisations.

(‘Creative industries; the regional dimension. The Report of the Regional Issues Working’ Group DETR/DCMS 2000.)

9.7 DCMS needs to build further on the attractiveness of its sectors to those otherwise uninterested in acquiring skills. It aims, for example, to evaluate systematically with its sponsored bodies the many projects which aim to increase employability through introducing those without jobs to the media and arts, and to produce best practice guidance from schemes which have had a demonstrable impact on employment. It should ensure that the skills needs of its sectors, both in creativity and business, are known to schools and colleges in deprived areas, and, among others, the University for Industry, so that their potential for creating employment opportunities is maximised.

9.8 Social Inclusion in Industry Sponsorship.

There are instances above of the way in which the creative industries are promoting social inclusion through sponsorship, and there are many other examples of businesses, small and large, being willing to consider social inclusion objectives in the sport and cultural activities which they fund. Many major public social inclusion projects have business partners and would not have got off the ground without them. Agencies like ‘Business In the Community’ or ‘The British Urban Regeneration Association’ (BURA), co-ordinate contributions from the private sector and promote private sector investment in different partnership projects. Contributions, often unsung and unknown, are made by individual local companies. These contributions include, help in putting together projects with expertise from individuals; eg. accountants, lawyers and managers, offering ‘contributions in kind’ (which range from skills in construction, to the provision of equipment), or sponsorship or funding. Many large companies have established trust funds to provide coordinated support to community well-being.

9.9 Private sector leisure and hospitality companies afford some excellent examples of business support in sustaining communities and helping to regenerate those in deprived areas.

9.10 DCMS now needs to map the current extent of business sponsorship, and determine how satisfied business is with its investment; whether it has seen results and whether those results met its original objectives. Two helpful partners in the DCMS Social Inclusion Advisory Group, Arts and Business and Business in Sport and Leisure, have indicated that business generally is ready to consider social inclusion objectives, but the Department and business organisations need to work together to give a lead to companies which may be unclear about their role. There are, however, some very good examples of where local businesses are helping local projects with social inclusion objectives and these should be encouraged.

9.11 Business in the Community, in Association with Lloyds TSB, drew together the thinking of 40 senior business people on how business could contribute to social inclusion. DCMS will take these points on board in developing its relationship with sponsors. Of the nine recommendations to Government, those most relevant to
renewal through culture and leisure were:

- Business often finds that its role in addressing social inclusion is unclear. It has a wealth of professional skills to offer, but emphasis is often placed solely on financial support. There should be greater dialogue between Government, business and the community to establish the most effective role for business, using all of its skills and expertise. Initiatives such as ProHelp and skills banks provide the frameworks for making the most effective use of business skills.

- Business is focused more and more on working only in areas where they have interests, investments and staff. Some initiatives struggle for support because they are in areas with little or no large business presence. Government should consider the value of linking initiatives to create a neighbourhood strategy attached to the whole town or city, county or region, which would be attractive to large businesses, enabling them to support and encourage small and medium business involvement. This in turn would help to ensure long-term commitment from business.

- Business has moved beyond low commitment, ‘cosmetic’ partnerships and wishes to ‘invest’ in its local communities in sustainable, measurable partnerships which demonstrate real impact. Government should consider strategies which encourage this aspiration and maintain dialogue with business and agencies, such as Business in the Community, to ensure that business support is fully utilised with maximum benefits to all partners.

9.12 The full text of the recommendations is available from Business in the Community (Policy in Action Dinners, April 2000)

9.13 Business is attracted to sponsorship of the arts, culture and sport for the purpose of renewing neighbourhoods. It is an area which DCMS will explore further with business.

9.14 The potential of tourism in regenerating our towns, cities and countryside was strongly emphasised in the Government’s recent Rural and Urban White Papers. It has significant benefits, for example through the development of rural tourism, for communities where traditional industries or agriculture are in decline. The Government’s tourism strategy, ‘Tomorrow’s Tourism’, promotes a growth strategy which integrates the economic, social and environmental implications of tourism and spreads the benefits throughout society as widely as possible. For example, the English Tourism Council and the Regional Tourism Boards actively encourage the use and promotion of locally sourced goods and services, which attract visitors and sustain local industries and identities.

9.15 DCMS, working in partnership with the English Tourism Board and local authorities, has begun to make inroads into the problems facing many English seaside towns. Funding, which has been secured from European sources and the Single Regeneration Budget, will be combined with new tourism and Lottery initiatives to renew deprived resort areas. Among areas which will benefit are Blackpool, Great Yarmouth, Lowestoft, Hastings, Scarborough and Torbay.

9.16 The bodies which distribute lottery grants are looking at how current low levels of Lottery funding in many seaside resorts, along with other areas of low take-up, may be improved. The findings on coalfields and the Lottery (see Chapter 8) also showed that resorts and retirement towns were not ‘getting their fair share’. In the wake of these
findings, the Secretary of State announced in Great Yarmouth, during a ‘Seaside 2000’ tour: “Lottery funding is one source of support open to seaside towns to meet these challenges. It is important to look carefully at how this avenue is being used and to investigate ways in which take-up can be increased by resorts.”

9.17 Resort regeneration is one of the 15 action points in ‘Tomorrow’s Tourism’. In line with this the English Tourism Council will produce a specific report, due in February 2001, based on the work of its Resorts Task Force. The Task Force will assist the ETC in identifying a programme of action and specific initiatives to help regenerate traditional resorts and its remit is to suggest ways in which resorts can be repackaged to attract more tourists as well as highlighting examples of best practice in successful resort regeneration. The ETC will research what holiday makers want from UK seaside resorts and will encourage e-tourism, putting seaside resorts on the web as well as the map.

9.18 DCMS is a joint sponsor of the recent Local Government Association booklet ‘A Change of Scene - The Challenge of Tourism in Regeneration’, which aims to capture ideas, inspiration and issues to consider in the wake of wide-ranging research among local authorities, with a view to spreading best practice both via its narrative and in case studies.

9.19 It is well-known that one of the most socially excluded groups, those seeking or recently granted asylum, have been housed in seaside resorts. DCMS is working with the Home Office to minimise the number of asylum seekers who are placed in inappropriate resort locations, where they cannot get the social and ethnic community support that they need and where employment opportunities for them are poor.

9.20 Increasing access to tourism is one of the central objectives of The English Tourism Council. The North West Tourist Board, for example, is developing a project offering support to socially disadvantaged families, including an initiative for single parents in the Lancashire coastal area. The ETC is working with the Family Holiday Association (FHA) and the Youth Hostel Association (YHA), which currently help disadvantaged families or young people to take a holiday. The English Tourism Council will consult the FHA and the YHA to explore ways of ensuring that holidays can become an option to those who are socially excluded.

9.21 Improving access to holidays and employment in tourism and hospitality for people with disabilities is being addressed in a number of ways which are described in Chapter 10.

9.22 Tourism, the creative industries and industry sponsorship are central to promoting neighbourhood renewal and inclusion through the creation of opportunities for constructive leisure and jobs. DCMS needs to harness all that industry and commercial sponsorship has to offer to those at risk of exclusion. It will do this by discussing with industry what its community regeneration sponsorship aims are, and by giving clear information about its own criteria for success in this kind of sponsorship. In doing so, DCMS and the wider public sector need to look beyond finance to the resources of skills and knowledge which industry and commerce can offer.
PART 3: ACTION PLANS
Chapter 10: Action Plan for Disabled People

10.1 DCMS aims to increase the involvement in cultural and leisure activities of disabled people. The Department's aim is that this involvement should mean being able to attend venues and events; to have user-friendly remote and intellectual access; to take part in cultural and leisure activities and to be employed in these spheres at all levels. A fundamental premise of DCMS policy is that it should be based on the knowledge and expertise of people with disabilities. The Action Plan that follows is based on the following principles.

10.2 DCMS will:

- Continue to extend cultural/leisure opportunities for disabled people through its relationships with its public bodies and through relationships with those industries in its areas of interest.

- Monitor the progress of this activity.

- Work within Government to maximise disabled people's cultural and leisure opportunities.

- Consult disabled people themselves and their organisations.

- Encourage and work with organisations in culture and leisure which directly express the needs and aspirations of disabled individuals and groups.

- Support the development and use of best practice.

10.3 This action plan brings together recommended actions for DCMS, the public bodies in its sectors, other public sector and commercial organisations and Government departments. They have been put forward as the result of consultation with people with a range of disabilities, with their organisations and with people from the DCMS public bodies, who have extensive experience in promoting access to and participation in the arts, culture, sport and leisure. The consultation took place during the
Policy Action Team process; through DCMS work with other departments, particularly DfEE and DETR; in meetings and correspondence with disabled people and through the 'Towards 2004' conference in July 2000.

10.4 The following action plan identifies the main recommendations from that conference, which can usefully be grouped into the categories of access, both physical and intellectual; portrayal and visibility; and consultation and employment. It identifies the bodies responsible for responding to the recommendation and records action to be taken.

10.5 RECOMMENDATIONS

(a) ACCESS

(i) There should be agreed common access standards, guidelines and professional regulation across the culture and leisure sectors.

Action: DCMS.

Timing: DCMS will report on how good practice can be made more readily available by 30 June 2001.

With assistance from disabled people and the organisations in its sectors, DCMS will identify good practice and make this information widely available. DCMS will publish examples of good practice on its own website. Common standards would necessarily be very general and because of the variety of situations, disability legislation does not prescribe minimum standards. However guidelines such as those produced by the Arts Council and the English Tourism Council are very helpful. DCMS will discuss with the sponsored bodies the possibility of deriving further common guidelines on access for the culture and leisure sectors.

Progress to date: The Arts Council has published 'Access Guidelines and Checklist'. The Signs and Symbols Coalition, consisting of Artsline, RADAR, CHANGE, MENCAP, Tourism for All and other disability organisations, is working towards standardisation of access symbols. They are basing this process on principles of inclusive design, in order to put an end to the confusing plethora of access symbols currently in use. Consultation will be held with the Coalition, service providers and disability organisations.
In the tourism industry, significant progress has been made in producing guidance and Tourism for All National Accessibility Standards. However, many venues which are accessible are failing to attract substantial numbers of disabled visitors. Good information is essential. The English Tourism Council is improving the National Accessibility Standards with a view to promoting them more widely so that accommodation businesses can provide accurate and reliable information for people with mobility problems. They have recently published 'Accessible Britain 2000/1' which addresses many of the practical travel and leisure needs of people with disabilities. It lists all the quality assured accommodation and has a section on visitor attractions.

Two regional tourist boards have been nominated lead regions in widening access to tourism. They will run projects for three years which will lead to the production of national guidance and the dissemination of good practice. The Heart of England Tourist Board will provide tourism businesses with training and business support, to meet the requirements of the Disability Discrimination Act; to create more accessible regional tourism and to improve visitor confidence in the region. The North-West Tourist Board is delivering awareness-raising seminars and providing advisory access audits to tourism businesses.

Sports facility providers must ensure that their design is fit-for-purpose and attractive to all users. New projects seeking Lottery funding are required to meet all Sport England’s technical requirements and be of long-lasting benefit to all user groups. Sport England offers practical advice on issues surrounding project development and best practice in management.

A better structure for sport for disabled people is being developed as part of the English Federation for Disability Sport’s ‘Ability Counts’ programme, which Sportsmatch will back for three years. Involving professional clubs and local authorities, it will increase football training opportunities for disabled participants, with more specialist coaches, more opportunities to play and a competition structure. The programme aims eventually to cover the whole of England.

Tyne and Wear Museums are among leaders in good practice in conducting access audits. They have involved people with various kinds of disabilities in the audits, including one carried out by and for people with learning disabilities.
(ii) Information about accessible venues and events in culture and leisure fields should be more widely publicised and available from a single source.

Action: DCMS/ LAs/ public bodies/ Government departments should consult together and make recommendations.


While one single source may be difficult to manage, all information should be easily accessible, up-to-date and available in alternative formats. DCMS will disseminate to its public bodies the Central Office of Information guidelines on alternative formats. (See below)

Progress to date: A number of bodies have published guides about access and opportunities to participate, including English Heritage, the Arts Council and the Central Council for Physical Recreation.

DCMS has consulted on Subtitling, Sign Language and Audio Description in television services. The resulting report is available on the DCMS website www.culture.gov.uk. The key recommendations include; an increased target for subtitles on digital terrestrial television of 80 per cent of all programming; the requirement for bi-annual reviews of sign language and audio description services; and the extension of legislation to require provision of subtitling, sign language and audio descriptive services by cable and satellite services.

(iii) Publications should be available in alternative formats.

Action: DCMS/ Sponsored and public bodies.

Timing: Partially achieved. To be kept under review.

Progress: Guidance on formats was published by the Central Office of Information in February 2001. The guidance is available on the CO website (www.cabinet-office.gov.uk/servicefirst/1999/joinedup/joinedup.htm). DCMS's own procedures depend on the significance of and the likely demand for the publication. Braille copies of the ‘Towards 2004’ Conference Report were sent to Braille users. Other formats are available on request. While not every one of DCMS’s publications (some of which are very specialised and technical) are available in all the alternative formats, the Department
(iv) **There should be more co-ordination between cultural providers. They should find means of pooling their experience, knowledge and expertise on access issues. There should be more events such as 'Towards 2004'.**

**Action:** The sponsored and public bodies/DCMS.

**Timing:** To put forward proposals by end of June 2001.

DCMS will discuss dissemination of good practice and hosting arrangements for seminars with sponsored and public bodies. There are existing local and national networks, for example, the London Museums’ and the Broadcasters’ Disability networks.

(v) **Venues funded by Lottery grants should be accessible for disabled people to work in as well as to visit; eg they should be able to work backstage.**

**Action:** DCMS/ Lottery distributors.

**Timing:** Partially achieved.

A requirement to improve access and commit to best practice for people with disabilities is in the funding agreements made between the Department and its sponsored bodies. All projects funded by Lottery grants must afford access to people with disabilities. DCMS will consider with Lottery distributors, the inclusion of ease of employment as well as ease of access as a condition of grants.

(vi) **Access consultants should be accredited.**

**Action:** DCMS/ Disability Rights Commission.

This recommendation was directed at both DRC and DCMS. DCMS will hold a list of consultants used in its sectors with an assessment of their performance. (See below). Accreditation is in DRC’s draft programme of work. The National Register of Access
Consultants (NRAC), with support from DfEE and DETR, is being developed by the Centre for Accessible Environments in association with the Joint Mobility Unit, a pan-disability service provided by RNIB and Guide Dogs for the Blind. This is a database that allows clients (businesses, service providers etc.) to select the appropriate access auditor or consultant for their needs. The Register states the particular skills/expertise of each member, eg. their experience of disability, knowledge of historic buildings or experience as an expert witness. They are supported by a management group whose members are taken from a range of organisations. The register went “live” in September 2000.

(vii) **DCMS should maintain a database of access consultants used by organisations in its sectors.**

**Action:** DCMS to hold a list in its procurement section.

**Timing:** Recommendation accepted and being implemented.

(viii) **Building regulations for disabled access should be incorporated with the rest of building regulations - as in Scotland.**

**Action:** DETR.

**Timing:** During 2001.

DCMS will put this recommendation to DETR early in 2001 and obtain a response.

(ix) **Architects should have better knowledge of how to facilitate access for disabled people.**

**Action:** DCMS to seek views of CABE.

**Timing:** Early 2001.

DCMS will bring this to the attention of CABE, who have a role in relation to education and training.
**x** Providers should not overlook the difference which can be made by well thought-out small changes.

**Action**: DCMS/Sponsored bodies.

**Timing**: On-going.

DCMS will collect and make known examples of good practice.

**xi** Technology should be used to promote intellectual access.

**Action**: DCMS/DfEE/DoH/Sponsored bodies.

**Timing**: Early in 2001

DCMS will make available to its sectors examples of good practice in the use of technology for intellectual access.

**(b) PORTRAYAL AND VISIBILITY**

**(i) Disabled people must be visible in society for attitudes to change: Sponsors should appreciate that audiences are receptive to seeing disabled people - most people know someone who has a disability.**

**Action**: DCMS/Broadcasters/Sponsored bodies.

**Timing**: On-going.

**Progress** Lottery distributors are encouraging public performance in the arts and sport by disabled people through their grants.

The DCMS sports strategy, ‘A Sporting Future for All’ expects sports bodies to make a concerted effort to recruit, train and support more people with disabilities as coaches, officials and sports administrators. Participation in sport is an excellent way of raising the visibility of people with disabilities, as demonstrated by BBC coverage of the Paralympics in Sydney. Lottery funding
from the ‘World Class’ programme was worth in excess of £1 million to the Paralympic Team which came second in the medal table in 2000. This is in addition to funding for Disability Table Tennis, Disability Lawn Tennis, Wheelchair Basketball, Wheelchair Rugby and Paraplegic Shooting.

DCMS makes public appointments to some 60 public bodies. The Department is committed to taking positive action to raise the awareness of public appointments of people with disabilities and encourage their participation in public life. The Department will work towards this objective by advertising campaigns, articles in the press and building and maintaining links with groups representing people with disabilities.

(ii) **It is essential that disabled people are seen on film and TV in ordinary, daily life roles.**

*Action:* DCMS/ Film/ TV/ Media bodies.

*Timing:* On-going.

*Progress:* Broadcasters have a Disability Network which aims to tackle issues of portrayal as well as employment and participation. The Network, formed as a sub-group of the Employers’ Forum on Disability, promotes best practice in employment and portrayal of disabled people in television and radio. A current issue being explored by the network is the possibility of a Disability Database to help find talented people with disabilities, and improve access to training and employment within the industry.

(iii) **Communication between production companies and disabled people should be improved so that producers know of the talent available and talented people can reach the producers.**

*Action:* DCMS to ensure that TV, film and theatre bodies are made aware of this recommendation through its sponsored and public bodies.

(iv) Drama schools should revise their admission procedures so that there are sufficient disabled actors to take a wide variety of roles.

Action: DCMS/DFE.

Timing: DCMS will draw DfEE’s attention to this recommendation on publication of this Action Plan.

(v) Children with disabilities should be educated in ordinary schools.

Action: DCMS.

Timing: On-going.

Progress: The Special Educational Needs and Disability Rights Bill takes forward the recommendations of the Disability Rights Task Force in respect of Education. DCMS will show the talent of disabled children and the benefit of them and others working together in culture and leisure, for example on musical and theatre productions, and in programmes with which DCMS is involved, such as Quality Protects, which aims to improve children’s quality of life and opportunities.

(vi) Role models themselves need support - organisations should not assume that they can afford to give time and energy without reimbursement.

Action: DCMS/All public bodies.

Timing: DCMS will write to DfEE and DSS early in 2001.

DCMS will put this to DfEE and DSS. DCMS will also make the related point about the hours which people with disabilities are able to work in Arts project work which, by its nature is not continuous, without loss of benefits, an issue that was raised at the ‘2004’ conference.
(c) CONSULTATION

(i) Disabled people should be involved in projects at an early stage.

**Action**: All public bodies.

**Timing**: On-going.

DCMS will publicise examples of good practice in the involvement of disabled people.

(ii) People with a range of disabilities should be consulted regularly. Organisations should consult local user groups.

**Action**: All sponsored and public bodies.

**Timing**: On-going.

**Progress**: Many arts, heritage and leisure organisations have established local groups of people with disabilities whom they consult regularly. DCMS will publicise examples of successful user groups for use by organisations that do not already have them.

DCMS itself has a database of contacts of people with disabilities, organisations of and for disabled people and disability access officers in the sponsored and public bodies, whom it will consult on policy.

(iii) Disabled people can be the best people to help in training staff.

**Action**: DCMS/All bodies.


**Progress**: This has been brought to the attention of the DCMS training unit, which will have regard to this recommendation when commissioning and delivering training. Additionally, DCMS will draw this to the attention of the sponsored bodies.
(d) EMPLOYMENT

(i) Employers should concentrate on what a disabled applicant can do - before seeing the disability.

Action: All.

Timing: On-going.

Progress: The Arts Council Apprenticeship scheme, which is an example of excellent practice and a source of guidance on the employment of people with disabilities, has been brought to the attention of the sponsored and public bodies through its launch at ‘Towards 2004’. DCMS will incorporate this recommendation in staff training. The Department has run a successful work experience scheme for disabled people which will be repeated.

(ii) Employers should feel able to ask if a disabled employee or job applicant needs an adjustment to premises or working arrangements to enable them to be employed.

Action: All sponsored and public bodies.

Timing: On-going.

Progress: DCMS has noted this point and will incorporate it in recruitment and diversity training.

10.6 DCMS intends that its sectors should be leading examples in good practice in promoting the inclusion of disabled people, as visitors and consumers, as participants, administrators, teachers and performers, in voluntary and paid positions. DCMS will follow up this action plan with a report on progress.
Chapter 11: Outline Action Plan for Promoting the Inclusion of People from Ethnic Minorities.

11.1 DCMS is determined that people from ethnic minorities should have the same access to a rich and varied cultural life as the majority. More recently it has looked at the way culture, sport and leisure can bring back into society those who may be marginalised because of their ethnic background.

11.2 That people from ethnic minority groups are disproportionately at risk of social exclusion became evident during the work of the Social Exclusion Unit (SEU) on deprived neighbourhoods, in the work of the Policy Action Teams and in individual SEU reports on social issues. The SEU found that there was a significant lack of information about minority ethnic groups in society, and about the impact of policies and programmes on them, but it did find that:

11.3 ‘While there is much variation within and between different ethnic groups, overall, people from minority ethnic communities are more likely than others to live in deprived areas and in unpopular and overcrowded housing. They are more likely to be poor and unemployed, regardless of their age, sex, qualifications and place of residence. As a group they are as well qualified as white people, but some black and Asian groups do not do as well at school as others...' (Minority Ethnic Issues in Social Exclusion and Neighbourhood Renewal.)

11.4 PAT 10 recommended that a separate equal opportunities element should be included in all culture and leisure project evaluation, and in all cultural projects and programmes; that local authorities should assess the provision and use of culture and leisure facilities by social, ethnic and professional background; and that action plans should be developed and published to promote access to opportunities in art and sport among ethnic minority citizens.

11.5 In October 2000 the report of the Commission on the Future of Multi-Ethnic Britain (the Runnymede Report) recommended that there should be policy statements on the interconnections between the arts, media and sport in the development of Britain as a multi-ethnic society. In its response to the report, DCMS noted that some of these issues were already in planning or implementation. For example, the Arts Council’s new Arts Capital Programme includes cultural diversity as a priority, with £ 20 million reserved in the first spending round for projects from African, Caribbean, Asian and Chinese arts organisations. In sport, ‘Kick Racism out of Football’ has been successfully taken up by major clubs. New issues raised in the Report would receive consideration.

11.6 Much work of this kind is being done across the DCMS fields of interest to address the needs and aspirations of ethnic minority communities. It has not as yet, however, been
drawn together and co-ordinated.

11.7 DCMS has drafted a discussion paper which it intends will be the basis of an action plan to promote inclusion. The paper will be considered by a group of people with ethnic minority backgrounds and particular experience in culture, sport and leisure. DCMS will develop these proposals with its partner bodies and aims then to publish an action plan in the summer of 2001. Issues which will be covered include:

- Terminology.
- Use of the DCMS-sponsored body funding agreements to promote inclusion in return for public funding.
- Policy appraisal for impact on ethnic minority communities.
- Information gathering, monitoring and evaluation.
- Research.
- Developing contacts and consulting, first hand information and visits.
- Equal opportunity policies.
- Representation on public bodies.
- How Lottery funding reaches ethnic minorities.
- Role of Regional Cultural Consortiums.
- Place of ethnic minority communities in major programmes eg. New Deal for Communities.
- Working with local authorities, Local Cultural Strategies, Local Strategic Partnerships, Beacon Councils etc.
- Opportunities for children.
- Participation in renewal schemes.
- Skills transfer in the creative industries.
- Recommendations for libraries, galleries, sports bodies, the Arts Council, and heritage bodies.
- Issues in broadcasting.
PART 4: RESEARCH
Chapter 12: Monitoring and Evaluation

12.1 Policy Action Team 10 recognised that if DCMS were to deliver greater social inclusion it would be through the organisations receiving Lottery funding and through the Department’s sponsored bodies. It therefore recommended that ‘public bodies in culture and leisure should specifically incorporate social inclusion and cultural diversity as an integral part of their policy and purpose - and their practice on the ground’. It further recommended that ‘more resources in the fields of culture and leisure should be targeted to meet the needs of communities and groups at risk of social exclusion’.

12.2 One of the five barriers to the greater presence of culture and leisure in neighbourhood renewal which PAT 10 identified was ‘a lack of hard evidence of the regeneration impact of arts and sport’. DCMS is itself exploring further the impact which participation in its sectors has on social exclusion, in response to the PAT recommendation that it ‘should implement a programme of research into the impact of culture and leisure on individuals and communities and work towards developing monitoring and evaluating methodologies as standard elements for social inclusion work.’

12.3 The primary means through which these aims are articulated with regard to the Department’s grant-in-aid is the funding agreement negotiated between the sponsored body and the Department. The agreement states the targets which the sponsored body will meet in return for a three year funding regime. The Funding Agreement is, in essence, a service agreement between the Department and its non-departmental public body (NDPB). Social inclusion objectives were included in all the 1999/2000/1 funding agreements. Funding Agreements for all the sponsored bodies are available on the DCMS website.

12.4 Monitoring performance against these objectives and targets has been assisted, since 1999 by an independent advisory body, the Quality Efficiency and Standards Team (QUEST), which reports directly to the Secretary of State on the performance of the DCMS public bodies. An early study was made of the funding agreements and the targets which sponsored bodies were proposing in order to meet their objectives. From the richness of targets being set, QUEST developed a framework of strategic purposes within which each body should deliver, according to its own constitution, and key performance indicators against which progress and best practice in delivery of government objectives could be judged. The framework is reproduced overleaf from the QUEST report: Modernising the Relationship Part One- A New Approach to Funding Agreements.
Appendix H: Discussion of Objective 6

Objective 6: Social Inclusion and Regeneration

Promote the role of the Departments' sectors in urban and rural regeneration, in pursuing sustainability and in combating social exclusion.

Strategic Purpose 1
Promoting the sectors as a force for regeneration and social inclusion

Outcome

- Increased funding attracted from other sources
- Increased profile
- Resources maximised through partnership
- Improved physical environment
- Improved services and facilities

Strategic Purpose 2
Enhancing sustainable economic regeneration

Outcome

- Benefits that last
- Projects that engage people
Appendix H: Discussion of Objective 6

**Strategic Purpose 1**

Promoting the sectors as a force for regeneration and social inclusion

The importance of culture, sport and heritage in driving social inclusion and regeneration is increasingly accepted. The PAT10 report demonstrates powerfully the way that arts and sport contribute on the ground to supporting and developing communities. If such projects are to achieve the funding and prominence they need, the value of the various sectors sponsored by DCMS needs to be vigorously promoted by the first tier bodies themselves.

**Activities (examples)**

- Work with government area-based initiatives e.g. Health or Education Action Zones
- Actively engage with RDAs to influence Regional Economic Strategies
- Work with regional and local authorities
- Support initiatives which address issues of crime, health, education and employment

**Outcome**

Increased funding attracted from other sources

Partnership is key to success in this area, one way of demonstrating both partnership and value is the ability to attract increased levels of funding from other and more diverse sources.

**Outcome**

Increased profile

Although the areas sponsored by DCMS have a vital role to play, their profile as front line agents of change and renewal could be higher.
12.5 The social inclusion indicators which QUEST recommended are:

- The level of match funding achieved.
- Satisfaction with physical environment.
- Profile of spend on new and existing facilities.
- Social inclusion projects reaching stated outcomes.

12.6 Sponsored bodies will reassess their individual social inclusion objectives, their baseline data - including measures of existing consumers by age, ethnic background, disability and income - and their targets, against these indicators.

12.7 An essential adjunct to setting targets for social inclusion is measuring how the sponsored bodies are responding and the impact which this response has on individuals and communities. QUEST is embarking on a further study in order to:

- Identify the social inclusion outcomes currently being pursued in the sectors.
- Analyse whether they are challenging and susceptible to measurement.
- Investigate the levels of spend and resources allocated to social inclusion.
- Make recommendations on elements of best practice and strengthening strategic impact.
- Identify key issues in defining and measuring social inclusion outcomes for further investigation.

12.8 To meet the need to develop methodologies, which can be made integral to regeneration and community-based work, DCMS is studying a selection of projects from which to derive evaluation and monitoring criteria. In accordance with PAT 10's recommendations, the criteria will be derived from the expressed needs of those participating, together with an overview in order to make a collective judgment. The good practice criteria will be a resource on the DCMS website for those pursuing regeneration and inclusion through culture and leisure. The monitoring and evaluation is being undertaken by Leeds Metropolitan University's Centre for Leisure & Sport Research.

12.9 The participating projects have been selected because of their commitment to evaluation and because they represent a cross-section of projects involving arts, museums, galleries, libraries, archives and sport; they aim to meet different social inclusion outcomes: education, health, employment and reducing offending, and are from different parts of the country, both urban and rural.

12.10 While DCMS can study only a dozen or so projects in detail, a large number of practitioners responded with interest to the invitation to take part in the study. These projects will be featured on the social policy page of the DCMS website alongside the evaluation criteria and other best practice examples which will be published when the research is completed.

12.11 DCMS is undertaking a further research project into the cultural and leisure needs and aspirations of people from ethnic minority backgrounds. This study, which will be undertaken during 2001 will aim to review the state of existing research, identify gaps
in knowledge and, if appropriate, make recommendations for further study.

12.12 DCMS's research strategy, in accordance with PAT 10 recommendations, is also to commission longer-term research designed to assess the impact on individuals, of participation in culture and leisure activities over a period of at least five to seven years. Currently DCMS is reviewing existing national longitudinal surveys in order to identify and participate in suitable research. If an analysis of existing cohort studies does not provide suitable data, then DCMS will draw up a set of questions designed to elicit information on the extent of an individual's participation, whether this is active or passive, their own feelings about the experience and what tangible changes in lifestyle have been brought about by it. DCMS has invited the NDPBs to exchange information about their research programmes and will act as a central source of information about current work.

12.13 DCMS sectors now have a strategic focus on social inclusion, expressed in the funding agreements and sectoral strategies. This willingness to fund community work is based on their shared understanding of the return in terms of lives and communities renewed. These strategies will be underpinned by further knowledge of the impact which culture and leisure can have on the social exclusion factors. Firstly, in the shorter term, there will be more information, more easily accessible, on how to maximise the success rate of projects and programmes involving culture and leisure. Later, as a result of longitudinal studies, there will be evidence of the longer-term impact which culture and leisure activities have on individuals and communities.

12.14 The projects participating in the monitoring and evaluation exercise are:

(i) CENTRE FOR CURIOUSITY AND IMAGINATION

- Based at 5 regional locations, the project, run by the Kids Club Network, aims to develop confidence, self-esteem, creativity, to motivate families and their children and to encourage education, employment and health benefits.
- The project aims to foster the enjoyment and understanding of words, languages, communication and health issues and to provide an informal venue for families to share experiences.

(ii) SPORTS COACH QUALIFICATIONS

- Based in South London and run by Charlton Athletic Race Equality, the project offers courses and recognised qualifications in a variety of sports and leisure pursuits targeted at ethnic minorities.
- The project aims at developing and using young people's leadership skills as educators by using peer exercises; drawing from their own experiences, to tackle issues such as racism, prejudice and other social issues. Benefits include raised self-esteem and confidence and the fostering of young people's commitment to anti-racism and justice.
- Funded mainly by the Single Regeneration Budget / Greenwich Development
(iii) **AIMING HIGHER**

- The project is run by the Birmingham Outdoor Education Centre and it targets young people with a declining attendance record at school.
- The project aims to raise young people's potential for learning with the resultant effect of improving their attendance at schools in Birmingham and raise their levels of achievement and self-esteem.
- Funding by New Opportunities Fund and The Tudor Trust.

(iv) **SOMERSET MOBILE LIBRARY SERVICES**

- Building on a service that has been provided for more than forty years, information technology facilities were added to the service eighteen months ago, bringing direct access to those previously without via the Internet.
- Funding for the Mobile Library Service comes from Somerset County Council.

(v) **ARTS AND HEALTH WORK**

- Based in the West Midlands, the project is a partnership between Walsall MBC’s Community Arts Team, Walsall Health Authority, Walsall Health Partnership and local people involved in Health Action Zone Groups within the area.
- Nine individual health projects are aimed at measurably improving the community’s health through the use of Arts as a medium for stimulating awareness and discussion around particular health issues.
- Funded by Walsall Health Action Zone for 7 years, with possibility of 3 year extension.

(vi) **ZAP 2K - A FEAST FOR THE ARTS**

- Based in West Yorkshire, the project aims at encouraging and enabling schools to make learning about culture and art a fun and accessible experience. This is achieved through the organisation of creative activity weeks, culminating in an exhibition of the children’s work at high profile Halifax venues.
- The project aims at raising pupils’ aspirations and ambitions, developing interpersonal skills and fostering relationships with Arts professionals.
- Funded by the Halifax Learning Zone, applying for further funding from Regional Arts Lottery Programme, potential liaisons with Calderdale Leisure
Services and several local Arts organisations.

(vii) COMMUNITY ARTS PROGRAMME FOR THE YOUNG UNEMPLOYED

- Based in North London and run by Haringey Arts Council, the project aims to produce choice and flexibility for unemployed young people in Tottenham through exciting six month work experience projects at schools and arts-based businesses.
- The project aims to develop personal and generic skills alongside specialist and basic training, as well as providing assistance with a tailored job search.
- Funded by SRBS, ESF, OBJ 2 and New Deal.

(viii) LEEDS FOOTBALL COMMUNITY LINK PROJECT

- The project is a city-wide community safety initiative and is run via a partnership between NACRO, Leeds City Council and the participating Community Groups of Leeds.
- The project is targeted at 5 - 16 year olds from low-income communities and uses the widespread popularity of football as a means of engaging young people in positive activities, diverting them from criminal, anti-social and self-destructive behaviour. The project also aims at establishing good relations with the business community by purchasing equipment, materials and commercial services and encouraging the sponsorship of tournaments and kits.
- Part-funded by SRB4 for 3.5 years.

(ix) TYNE AND WEAR HAZ ARTS PROJECT

- Run by NORAB, (The Northern Regional Arts Board) the three part project aims to encourage the regeneration of the West End of Newcastle and the development of healthy citizenship of the region through the use of Arts and the media.
- The project is aimed at all members of the West End Newcastle communities and will allow the development of formally accredited educational skills, the promotion of a community identity and improvements in health, by encouraging self esteem, confidence and employment opportunities.
- Funded by SRB2, SRB4, Tyne and Wear Health Action Zone.

(x) FOCUS 101.4 FM

- Run by 'SHIO', the project is designed to enable young people in East London...
to develop team working, communication, self-esteem and professional working skills through the establishment and maintenance of a radio station.

- The project is targeted at disadvantaged young people between the ages of 16-25 in the Newham area and it aims to raise their awareness of employment opportunities and educational benefits within the professional music radio broadcasting industry.

- Funded by The Adult Community Learning Trust, The Mercers Company Charitable Trust, BAA, Newham Community Education and Youth Service (NewCEYS) and Barclays Bank PLC.

(xi) **GALLERIES OF JUSTICE**

- Based in the Nottingham the Galleries of Justice, the UK’s only museum of law, offers a diversionary programme which works with young people at risk of offending, to change their perception of their community.

- The project offers a 10 week programme of education and activity resulting in a video production. It aims to improve young people’s aspirations and self-confidence whilst challenging offending behaviour.

- Funded by HLF.

(xii) **POLICE AND YOUTH ENCOURAGEMENT SCHEME (P.A.Y.E.S.)**

- The PAYES project, run by the Brathay Hall Trust, is based in Merseyside and was established by members of the Merseyside Police in wake of the James Bulger murder.

- It aims to discourage 12-14 year olds from becoming involved with crime through participation in activities which are designed to challenge them and encourage self-value, community involvement and trust. It also provides a training forum for management development courses for personal, functional and organisational development.

- Main funding is from the proceeds of management development courses.

(xiii) **THE KEY-IN PROJECT ‘SORTED’ MAGAZINE**

- The ‘Sorted’ magazine project, run by NACRO Services - Sussex, works with young ex-offenders, unemployed and unqualified people to provide them with literacy, lifestyle and publishing skills through the production of the magazine.

- It aims to prevent or reduce criminal offending and anti-social activity by encouraging creativity and the development of communication and expression, coupled with formal educational training, such as RSA Internet Technologies.

- Funded by Employment Service (New Deal), Single Regeneration Budget, Training & Enterprise Council (Youth Training - Transitions), ESF (Urban)
and the Youth Justice Board.

(xiv) THE YOUTH CHARTER FOR SPORT, CULTURE AND THE ARTS

- The YCSCA was established in 1993 as a collective response in recognition of the role of sport and the arts in combating anti-social behaviour among young people.

- It aims to encourage cross-curricular social and personal development by involving young people at risk in sports and the arts in order to establish lifelong learning and citizenship pathways.

- The research will focus on YCSCA’s work in Liverpool.

12.15 A preliminary report on the potential contribution of these projects to social inclusion has been prepared; interim reports are due in April and September 2001; and the final report, drawing conclusions on how far the 14 projects have met social inclusion aims and presenting the evidence of what does (and what does not) work, is to be completed by the end of 2001. The reports will seek to identify those interventions which have been most successful and to highlight crucial success factors. The reports will seek to draw conclusions on whether these projects could be replicated in other geographical areas.

12.16 DCMS is working with the bodies in its sectors to coordinate further research into culture and leisure and social inclusion. The results will be a valuable guide to where investment should be directed in order to improve the quality of life of those living in deprived communities and those at risk of exclusion.
PART 5: CONCLUSION
Chapter 13: Conclusion

13.1 When the ‘Arts and Sport’ Policy Action Team (PAT 10) report was commissioned in 1998, in response to the findings of ‘Bringing Britain Together’, it is fair to say that the regenerative powers of culture and leisure were not widely seen, outside their own spheres, as significant contributors to neighbourhood renewal. Among commentators, and in the sponsored bodies and public bodies themselves, there were concerns that spending on deprived communities would mean less for the highest quality in cultural life.

13.2 Since then all involved have embarked on a voyage of discovery. It has revealed the regenerative impact of culture and leisure, of ‘recreation’ in its original sense. This is seen in landmark buildings and enterprises which are changing the perception of the communities they embellish; in the success of the creative industries and in community projects which are giving people somewhere to go and something constructive to do. These projects are helping them to connect to training and employment, lead healthier lifestyles, keep out of trouble and enjoy safer and more attractive environments.

13.3 Our knowledge however remains incomplete. We need:

- To monitor the impact of major projects on the economic and social life of the regions.
- To explore how sustained the impact which community projects have on individuals is.
- To assess the achievements of the generation of schoolchildren who are to benefit from better sporting and creative skills and opportunities.
- To consult people from the ethnic minority communities on how best to increase their participation in all roles in culture and leisure.
- To consult business sponsors on the way in which their social aspirations can best promote a better quality of life in deprived communities.
- To know more about the distribution, condition and use of cultural and leisure facilities and to work in partnership to ensure that poorly served areas get a better deal.

13.4 Partnership structures which are being put in place to build on our existing knowledge include Regional Cultural Consortiums, partnerships with local authorities and other Government departments, and pooled knowledge among DCMS and its sponsored bodies’ research departments.

13.5 Our investigations have shown us where we need to act to bring about a better quality
of life. We are committed to:

- Carrying out the recommendations in the libraries, archives, museums and galleries action plan;
- Implementing the Action Plan for promoting the inclusion of people with disabilities;
- Progressing the actions arising out of the sports strategy;
- Acting on the results of our consultations with people from ethnic minorities;

13.6 The DCMS is indebted to those who kept it on course during its explorations and to the networks and discussion groups whose knowledge and experience continue to inform its progress.
Appendix A

DCMS SOCIAL INCLUSION ADVISORY GROUP 2000

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Talawa Theatre Company

Colin Chaytors
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Manchester Metropolitan University

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UK Sport - www.uksport.gov.uk