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Glossary of terms

Foreword

Foreword from the Secretary of State for Culture, Media and Sport

I am delighted to be able to introduce this report from Policy Action Team 10 which has been considering how to maximise the impact on poor neighbourhoods of Government spending and policies on arts, sport and leisure.

In the past, renewal programmes have been imposed from above with little involvement from the community which was supposed to benefit. As was identified in the Social Exclusion Unit's (SEU) September 1998 report on neighbourhood renewal, success depends on communities themselves having the power and taking the responsibility to make things better. The Government is laying the foundations of a new approach, which is comprehensive, long-term and founded on what works.

This report shows that art and sport can not only make a valuable contribution to delivering key outcomes of lower long-term unemployment, less crime, better health and better qualifications, but can also help to develop the individual pride, community spirit and capacity for responsibility that enable communities to run regeneration programmes themselves.

Policy Action Team 10 (PAT 10) and 17 other Policy Action Teams were set up following the publication of the SEU's report, to look in an integrated way at the problems of poor neighbourhoods. Each Team was made up of officials from Government Departments and experienced practitioners.

The Government warmly welcomes the report and will be seeking to implement its recommendations. Clearly there needs to be careful consideration of how best to dovetail the monitoring of the effectiveness of arts and sport activities into that of other approaches in partnership working, and we shall continue to look, with the Department for the Environment, Transport and the Regions and other departments, at the best way to promote arts and sport activities to bodies involved with regeneration.

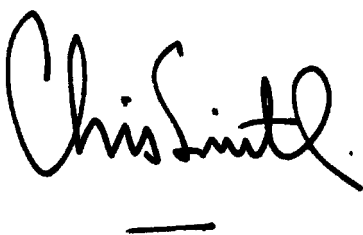


There has been a welcome for the recommendations to Government departments regarding the payments of grants to voluntary organisations, provided of course that financial propriety is maintained.

The Department for Education and Employment and the Department of Social Security are working closely together and with voluntary organisations to see what practical steps they might take to encourage volunteering and recognise the significant role that voluntary work can play in preparing individuals to enter work. They have introduced clearer guidance for Employment Service and Jobcentre staff to encourage better use of the flexibilities that the benefits system already has.

I welcome the recommendations the PAT has made to my own Department, the Department for Culture, Media and Sport. They represent a step change in the development of social inclusion policy not only in the context of the National Strategy for Neighbourhood Renewal but also in the new focus of DCMS policy and funding to promote social inclusion.

I expect to publish soon a draft social inclusion action plan for DCMS, showing how we propose to implement the recommendations of the PAT and ensure that social inclusion objectives are incorporated across the whole of DCMS. To take this forward, we plan to hold a national conference in the autumn to consult bodies in all DCMS areas on the draft action plan and on drawing up targets and adequate ways of measuring progress over time.

A handwritten signature in black ink that reads "Chris Smith". The signature is written in a cursive style with a horizontal line underneath the name.

Chris Smith



AT 10's Remit

PAT 10's Remit

An action team led by DCMS would report by April 1999 on:

- Best practice in using arts, sport and leisure to engage people in poor neighbourhoods, particularly those who may feel most excluded, such as disaffected young people and people from ethnic minorities;
- How to maximise the impact on poor neighbourhoods of Government spending and policies on arts, sport and leisure.

Goal

- To draw up an action plan with targets to maximise the impact of arts, sport and leisure policies in contributing to neighbourhood regeneration and increasing local participation.

What we want to see happen

Participation in the arts and sport has a beneficial social impact. Arts and sport are inclusive and can contribute to neighbourhood renewal. They can build confidence and encourage strong community groups. However, these benefits are frequently overlooked both by some providers of arts and sport facilities and programmes and by those involved in area regeneration programmes.

We do not believe that every artist or sportsperson should be a social worker by another name, or that artistic or sporting excellence should take second place to community regeneration. But we do want the benefits of arts and sport to be widely spread and the pool of talent available to be as wide as possible.

Arts and sports bodies which receive public funds should be accessible to everyone and should work actively to engage those who have been excluded in the past. We also want those involved in the arts and sport and those involved in regeneration to recognise that they can contribute greatly to each others' aims by working together. Arts and sports bodies should acknowledge that social inclusion is part of their business. Equally, area regeneration schemes should explicitly incorporate arts and sport in neighbourhood renewal.

Arts and sport are not just an 'add-on' to regeneration work. They are fundamental to community involvement and ownership of any regeneration initiative when they offer means of positive engagement in tune with local interests.

What we want to see happen

Case Study One: Leyton Orient Community Sports Programme

The Leyton Orient Community Sports Programme has shown tremendous commitment to the delivery of its own detailed work programme which is available to residents of Tower Hamlets, Hackney and Waltham Forest, providing sport and leisure opportunities to socially excluded inner city communities. However, the success they have achieved in terms of numbers worked with, and the communities involved, is due to the broad and diverse professional and community networks they have created and the wide range of funding they have been able to attract.

For example, in Tower Hamlets, the Programme meets regularly with local teachers, council officers, housing association managers, commercial sector organisations, health officers and Single Regeneration Budget managers. Although these are important links, the real contact is made in small meetings in church halls with residents, youth workers, local vicars and schools. It is this direct involvement in monitoring and being accountable for the programme, that is an important indicator. This partnership tends to be two-way and self-sustaining as local people are identified and encouraged to become involved (mainly through coach and team management training) which improves their skills and confidence.

The holistic approach (working in schools, after school clubs, youth clubs, running holiday and weekend sessions, meeting with residents and professionals and training) is vital for the effectiveness of the programme. Being a charity and an organisation financially and administratively independent of the football club has made this community work possible, mainly because they can attract funding from trusts, local authorities, business and regeneration agencies and then set their own agenda and not that of club directors, whose priorities may change. This is an important point in terms of long-term stability for the programme as the communities they work with know that they will be there for as long as they are required.

Case Study Two: Youth Works

Youth Works, a partnership between Marks & Spencer, Crime Concern and the Groundwork Trust, was established in 1994 in areas where young people are at risk of drifting into crime. Focusing on the 8-21 age group, Youth Works involves young people in shaping their physical and social environment; addresses youth crime and criminality; enables local communities and local agencies to work together to develop and sustain the results of consultation and fieldwork.

Easington Lane Village, near Sunderland, had high levels of juvenile crime in an area where nearly 20 per cent of the population is aged 8-21 years with no formal safe play areas for the young. In addition, the demise of the coal industry had a dramatic effect economically and socially and unemployment is three times the national average. A safe play facility was identified as a prime requirement. With Youth Works, young people from the steering group visited other play areas and worked with the local authority to plan what was suitable, fun and safe. After securing funding, the local authority built and equipped the playground. Young people responded not only by using it to the full, but by cleaning and maintaining the area, including clearing the brook. Now the local authority would like the steering group's input in planning local footpath routes.

A young playground user said: "It's great since this was built. It stops me getting bored and getting into trouble." Other interviews with members of the boys and girls' groups suggested that they felt that they had gained responsibility, particularly through the approach which insisted that they would not simply be 'given' anything by youth workers, but would have to research and plan activities themselves, down to transport and costings. Results to date for Easington Lane show criminal damage down by 66 per cent, car crime by 42 per cent and vandalism by 75 per cent. In areas where other projects are taking place, results are coming through: Burglary down by 40 per cent, car crime by 50 per cent, in Beeston Area, Leeds; and in Roman Road Estate, Blackburn, juvenile nuisance figures have been reduced by 35 per cent.

Executive Summary

Findings

Arts and sport, cultural and recreational activity, can contribute to neighbourhood renewal and make a real difference to health, crime, employment and education in deprived communities.

1. This is because they:

- a. appeal directly to individuals' interests and develop their potential and self-confidence
- b. relate to community identity and encourage collective effort
- c. help build positive links with the wider community
- d. are associated with rapidly growing industries

2. Barriers to be overcome are:

- a. projects being tailored to programme/policy criteria, rather than to community needs
- b. short-term perspectives
- c. promoting arts/sport in communities being seen as peripheral, both to culture/leisure organisations and in regeneration programmes
- d. lack of hard information on the regeneration impact of arts/sport
- e. poor links between arts/sport bodies and major 'players', including schools

3. Principles which help to exploit the potential of arts/sport in regenerating communities are:

- a. valuing diversity
- b. embedding local control
- c. supporting local commitment
- d. promoting equitable partnerships
- e. defining common objectives in relation to actual needs
- f. working flexibly with change
- g. securing sustainability
- h. pursuing quality across the spectrum: and
- i. connecting with the mainstream of art and sport activities

4. Social exclusion issues arise with various groups irrespective of their geographic location. This is particularly the case with ethnic minority groups and disabled people where special and systematic arrangements need to be made:
- a. to invest in people and capacity within these groups and to build an information base against which future progress can be measured
 - b. to cater specifically for their needs in general regeneration programmes and culture/leisure policies
 - c. to engage directly with people within these groups, and actively to value and recognise diversity
 - d. to develop, monitor and deliver action plans to promote their access and involvement and to meet their needs

Summary of Recommendations

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>All bodies involved in arts/sport and regeneration, including Government Departments</i>	Should wherever possible make external evaluation and the means to carry it out integral to the funded project/programme and ensure that the criteria against which success will be judged are clearly established and derived directly from the expressed needs and aims of those benefiting.	<i>ongoing</i>
	Should consider some form of dispensation allowing advance or prompt payment for voluntary organisations (while also taking into account financial accounting and financial propriety considerations). Payment of funds a long time in arrears of payments, as happens with European grants, can choke off projects from smaller organisations.	<i>ongoing</i>
	Should explicitly seek to inform themselves and others about the work of each other and to co-operate where at all possible.	<i>ongoing</i>
<i>New Deals for Communities (NDC) Pathfinders</i>	Should assess the contribution arts and sport could make to regenerating their area. The assessment should include how arts and sport can be used to involve young people, and others particularly at risk of exclusion, and their creativity in the regeneration process.	<i>within 3 months; thereafter ongoing</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>Government Department in charge of Area-based Initiatives</i>	Incorporate the best practice principles in this report into their guidance to avoid imposing solutions on the communities they are intended to serve. They should require applicants to state what consideration they have given to the contribution arts/sports can make, both to regeneration generally and to meeting objectives in the health, education, crime, employment and community development fields.	<i>ongoing</i>
	Ensure they make maximum use of the flexibility of approaches which they have, to include artistic and sporting elements, particularly as regards small-scale community initiatives. Area-based schemes are opportunities for innovative approaches using arts and sport to be tried out, including those which involve a greater risk of failure than have traditionally received public funds.	<i>ongoing</i>
<i>Department for Education and Employment (DfEE)</i>	Should encourage schools in the use of creative and sporting activity to support the drive to raise standards of literacy and numeracy, and through the use of these activities as part of Personal and Social and Health Education to build pupils' confidence and self esteem.	<i>ongoing</i>
	Should, in developing the University for Industry, consider a programme focused on nurturing the creative talents of people living in neighbourhoods of high unemployment.	<i>ongoing</i>
<i>DfEE and Department of Social Security</i>	Work together to ensure that the benefits system does not penalise volunteers involved with community-building activities or who want to take up training or work opportunities offered by small community organisations. Flexibility in the system is also needed for developing artistic and sporting talent.	<i>ongoing</i>
<i>Department of Health</i>	Should encourage health authorities, NHS trusts, primary care groups/trusts and Health Action Zones to use artistic and sporting approaches to preventing illness and improving mental and physical health. A potential way of taking this forward could be through the Healthy Living Centres funded by the	<i>ongoing</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
	New Opportunities Fund. The Department of Health should monitor the outcomes of such approaches.	
<i>Department of Trade and Industry</i>	Encourage the business links network to forge partnerships between businesses and arts/sport community organisations to support development in these fields.	<i>ongoing</i>
<i>Home Office</i>	The Home Office should promote best practice in and further incorporation of arts and sports projects into programmes for preventing crime and rehabilitating offenders, such as the development of local crime/community safety strategies, and monitor the outcomes of such approaches.	<i>Home Office</i>
<i>Department of the Environment, Transport and the Regions (DETR)</i>	Ensure that Best Value reviews carried out by local authorities consider ways in which arts, sport, tourism and leisure provision could contribute to meeting new performance targets in education, crime, health, employment and social inclusion. The best practice principles outlined in this report could usefully form the basis of what the Best Value Inspectorate could look for when undertaking their inspections.	<i>ongoing</i>
	Should, in revising the planning policy guidance note (PPG 17) on Sport and Recreation, have particular regard to the potential of 'brown field' sites in urban areas to contribute to regeneration through arts and sport (a theme also relevant to the development of the New Opportunities Fund's new lottery funding programme for green spaces). DETR should consider opportunities for conservation-led regeneration based on adapting old buildings, which has a key role to play for household growth on brownfield sites.	<i>Consult on a revised draft of PPG17 by the end of October 1999</i>
<i>Local Authorities</i>	The principles of the community development approach in this report should underpin and build on the ways in which local authority culture/leisure strategies and services are developed and provided, creating targeted programmes linked to networked projects.	<i>one year; cultural strategies by 2002</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>Local Authorities</i>	Wider regeneration and other strategies aimed at improving an area's performance in the four 'key indicators' of health, crime, education and employment should explicitly consider the role which their cultural, leisure and tourism capacity can play.	<i>ongoing</i>
	Should assess provision and expenditure on culture and leisure geographically (eg ward by ward) and according to the social, ethnic and professional background of users and potential users, using indicators of deprivation which are being developed. Better information and analysis of expenditure and outputs are also needed to monitor progress.	<i>one year; thereafter ongoing</i>
	Community development work in culture/leisure services is likely to benefit particularly from modernised management arrangements in local authorities, such as neighbourhood-based, 'cross-disciplinary' team working, and inter-disciplinary approaches to specific issues and more systematic community consultation approaches. Plans for culture/leisure community based work should be developed in the wider context, rather than in isolation.	<i>ongoing</i>
	Local authorities' youth services should promote and develop programmes aimed at enhancing the creative and sporting talents of young people in disadvantaged areas; encourage working with skilled arts/sports workers and monitor the outcomes.	<i>within 12 months; thereafter ongoing</i>
	Local authorities should seek ways to improve value for money from their assets/facilities as a whole by ensuring the widest feasible use of them (eg school arts/sports facilities out of school hours).	
<i>Lottery distributors</i>	Should consider together the best ways to fund community-run multi-purpose 'community venues' in areas with poor access to facilities, which can be used flexibly to meet local needs rather than a more narrowly conceived facility to provide arts or sports facilities alone.	<i>within 3 months</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>Lottery distributors</i>	<p>Consider how best to co-ordinate strategies to combat social exclusion in deprived areas. Community development via arts/sport will often crucially depend on sustaining small community-based groups. This is best done jointly, with the kind of co-operation being developed under Awards for All. They should also consider how best to 'market' the lottery to such groups (work in which libraries may well have a key role). Distributors should find out why there is poor take-up of Lottery funds by particular groups and in particular areas. They may wish to co-operate in undertaking research jointly in this.</p>	<i>by the end of 1999</i>
	<p>Take steps to ensure that they take maximum advantage of the new flexibility provided by the 1998 National Lottery Act, in particular that relating to matching funding, when assessing applications from neighbourhoods which have regeneration initiatives. Voluntary effort should be counted towards meeting matching funding requirements and bids for ancillary running costs (eg transport or childcare), designed to free people to contribute to schemes, should also be considered.</p>	<i>ongoing</i>
	<p>Talented individuals in neighbourhoods with limited opportunities might benefit from an area-based bursary scheme designed to help them to develop employment potential. NESTA (The National Endowment for Science, Technology and the Arts); ACE (The Arts Council of England) and Sport England should consider the scope for such earmarked arrangements – which ought also to involve commercial partners from the relevant industry.</p>	<i>within six months</i>
<i>Department for Culture, Media and Sport (DCMS)</i>	<p>Should ensure that neighbourhood renewal issues are on the initial agenda and strategies of the new DCMS regional cultural consortiums (involving bodies across the culture, leisure and tourism fields including community development cultural and leisure organisations), and that the consortiums properly involve the commercial culture/leisure sector.</p>	<i>within one year</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>Department for Culture, Media and Sport (DCMS)</i>	Ensure that the Government Regional Offices and the new Regional Development Agencies and Chambers involve culture, leisure and tourism organisations in plans for regeneration.	<i>ongoing</i>
	Seek to ensure more systematic use of (EC) Agenda 2000 (regeneration) funds to support arts/sports projects promoting neighbourhood renewal and to help local and regional bodies gain access to them.	<i>ongoing</i>
	When developing its sports strategy, should ensure that the benefits of participation in sport can be shared by people from all groups in society.	<i>within six months</i>
	Devote resources to the advocacy, monitoring and ‘follow-through’ of the policies recommended in this report, as they are put into practice by local authorities; lottery distributors and DCMS-sponsored bodies and through wider Government regeneration schemes. It should also encourage both partnership with those bodies and involvement with groups representing neighbourhoods at risk of exclusion.	<i>ongoing</i>
	Should examine, with its sponsored bodies, ways to implement social inclusion objectives in funding agreements and should develop an area-based approach to culture-led community regeneration.	<i>ongoing</i>
	Should co-ordinate more comprehensive guidance on what sources of funding are currently available.	<i>within six months</i>
	Seek to tighten the social inclusion objectives and targets given in funding agreements with its sponsored bodies. DCMS should also consider asking QUEST, (Quality, Efficiency and Standards Team), the new independent body promoting efficiency and best practice in DCMS-sponsored bodies, to examine the impact of sponsored bodies’ social inclusion policies.	<i>within one year; thereafter consider case for referral to QUEST</i>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>Department for Culture, Media and Sport (DCMS)</i>	Select a number of current or imminent projects and work with them to monitor and evaluate their impact on the community – against criteria established by the projects themselves. These projects should cover a range of arts/sport activity of geographical areas, types of community and of types of impact sought.	<i>within six months</i>
	Commission longer-term ‘longitudinal’ research designed to assess the impact on individuals of participation in arts/sports related activities, including community development programmes, over a period of at least five to seven years. Such research should be formulated after a review of the existing national longitudinal surveys, to explore what they might reveal through secondary analysis of existing data and how such surveys might be used in future as a cost effective way of delivering the research recommended here.	<i>within six months</i>
	Pursue the policy aim of extending and focusing investment in talent and in audiences throughout society in its sponsorship of the commercial culture/leisure industries.	<i>ongoing</i>
	Draw the attention of other Policy Action Teams (PATs) to the recommendations of this report for action, in particular the teams looking at Jobs (PAT 1); Anti-social behaviour (PAT 8); Community self-help (PAT 9); Schools plus (PAT 11); Young people (PAT 12); Learning lessons (PAT 16); Joining it up locally (PAT 17) and Better information (PAT 18).	<i>as soon as possible</i>
	Invite reactions to the recommendations in this report and convene a national conference of practitioners and interested parties to agree an action plan to implement these proposals.	<i>conference within six months</i>
	Should publish a full report on the action taken in response to this Policy Action Team.	<i>within 18 months</i>

*Body**Arts Council of England (ACE)**Recommended Action*

Should recognise explicitly that sustaining cultural diversity and using the arts to combat social exclusion and promote community development are among its basic policy aims. ACE should seek to devote resources specifically to community development objectives and ensure that its funded clients and Regional Arts Boards (RAB's) also contribute in their work to such objectives. To that end, ACE should provide a positive response to this report, showing how it plans to embed the best practice principles contained in it in its policy and funding decisions on community development work, and how it will respond to this report as a whole. This should include:

- How ACE will develop stronger partnerships, and where appropriate joint policies, with other agencies in neighbourhood renewal activity on a local and regional level, such as regional consortiums, as well as other national agencies
- Consideration of experimental arrangements whereby funds are made directly available to accountable community groups (such as partnerships managing New Deal for Communities Pathfinders) to spend on arts-related activity
- Proposals regarding the allocation of Pairing Scheme monies in areas of regeneration
- Proposals as to how ACE will ensure that the recommendations set out in this report will be reflected in its funding agreements with Regional Arts Boards and how it will ensure that the voluntary cultural sector can play a full part in regeneration and community development in the regions
- Proposals as to how ACE will tighten the social inclusion objectives and targets given in its funding agreement with DCMS.

*Timescale**within three months*

*Body**Sport England**Recommended Action*

Should explicitly recognise that sustaining cultural diversity and using sport to combat social exclusion and promote community development are among its basic policy aims. Sport England should seek to devote resources specifically to community development objectives and ensure that its funded clients and governing bodies also contribute in their work to such objectives. To that end, Sport England should provide a positive response to this report, showing how it plans to embed the best practice principles contained in it in its policy and funding decisions and how it will respond to this report as a whole. This should include:

- How Sport England will develop stronger partnerships, and where appropriate joint policies, with other agencies in neighbourhood renewal activity on a local and regional level, such as regional consortiums, as well as other national agencies
- Consideration of experimental arrangements whereby funds are made directly available to accountable community groups (such as partnerships managing New Deal for Communities Pathfinder) to spend on sports-related activity
- Proposals regarding the allocation of Sportmatch monies in areas of regeneration
- How Sport England will ensure that the recommendations set out in this report will be reflected in its funding agreements with Governing Bodies and how it will ensure that the Voluntary Sports sector can play a full part in regeneration and community development in the regions
- Proposals as to how Sport England will tighten the social inclusion objectives and targets given in its funding agreement with DCMS.

*Timescale**within three months*

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<p><i>NDC Pathfinders</i> <i>DfEE</i> <i>DETR</i> <i>DCMS</i> <i>Lottery Distributors</i> <i>Arts Council of England</i> <i>Sport England</i> <i>Local Authorities</i></p>	<p>Specific action should be taken to incorporate a separate equal opportunities element in the response to our following recommendations:</p> <ul style="list-style-type: none"> • project evaluation • longitudinal research • New Deal for Communities Pathfinders • local authority cultural strategies • local authority assessments of provision and expenditure • local authority youth services • DfEE and University for Industry • DETR and Best Value reviews • DCMS' sports strategy • DCMS monitoring and follow-through • Lottery distributors' social inclusion strategies • DCMS and QUEST • bursary schemes • ACE and community development • ACE and community groups • ACE and the Pairing Scheme • ACE and social inclusion objectives • Sport England and community development • Sport England and community groups • Sport England and Sportsmatch • Sport England and social inclusion objectives 	<p><i>ongoing</i></p>

<i>Body</i>	<i>Recommended Action</i>	<i>Timescale</i>
<i>NDC Pathfinders DfEE, DETR, DCMS Lottery Distributors Arts Council of England Sport England Local Authorities</i>	Each of these bodies should develop and publish an action plan to promote: <ul style="list-style-type: none"> • access to opportunities for • use of facilities by • other measured outcomes relevant to the needs of both ethnic minority and disabled citizens 	<i>ongoing</i>
<i>Commercial and independent sector; charitable trusts; arts providers and sports providers</i>	Should seek to target their support towards community groups in areas of need and build into programmes of support, appropriate skills training to help with the running of projects by community members.	<i>ongoing</i>
	Work together with Lottery distributors when seeking to target support eligible as matching funding for National Lottery money.	<i>ongoing</i>
	Recognise that small grants from them can make a large difference to community groups in contexts in which public money cannot properly be spent.	<i>ongoing</i>
	Businesses running facilities on behalf of local authorities should regard the recommendations to local authorities made in this report as applying to them.	
	Should seek to implement the principles of best practice given in this report in their work.	
	All sports facilities and fitness training providers and arts organisations, whether private or public sector, should consider what they can do to go beyond the legal requirements of the Disability Discrimination Act and improve access for people with disabilities.	



he Contribution

Arts and Sport Can Make

1. The Contribution Arts and Sport Can Make

What are we looking for?

1.1 In this report 'the arts' includes all forms of dramatic, musical or visual arts activity, in whatever high- or low-tech medium and in whatever style – whether 'high' or 'low'. It includes, for example, opera, literature, photography, painting, mosaics for public spaces and woodcarving. 'Sport', similarly, encompasses not only competitive activity but organised recreation and physical activity more widely. It includes cricket, working out in a gym, skating, cycling and recreational walking. Children's play embraces both 'arts' or 'sport' in their widest sense and certainly falls within our remit. All references to 'arts' and 'sport' in this report and our recommendations apply to all of these, and many other activities.

1.2 All these activities are things people can 'consume', as spectators, or participate in directly. There are important benefits for both individuals and communities in 'consuming' such 'products': personal inspiration and insight; community identity and pride. Because of this, it is important for all cultural and sporting organisations receiving public support to extend the benefits they have to offer as widely as possible in their relevant (national, regional or local) communities. This is an important strand in Government policy, which should be pursued vigorously by DCMS. We touch on it in this report in making recommendations to the various public bodies who have a part to play.

1.3 The focus of this report, however, is on the benefits of participation. By this we mean creative expression, co-operative teamwork or physical exertion: leisure, tourism, museums and galleries have much in common with arts and sport in that participation in them, and provision of services to support participation, demonstrate many of the same benefits as

those outlined in this report for arts and sport. This can help address neighbourhood renewal by improving communities' 'performance' on the four key indicators of:

- a. Health
- b. Crime
- c. Employment
- d. Education

1.4 In the course of our work we found ample evidence that community-focused arts and sports programmes can contribute towards each of these aims. Here again, 'arts' and 'sports' are to be widely construed, as is evident from the following examples nationwide.

HEALTH

START Studios, Manchester

The START (Sheltered Training in Arts) studios were founded in 1986. The studios provide space for people to get involved with art, from stained glass to photography. It has a membership of 60, accepted through referrals from health and social services. The centre is publicised as a place where people recovering from mental illness 'find that the arts are not merely a powerful antidote to loneliness, but also a significant means of self-fulfilment and of giving pleasure to others'. A few of the more established members run workshops, and are paid on a therapeutic earnings basis. Research on the effects of START showed that it reduced the use of in-patient and day hospital facilities, and that fewer members were referred to health professionals than previously. The researchers also found that START may have helped to reduce the risk of relapse.

'Burngreave in Action' study, Sheffield

The Department of Health funded the Health Education Authority to assess the effectiveness of physical activity in improving physical and mental well being in poor areas of Sheffield. The 'Burngreave

in Action' study is one of the few specialised studies in this topic in the UK, and the initial results are promising. They suggest that even with one of the most deprived inner city areas in the UK, physical activity shows beneficial changes in attitudes to health and self esteem.

CRIME

The Venture, Wrexham

The Venture in the town's Caia Park estate is a leading community based children's organisation which began as an adventure playground in 1978. It now includes a sports centre, outdoor activities, arts activities (dance, photography, creative arts), a children's library, a homework club and under fives services. The Venture was founded in response to mounting concern that the local area accounted for half of all the juvenile offending in the former county area of Denbighshire. By 1982, the juvenile offending rate on the Caia Park estate had fallen by 54 per cent, at that time a national record. In 1996 it was judged the best play organisation in Wales.

Multigames Walls

The National Playing Fields Association's (NPFA) Multigames Walls are multisport rebound walls surrounded by all weather surfacing for year round use. They are substantial, robust brick structures which incorporate target areas for ball games such as football, basketball, cricket and tennis on both sides. Safety, security and low cost maintenance are key features in their design. The aim is to provide a sports facility which appeals to teenagers and attracts them away from street corners, shop doorways and amusement centres. The walls can be used by individuals and by groups both informally and for practice purposes. Their key attribute is that they are available at all times and can be used by young people who do not wish to take part in structured supervised activities. Their effectiveness has been noted by Thames Valley police officers who use Multigames Walls as an example of a positive measure to combat crime.

Galleries of Justice, Nottingham

The Galleries of Justice is the UK's only museum of law. It is ideally placed to work with non-traditional audience groups on tackling issues of social need. It runs a 'Diversionary' programme to work with young people at risk of offending, designed specifically to change young people's perception of their community, their responsibilities within that community and to improve their aspirations and self-confidence whilst challenging offending behaviour. A 10-week programme of education and activity resulting in a video production forms the basis of the project. Of the 84 young people that have taken part, only two have remained under the scrutiny of the local police.

EMPLOYMENT

TS²k

TS²k (Trafalgar Square 2000) tackles unemployment and social exclusion by getting young unemployed people into jobs in the expanding creative industry sector. Set up in 1996, TS²k supports these people to develop their skills, experience and contacts and break barriers into the industry through two Creative Enterprise centres in south and east London, centres for outreach in west and north London, public events, showcases and industry commissioning. It aims to generate jobs and career opportunities for young people through the Millennium celebrations, recognising the benefits of involving the full diversity of cultures.

Young people can drop into the Creative Enterprise Centres which act as venues as well as places to meet successful professionals from the creative industries. Specialist careers guidance is provided by TS²k staff whilst mentors are available to give ongoing one-to-one assistance. New developments that complete the TS²k framework include a programme of cultural events, led by professionals, linking people from different ethnic backgrounds both in London and across the Commonwealth, an on line employment agency and the Creative Awards for young people. TS²k has the target of getting

4,000 young people into jobs in the creative industries. Since November 1997 around 12,000 young unemployed people have engaged with TS²k, over 50 per cent from ethnic minority groups.

Ogwr Community Design (Valley and Vale)

Valley and Vale, a local community arts organisation, who provide different levels of support for all participants, set up Ogwr Community Design as a training scheme for young, local unemployed people who had little or no computer or design experience. Within a few months of opening, the trainees had begun to provide a limited service to local groups and individuals. Within a year, the staff began to receive full pay, and the company – which had its own management committee and separately audited accounts – was turning over almost £60,000 p.a. and gaining a reputation for quality design throughout South East Wales.

As a community business, Ogwr Community Design ran from scratch and was up for review on a regular basis. It ran its course successfully, only winding up when those involved were in a position to pursue their own projects. One of the members is near to completing an animation course, as a development of design work, while another is running his own business from home using the experience, skills and confidence gained on community projects. Valley & Vale currently have a trainee from an assisted employment scheme in their design department. A community business could be worked up again at any time, using the same model.

Merseyside ACME (Arts, Cultural and Media Enterprise)

ACME is a partnership between the five neighbourhood local authorities and the North West Arts Board. Through its access and participation programme, ACME is demonstrating the ways in which arts and cultural activities can be used to support local regeneration programmes. In the view of a local community development worker to one of the funded arts projects: 'It broke down some of the barriers which exist within the area, encouraging

residents from different pockets of the community to work together.’ By March 1999, it had funded over 53 projects to support the work of local partnerships based in the most disadvantaged areas of Merseyside. A good example of how ACME has helped local employment through its programmes comes from a feedback form from the Speke Garston Festival, which ACME part funded: ‘The contract for this project was the first contract one of the local residents had received. Since then she has been employed on other short-term contracts and the project gave her confidence to apply for full time work as a music worker.’

EDUCATION

[Dog Kennel Hill School, Southwark](#)

More than 30 per cent of the children at this school come from homes where English is the second language; over half are eligible for free school meals and a quarter have special educational needs. Ofsted inspectors have found that by placing art, drama and music at the core of the school’s agenda, the head teacher has succeeded in creating a school ethos promoting confidence, moral development, enthusiastic involvement and pride. Through the arts, children have learnt to see themselves as achievers and participators.

The school has worked with artists and writers in residence, local artists and the London Philharmonic Orchestra, and children have taken part in Young Vic, Globe Theatre and National Theatre productions. Inspectors found that standards of English are now above the national average, with no significant differences between the ethnic groups. Science, maths and history are on or above the national average.

[London Leopards and the National Year of Reading, Lewisham and Greenwich](#)

The National Year of Reading began in September 1998 at the start of the academic year. As a way of interesting more children in reading, each month of the year was given a different theme.

March was 'sports month' and the London Leopards Basketball team was linked with ten schools in the London Boroughs of Lewisham and Greenwich which had been identified by Ofsted as requiring special measures.

A Leopard team member was allocated to each school, which he visited several times and got to know the pupils. Each school was free to decide how to use the team member in a programme of pupil focused support in the schools to contribute to raising standards for the pupils and for the schools as a whole. The players attended school assemblies and introduced a competition to produce the best project, following on from work on a basketball book in class. As part of the project the children were invited to a basketball game between the London Leopards and the Manchester Giants, at which they were able to take part in basketball and literacy competitions.

Hartcliffe Boys Dance Company, Bristol

Hartcliffe is a desolate-looking area of Bristol with long-term unemployment and high levels of crime and poverty. But for some young people in the area, a kind of renaissance has occurred. Art, music, theatre and dance have entered their lives.

The Hartcliffe Boys Dance Company is a six-year old group that has opened up a new world to about 40 boys, who show up week after week to dance after school. As well as working with a professional choreographer, the boys, aged 11 to 16, have performed to school and public audiences in Bristol, France, Germany and Belgium (at the European Parliament). In the process, their confidence has grown and their exam results have improved.

Increased access to the arts may also be helping students, especially boys, to do better in their GCSEs. Hartcliffe's figures for last year, show boys obtaining better GCSE results than girls for the first time, as well as a decline in the number of boys not entering exams. The boys in the dance group are in no doubt that dancing has

helped them grow in all sorts of ways. Year 10 pupil David Harris, says, “I now have a lot more confidence standing up and speaking in class and in groups.”

SUMMARY OF THE KEY POLICY FINDINGS

1.5 It is still tempting to regard arts and sport as subsidiary and incidental in the task of ‘turning round’ neighbourhoods with multiple disadvantages. But arts and sport can tackle not only symptoms of social exclusion but also its causes. The Social Exclusion Unit’s September 1998 report ‘Bringing Britain Together: a national strategy for neighbourhood renewal’ suggested the following as some of the causes of why so many neighbourhoods are not working:

- The decline in traditional industries, the availability of unskilled jobs and the rise of male and youth unemployment
- The weakening of family structures.

1.6 It also suggested the following as some of the reasons why none of the past initiatives aimed at tackling the broader problems of poor neighbourhoods have really succeeded in setting in motion a virtuous circle of regeneration, with improvements in jobs, crime, education, health and housing all reinforcing each other:

- A tendency to parachute solutions in from outside, rather than engaging local communities
- Too much emphasis on physical renewal instead of better opportunities for local people.

1.7 There are various distinctive contributions which the arts and sport have to offer to tackling the causes of social exclusion. These can be summarised under the headings of growing industries, engaging and strengthening local communities and an emphasis on people, not buildings or places. In addition to the well-established benefits to physical health, regular moderate intensity exercise can contribute to greater self-esteem, improved mental well being and, in certain circumstances, improved mental acuity. Play promotes

children's development, learning, health, creativity and independence; and a number of schools have worked successfully with play to improve children's learning.

1.8 In this report we use the term 'community development' as a shorthand for projects which bring about the impacts described earlier. Like 'arts' and 'sports', it should therefore be construed in a very wide, generic sense.

GROWING INDUSTRIES

Arts and sport:

- are closely connected to the rapidly growing creative, leisure and tourism industries, which in turn provide powerful positive role models for those living in deprived neighbourhoods
- bring economic benefits both to communities, with increased employment opportunities, and to individuals, by equipping them with transferable skills
- help develop the personal confidence, flexibility and self-reliance on which success in the changing employment market increasingly depends.

CASE STUDY: Sheffield's cultural quarter

Cultural development has been crucial to Sheffield's inner-city regeneration. Over the last 15 years a development programme has transformed a rundown area by the railway station into a Cultural Industries Quarter (CIQ) – an area full of galleries, bars and restaurants. Economic diversification has been a vital element in the regeneration of the city centre. The cultural industries sector was identified as a growth area and the council began to invest in projects aimed at providing the kinds of facilities and equipment that would encourage cultural businesses to stay in the city.

First came the Red Tape Studios and since then other creative businesses have set up in the quarter, such as the Site Gallery. Now there is a demand for living accommodation and the next stage of the development will be to provide these. Paul Skelton, who heads up the council's cultural industries team says: "The quarter has been so successful, we are now having to look at ways of avoiding our creative workers being priced out of the area."

CASE STUDY: Midi Music Company

Midi Music Company (MMC) in New Cross provides music and technology programmes for young people in south-east London, creating access to employment and educational opportunities. Some of those who come through its doors head for a career in music, working for record companies or playing in bands, while others go into full time tertiary education. The tutors tend to come from the same local background as the users and have solid experience of working in the music industry so they can tell MMC members how it was for them. MMC does not pretend that a career in the music industry is easy to come by. However, it has a good track record of getting its members work in music.

Engaging and strengthening local communities

Arts and sport:

- lend themselves naturally to voluntary collaborative arrangements which help to develop a sense of community
- help communities to express their identity and develop their own, self-reliant organisations
- relate directly to individual and community identity: the very things which need to be restored if neighbourhoods are to be renewed. Recognising and developing the culture of marginalised people and groups directly tackles their sense of being written out of the script.

CASE STUDY: Birkin Patch

Birkin Patch is a run-down housing estate to the north of Nottingham City Centre. Designated by the council as having extreme social needs, the area is home to some of the city's poorest residents. The residents' Improvement Association contacted Nottingham Community Arts and the Community Support Team (CST) and asked for help in improving the area. With the CST, local people surveyed the occupants of the 400-odd homes and secured a 62 per cent return rate on their questionnaire; Nottingham Community Arts developed a new approach to consultation called the Birkin Viewfinder, which used maps, games, drawings and photographs to help people identify problems in their area and imagine possible changes.

Five local viewfinder sessions were held including one bringing all the views together. This was then presented to local MPs and officials. Environmental improvement has been undertaken and the lives of those involved in the scheme have changed; one has become a school governor, another is pursuing a career in photography and computer technology. The Improvement Association has become more confident in its work and in 1996 won a £196,000 grant from the National Lottery Charities Board.

CASE STUDY: The Portsmouth HOME Festival

The HOME festival in Portsmouth in the spring of 1996 was an attempt to promote awareness and understanding of Portsmouth's culturally diverse communities. City Arts, Portsmouth City Council Leisure Service, appointed a consultant to help City Arts to co-ordinate the festival and support the activities of African, Bangladeshi, Caribbean, Indian, Punjabi, Vietnamese and other community groups. The season included a major exhibition at Portsmouth Museum, community events, workshops and many other activities.

In the year after the HOME festival, a range of impacts became apparent, including the enhanced profile and confidence of the city's ethnic communities. The confidence, skills and experience gained has helped bring about a long-standing ambition to run an arts programme in the new multicultural centre, opened late in 1996. There was also an Arts for Everyone (A4E) Lottery award for a mural by city based artists who came from diverse cultural backgrounds. As a subsequent result of the festival the Portsmouth & S.E Hants Multicultural group have held a one day multicultural outdoor festival in August of every year and City Arts have employed a consultant as the first Cultural Diversity Arts Officer in the city.

Emphasis on people, not buildings or places

Arts and sport:

- a. are things in which people participate willingly, and in which there is widespread interest, including among people at risk of social exclusion
- b. give individuals social, organisational and marketable skills
- c. can communicate directly with individuals and groups and bring out hidden talents which have a lasting effect on the person's life
- d. give individuals greater self-respect; self-confidence and a sense of achievement
- e. can contribute to greater self esteem and improved mental well being

CASE STUDY: Community Games

The Community Games (Ireland) is an independent voluntary organisation operating through the local community. It provides opportunities for children and young people to experience a wide range of sporting and cultural activities. Community Games is sponsored and supported by the Government,

national sponsors and local authorities.

The Games is a country wide movement – non-political and non-sectarian – which operates at area, county, provincial and national levels. Membership is open to anyone who wishes to participate. Some of its aims and objectives include: encouraging community spirit and a love of sport and culture amongst members of the community and promoting a better understanding between people of different cultures and environments. It also encourages community members to work with children, and many adults have found the Community Games an ideal way of meeting and making new friends.

Liverpool's Community Games (first held in 1998) are based on the same principle, with the main purpose of fostering community development and identity through sporting and cultural endeavour. Piloting initially on a small scale, this is extending to some other parts of Liverpool in 1999 and it is intended that the games will run throughout the city and then eventually throughout the country. It is distinctive to other organised 'Games' in that it stresses the merits of participation rather than winning competitions. Recognising that all children are not physically or temperamentally suited to sport, Community Games will aim to provide a balance of other games and cultural activities.

CASE STUDY: Ivybridge Estate, Hounslow

Hounslow Borough Community Recreation Outreach Team, together with Housing Management and the Youth Service, devised a programme of activities to benefit all youngsters on the Ivybridge estate. After consulting the youngsters on the estate, it was clear that football coaching sessions would be popular with both boys and girls. An unexpected bonus of the sessions, held in a multi-sport area on the estate, has been the high level of ability and skill shown by the youngsters.

This has resulted in many of the boys being referred to Brentford FC School of Excellence. Two girls have also gone on to join women's football teams and other young people have become involved in coaching and refereeing. As a result of the youngsters asking for refreshments a youth café was established in the estate's community centre, organised and run by the young people during the sessions. Another benefit was that the young people felt included in life on the estate. They have since participated in the Tenants' Association and have been involved in planning a new community centre for the estate.

CASE STUDY: The Millennium Powerhouse, Manchester

Currently under construction, The Moss Side Millennium Powerhouse is designed as a multi-functional centre to meet the needs of all young people in the 21st century. Fifty per cent funded by the Millennium Commission, it is pioneering a holistic model for youth work, providing a safe and vibrant meeting place for young people to socialise, learn, take part in cultural and recreational activities, obtain health and careers advice and study support together with basic skills and non-vocational

training. Young people will be partners in helping to determine the Powerhouse's priorities and programme, which will be built around a core of activities provided by youth workers. A new IT centre, library and information services and international exchange schemes will also be incorporated.

CASE STUDY: One Mile East

'One Mile East' is a community arts project with a difference. Led by the 163 bed 'Look Ahead' (Housing & Care) hostel in Aldgate, east London, 'One Mile East' is brightening a dull, anonymous area and bringing different sections of the community together: children, business people, railway authorities and the council. Major public art works and other paintings have been completed along a derelict railway line. The project has had a beneficial impact on the residents of the hostel who became involved in producing art work around the building. The comments made by residents to researchers included:

'It helps you find some self worth and gets your brain working;' and

'It encourages people to take initiative and responsibility.'

The researchers concluded that 'One Mile East' had provided hostel residents with an opportunity to lead a community initiative which was exciting and inspiring for all involved. Residents had been able to take away with them the sense of achievement and respect from those around them they had gained from being involved.

In addition, arts and sports can also:

- change perceptions of an area;
- help to build outside links for insular communities, changing their perceptions of available opportunities and reducing poverty of aspiration.

CASE STUDY: Batley Carr Estate, Kirklees

In 1993 Kirklees Metropolitan Council used the arts and leisure in the regeneration process in its area and the housing department. An art project on the Batley Carr estate has been credited by many residents with having improved the feel of the place.

One resident spoke of having felt embarrassed to live there, but she had become involved in the arts project through her children and now believed that, if the housing department had given her a decent place to live, it was the arts project which had given her a role in the community and confidence in the future. As one former tenant explained: 'To be perfectly honest, Batley Carr was depressing, the environment wasn't nice; you didn't feel nice. Now there's all these nicely designed ceramic numbers, and all the new signs, and it has lifted the area.' From the dispassionate view of the Batley News offices, the editor confirmed that the estate was seen very differently in the town, and that the arts project

had been central to changing its image locally and further afield.

CASE STUDY: Alveley Village Band

Alveley is an isolated village in Shropshire, with poor public transport links and limited access to commercial entertainment. Alveley Village Band has about 85 members, ranging in age from seven to 70 and who regularly give concerts to enthusiastic audiences of 200-300 people in the parish church. Some of them can read music, and some 'sort of make it up as they go along,' but nobody gets left out.

In 1995, following a National Lottery grant to upgrade instruments and buy further equipment, the band's founder, Colin Jones, approached the City of Birmingham Symphony Orchestra about working together. CBSO players and the CBSO composer-in-association took part in two workshops playing with the band, culminating in a concert at Alveley Parish Church involving the CBSO musicians. In short, arts and sport are not the icing on the cake, but the yeast which makes the bread rise.

1.9. We have, however, identified various important barriers to the wider development of the contribution arts and sport can make to neighbourhood renewal:

- community development projects are often focused on the requirements of particular funding organisations or programmes (inputs and outputs), rather than on the needs of those on the receiving end (outcomes)
- community development projects are often funded on a short-term, project basis, whereas a longer period, supported on a more 'mainstream' basis, will often be needed for sustainable benefits to accrue
- arts and sports bodies tend to regard community development work as being both an 'add-on' to their 'real' work and as a lesser form of activity
- other bodies involved in regeneration tend to regard arts and sport as peripheral; regeneration projects tend to focus on changing the physical environment, and to pay insufficient attention to building individual and collective 'self-help' capacity building within the community
- there is a lack of available evaluated information about the

regenerative aspects of arts and sports community development projects and information in accessible formats about facilities/funds available to community groups and people/groups at risk of social exclusion

- schools could play more of an important role in developing the habit of participation in arts and sports
- links between arts and sports bodies and the major organisations involved in area-based community regeneration schemes are often poor.

1.10 This report makes recommendations designed to help the many organisations managing relevant programmes overcome these barriers. Our work has concentrated on:

- a. identifying what makes arts- and sports-based community development programmes successful
- b. identifying the many current initiatives for extending current levels of activity
- c. using these findings to suggest a policy framework within which further work can develop