

Guidance on Integrating Culture and Sport into Local Area Agreements in the East Midlands



Cultural Improvement Partnership
East Midlands
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Introduction

This briefing note is aimed to support colleagues within local authorities and their partner organisations tasked with seeking to embed culture into new style Local Area Agreements (LAAs) and should be seen as complementary to other statutory guidance available.

The new style LAAs have a broader role; they become the delivery vehicles for agreed community objectives and will provide the focus of the new local authority performance regime.

The Regional Commentary process examined how well cultural services work with others to address key local challenges through; cross-service working; partnership activity; and shared priorities. The embedding of culture and sport within Local Area Agreements therefore is a key test of these ways of working.

This briefing supplements but does not replace existing guidance on LAAs. It is designed to offer some understanding of key policy drivers, negotiating points and pointers as to how the cultural and sport programmes can best relate to the new LAAs as they emerge.

The Cultural Improvement Partnership

The Cultural Improvement Partnership East Midlands (CIPEM) comprises representatives of the key regional cultural agencies and local government. It is supported by Sport England, Museums, Libraries and Archives, Renaissance, Arts Council England, Local Government East Midlands, Culture East Midlands, the East Midlands Cultural Observatory and the Government Office for the East Midlands.

CIPEM is delivering a programme in 2007-2010 to strengthen local authority cultural services in the East Midlands. The partnership aims to increase the impact and value of cultural services to the communities of the East Midlands by facilitating continuous improvement, effective delivery and shared service provision.

The partnership is funded by the East Midlands Improvement Partnership (EMIP) and the key regional cultural agencies (Sport England; Arts Council England, East Midlands; Museums, Libraries and Archives; and Renaissance) with Culture East Midlands as the accountable body.

Programme of Support

This initial LAA briefing note forms part of a wider programme of support being offered by the Cultural Improvement Partnership East Midlands that includes:-

- Targeted Development Seminars for Elected Members with a portfolio lead, scrutiny role, or other interest in culture and sport;
- Briefing Notes for Elected Members on key issues and concerns in relation to culture and sport to assist them in their leadership role;
- A Regional Workshop on culture and sport in the LAA in December 2007;
- Disseminating key materials on the LAA through Cultural Services Chief Officer Groups;
- Peer Support between local authorities, brokered by the CIPEM sub regional representatives;
- CIPEM website with key documents, briefings etc www.cipem.org.uk
- Access to Community of Practice online to share questions, concerns and learning (under-development);

Background

Local Area Agreements - The story so far

Since 2005 local authorities have been working towards agreeing a Local Area Agreement (LAAs) with central government. The aim of LAAs is to achieve local solutions that meet local needs, while also contributing to national priorities and the achievement of standards set by central government. The LAA is a key mechanism for allocating resources.

Local Area Agreements seek to:

- provide intelligent discussion between local and central government, based on a clear framework and shared understanding of national and local priorities;
- improve local performance, by allowing a more flexible use of resources, to achieve better outcomes and devolve responsibility;
- enhance efficiency by rationalising non-mainstream funding and reduce bureaucracy to help local partners to join up and enhance community leadership.

How LAAs are changing

The White Paper "*Strong and Prosperous Communities*" published in October 2006 set out fundamentally different arrangements for LAAs to provide local authorities and partners with the flexibility and capacity to deliver the best solutions for their areas through a reformed relationship between central and local government.

More detail about the new LAA arrangements is included in the DCLG document "*Negotiating New Local Area Agreements*":

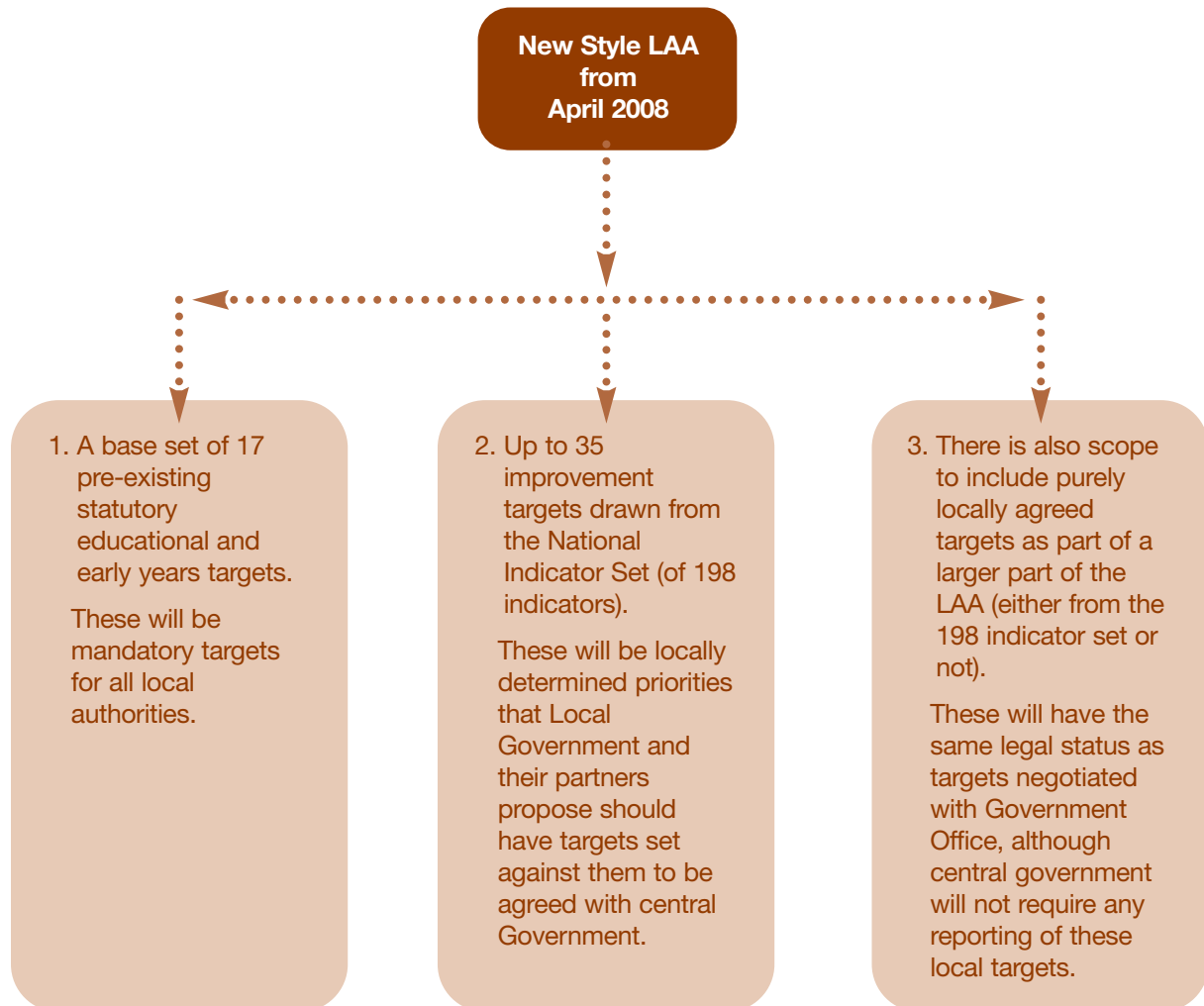
<http://www.communities.gov.uk/publications/localgovernment/negotiatingnewlaas>

The IDeA and Local Government Association have also produced a document called "*A Very English Revolution*" that reflects many of the policy implications as to the new changes which can be found at:

<http://www.idea.gov.uk/idk/aio/6027016>

What happens next?

New LAAs will be implemented in June 2008. There will be three categories of targets in future LAAs.



The other key aspect will be how culture and sport can be aligned to other priorities as a cross-cutting contributor. The later sections in this brief highlight where some of these possibilities might arise.

The National Indicator Set

The National Indicator Set (NIS) was announced on 10 October 2007 by Hazel Blears MP, Secretary of State for Communities and Local Government. The Department for Culture Media and Sport (DCMS) have successfully advocated for the inclusion of 4 indicators that reflect the interests of the sector. There is also a Department for Children, Schools and Families indicator focussed on school sport.

These include indicators reflecting participation in and engagement with sport and physical activity, arts, libraries, and museums. The National Indicator Set can be found at:

<http://www.communities.gov.uk/publications/localgovernment/nationalindicator>

The indicators that have most relevance to cultural services and their partners are:

- **Adult participation in sport** [NI 8]
- **Use of public libraries** [NI 9]
- **Visits to museums or galleries** [NI 10]
- **Engagement in the arts** [NI 11]
- **PE and School Sport** [NI 57]

There are other indicators across the NIS where culture and sport may have a role to play in a cross cutting sense and we explore some of these areas in the later parts of this document.

Negotiations

The DCLG guidance mentioned earlier sets out the fuller processes for negotiating the new LAAs.

The cycle of negotiation for LAAs has already commenced with the Government Office (GO) using national and regional data to identify potential priority indicators in a locality. These initial suggestions are going forward for the basis for negotiation with the respective local authorities and their partners. GOEM have recently held case conferences to agree on outline priorities for each area.

At the same time local strategic partnerships have also started to consider their approach to the 2nd generation of LAAs. The authorities who were involved in the dry run exercise to test the new style arrangements (Northamptonshire and Derbyshire in this region) are most advanced in this area. Their thinking has progressed to identifying key concerns that should feature in their LAA.

Some local authorities and their partners are putting together their new Sustainable Community Strategy, to replace the existing Community Strategy and setting out the vision and priorities for an area. Local Area Agreements will effectively become the delivery plan for the new Sustainable Community Strategy.

An immediate priority is for cultural services and their partners in the local areas to start to mobilise their efforts in seeking to influence the shape and content of the new LAAs and Sustainable Community Strategies. This may include: making links with the corporate centre for the LAA; making the case for culture as a cross-cutting driver; establishing relationships with other theme contacts; and positioning senior cultural figures or champions within the LAA decision making processes.

Evidence from the "Taking Part" survey illustrates the importance communities place in sport and cultural services. The cultural sector adds texture and richness to the local picture and we need to work hard to bring this to the fore.

Where the sector has had success in the past around LAAs it has tended to be where local cultural figures have worked in tandem with their GO DCMS contact. Your DCMS representative has started liaison with cultural contacts in each of the authorities and will maintain this throughout the full LAA negotiation cycle.

Your DCMS representative in Government Office has made the case for culture and sport in all the case conferences conducted for each LAA area and has made suggestions for alignments to other priority areas that have arisen from other government policy areas e.g. health, children, cohesion, volunteering or the economy etc.

Timetable

As the National Indicator Set has been released, Government Office has commenced initial negotiations with local partnerships on possible priorities. Similarly partners are commencing local exercises to determine their thinking to address the priority debate.

Throughout the rest of 2007 and in early 2008, GOEM will be working with their local LAA

counterparts on the detailed negotiations around the LAA. This will include the priority indicators, local targets, funding plans and partnership arrangements etc.

GO Regional Directors will make recommendations to central government for Ministerial Sign off of LAAs by June 2008.

Evidence and Data

The Department for Communities and Local Government (DCLG) LAA Guidance for negotiation places strong emphasis upon an evidence base to underpin the negotiations and as a justification for the inclusion of particular priorities.

Throughout this document we signal a number of sources of available evidence that could be called upon throughout the negotiation process. However, the technical guidance that should set out how the national indicators will be monitored and progress tracked has not yet been released.

It will soon become apparent whether the intention is for the national indicators to be measured solely by nationally comparable data valid at the local level or by an evidence base drawn from a range of local sources. Either way it will be crucial that there is baseline data available in order for progress to be tracked.

At present, of the indicators that have most relevance to cultural services and their partners, only those relating to sport [N 18] and [N1 57] can currently be measured comparably at a national and local level. The DCMS and its NDPB's are working to address this and they are negotiating a method for collecting data which is statistically significant at LAA area, that would be available from 2009 for LAA refreshes.

Part of the Regional Commentary process provided a specific focus upon performance management and the ability of cultural services to have clear, concise evidence based summary of their performance. We would encourage you to consider at an early stage, how you will draw upon performance data and other material in making your case for culture to be included in the LAA.

Nationally the cultural agencies are working with DCMS to provide a suite of potential local indicators that could be used in addition to the 35 improvement targets chosen from the national 198.

- Sport England has a number of potential indicators provided by the Active People survey. All of the following indicators are available for all local authority areas across the country and within the East Midlands
 - Frequency of adult participation 3x 30 mins moderate intensity
 - At least 1 hour a week volunteering to support sport (all adults)
 - Club member (all adults)
 - Received tuition from an instructor or coach in last 12 months (all adults)
 - Taken part in organised competitive sport in last 12 months (all adults)
 - Satisfaction with local sports provision (all adults)
- Arts Council England will manage a dataset for the number of schools with Artsmark status and the proportion of young people gaining an Arts Award in every LAA area.
- MLA manages a dataset of schools participating in the DCSF's Generic Learning Outcomes (GLOs) to indicate the impact of learning for teachers and pupils.

CIPEM recognises that the sector is continually challenged as to its ability to demonstrate the value of culture in influencing key strategic plans including LAAs. We will therefore be seeking to include a focus on evidence and data at a planned LAA workshop in December and make further guidance available on our website. In addition the Regional Cultural Observatory will be offering advice, signposting, surgeries and training in the use of evidence for both negotiating and performance monitoring.

Duty to Cooperate

The DCLG LAA guidance places lead local authorities for LAAs under a duty to produce a LAA in consultation with named partners.

The duty to cooperate arrangements seeks to name those bodies that provide key services to the local community in some capacity and which are named in statute, or have a statutory basis.

The possible methods of engagement for named bodies include representation on the LSP Board; secondment of staff to the LSP central team, or considering and determining LAA and Sustainable Community Strategy drafts.

Within the list of bodies included in these arrangements are: Sport England, Arts Council England, English Heritage and Museums Libraries and Archives. The practical implications of the duties for the different named partners will be expanded on in the accompanying LAA statutory guidance.

GOEM will be engaging with the named partners in the East Midlands once the statutory guidance is available and will seek to develop some ways of working from there. The Duty to Cooperate will feature as a workshop item at the next regional LAA road show later in 2007.

It is possible that these arrangements may open up new potential for culture and sport representatives in the DCMS Agencies to take up a more prominent role in the shaping of LAAs.

LAA Themes

We have set out in the remaining pages of this briefing paper some pointers around the main themes that shape the LAA and a number of opportunities for aligning cultural aspirations to them within LAAs.

The main themes in the LAA are:

- Children and Young People
- Healthier Communities and Older People
- Safer and Stronger Communities
- Enterprise and Environment

Children & Young People (CYP)

Background

There have been significant changes in recent years to the way services are delivered in the children and young people's sector.

The enquiry into the death of Victoria Climbié by Lord Laming in 2003 led to the green paper "Every Child Matters: Change for Children" and to the Children Act 2004.

A key part of the legislation has been the reorganisation of local authorities, so that social and education services for children are joined into one children's service, led by a director of children's services.

There are strong crossovers already established between DCMS policy and the Children and Young People's agenda. Joint departmental policy around Extended Schools, Creative Partnerships, the Respect agenda, positive activities for young people, PE and school sport and the childhood obesity challenge etc has resulted in increased opportunities for cultural and sports based organisations to play their part in the children and young people's arena.

Children and Young People in new style LAAs

For the purposes of Children and Young People and the LAA there will be two key considerations.

- Cultural and sport programmes and activities that might support the delivery of the 17 mandatory educational and early year's targets set out in the National Indicator Set.
- Those additional indicators that may also relate to children and young people that may be included in the 35 improvement targets and in the wider LAA. We have seen in the early GO discussions that there is a desire for a few indicators in the 35 to reflect additional concerns around Children and Young People.

There is no one single indicator from DCMS in the national indicator set for participation in cultural and sporting programmes as it affects young people. The only DCMS indicator is around PE and School Sport [NI 57]. However there is a Department for Children, Schools and Families (DCSF) indicator around Positive Activities that is specifically about measuring young people's participation in 'sporting, cultural and recreational activities' [NI 110]. Extended Schools [NI 88] is also a possible priority and is a recognised platform for culture and sport as part of the core offer for extended provision.

Links with Children's Services

A starting point for influencing the LAA is to make sure you are familiar with the content of the current Children and Young People's Plan. These are the multi-agency strategic plans, which set out the priorities for children and young people, and it is from these that LAA priorities will be identified.

If you have a strong existing dialogue and areas of joined up working with counterparts in children's services, you should be able to identify where the sector adds value, either against stand alone efforts such as PE and Sport or by making the case for culture in delivering other agendas

e.g. children at risk, looked after children, extended services, exclusions, health concerns, low attainment etc.

If culture and sport's reference in the Children and Young People's Plan and existing LAA is narrow or under-developed this might signal the need to develop some fresh dialogue with your counterparts in children's services (see the GOEM/Culture East Midlands report on the way Culture and Sport has featured so far in Children's Plans and LAAs on page 11 of this briefing).

Key points of negotiation

PE and Sport

- In July 2007, Gordon Brown announced a campaign to give every child the chance of five hours of sport and time for cultural activities every week (<http://www.labour.org.uk/conference/brown>). He called for a 'united team effort' in the run up to 2012 so we can 'unlock all the potential, not just the three R's, for every pupil as we look ahead with pride to the Olympics we aim for the first time for five hours a week sport and time for arts and music too'. This has driven up the significance of physical activity and culture amongst policy makers and it is legitimate to present this for consideration in terms of the LAA.
- There is an indicator in the NIS reflecting children and young people's participation in high-quality PE and sport [NI 57] and your DCMS representative in Government Office has worked to ensure colleagues in the GO are aware of its significance.
- PE and physical activity are very much aligned to a concern about childhood obesity, which has been presented in a number of local areas as a potential concern. PE and Sport has often been used as an indicator against any effort to tackle obesity as there has been a lack of any meaningful baseline data reflecting childhood obesity.

Childhood Obesity

- The National Child Measurement Programme is one element of the Government's work programme on childhood obesity, and is operated jointly by the Department of Health (DH) and the Department for Children, Schools and Families (DCSF). It aims to increase public and professional understanding of weight issues, and engagement with children and families on healthy lifestyles. The data provided by the programme will inform indicators [NI 55] and [NI 56] of the National Indicator Set, which relate to the DCSF Departmental Strategic Objective (DSO) 'to secure well-being and health of children and young people'. These indicators are likely to feature heavily in LAAs and there will need to be negotiation to align this with PE and school sport.

Attainment

- There are a whole series of indicators reflecting achievement targets in different subject areas and key stages. In the first LAA approach, cultural programmes such as Arts Mark, Youth Arts Awards, library reading programmes and school visits to museums all featured in different LAAs as contributory targets to children's and young people's attainment. Lately we have also seen some interest in Creative Partnerships emerging in LAA negotiations as part of refresh arrangements (see below).
- There is not the same provision for these contributions to be explicitly referenced in the future but there is still scope for a case to be made for these contributions to be recognised either in the delivery plan of the LAA or in children and young people's plans (see the earlier point about dialogue with children services counterparts).
- Building upon the existing Creative Partnerships programme, it is likely that there will be a single young people's agency addressing creative learning across the region and that there will be opportunities for every area to engage with this kind of practice. Both current CP teams and the agency will be keen to engage with local authority children's services and establish a dialogue with regard to local area priorities and LAAs.

Positive Activities

There is a Positive Activities indicator through the Department for Children, Schools and Families [NI 110]. This has not been included in priority discussions so far, however the issue of positive activities is a key plank of the 10 Year Youth Strategy and it is well recognised as an area that underpins a whole series of concerns for children and young people.

- Your DCMS representative in GOEM is working closely with Children and Learners colleagues on the opportunities around the 10 Year Youth Strategy. Early discussions suggest that the region will want to develop some ambition around the East Midlands arrangements.
- We will alert you in time as to how an alignment can be achieved to this concern, which we foresee as having potential for being a strong local indicator. An event to focus on the potential cultural elements of the 10 Year Strategy is being planned for early 2008.

Vulnerable and Looked After Children

- Concerns for vulnerable and/or looked after children have featured prominently in early discussions in the GO and offer potential for the prioritisation of services in this area. We know some services have already done this successfully in the East Midlands and the Arts Council England have also funded programmes aimed at facilitating the participation of looked after children in cultural activities. In addition libraries, through joint initiatives with children's services, give supported access to library services to looked after and/or vulnerable children and their carers through reading groups, no charges and fines policy and literacy support.

Extended Schools

- By 2010 all schools will be expected to be engaging with extended services. Extended Schools are at the heart of the delivery of Every Child Matters, improving outcomes and raising standards of achievement for children and young people.
- In theory, Extended Schools is rich territory to devise and deliver cultural and sport offerings in and around schools. GOEM and the DCMS agencies have undertaken work in the last year to alert the policy leads for Extended Schools to the range of possibilities. This is a fast moving policy agenda however with many competing policy areas seeking to establish an involvement in Extended Schools provision (e.g. parenting).
- Early evidence is suggesting that arts and culture have a vital role to play in Extended School settings. Initiatives such as the Young People's Arts Award are already being delivered in some regions through Extended Schools. The delivery of the 5 hour target for PE and sport will rely on strong Extended Schools provision. Libraries give vital support to children and young people through after school clubs closely linked to the national curriculum.

Youth Offending

- There are strong possibilities to link culture and sport with youth offending, which has been identified as a priority in the GO case conferences, especially in local authority areas which contain a youth offending institution.
- There are already examples of partnership working between youth offending teams and the Arts Council jointly funding posts and delivering programmes of arts activities for young people - including the Young People's Arts Award, which is also being delivered in secure settings.

Other Guidance and Evidence

Government Office East Midlands and Culture East Midlands have recently commissioned some detailed work to explore more fully how the cultural and sport sector is aligned strategically to the children's agenda. This report calls for greater capacity in the culture and sport sector to respond to local concerns as expressed in children and young people plans and LAAs. The report also emphasises the importance of constructing high quality dialogue with counterparts in Children's Services at the local level. This document offers critical background in terms of LAAs and is available from Russell Coughtrey at Government Office on 0115 971 2776 or email russell.coughtrey@goem.gsi.gov.uk

Creative Partnerships is the government's flagship creativity programme for schools and young people, managed by Arts Council England and funded by the DCFS and DCMS. It aims to develop:

- **the creativity of young people, raising their aspirations and achievements**
- **the skills of teachers and their ability to work with creative practitioners**
- **schools' approaches to culture, creativity and partnership working; and the skills, capacity and sustainability of the creative industries**

It was established in 2002 and now operates in 36 areas in England, including 4 in the East Midlands and is working intensively with around 1,100 schools. Significant independent national evaluation has been undertaken on the programme to date that can be used to demonstrate the impact of the arts in delivering broader outcomes for young people.

It is anticipated that over the next three years the CP offer will be extended across the region and that this will support a number of the outcomes under Enjoy and Achieve within the Every Child Matters framework.

Full reports can be found on the impact of the programme can be found at:

<http://www.creative-partnerships.com/aboutcp/businesssevidence>

In 2002 Arts Council England formed a partnership with the Youth Justice Board and commissioned a research study from Nottingham Trent University to look at access, participation and progression in the arts by socially excluded young people and young people on Detention and Training Orders (DTOs). The research found benefits to young people by participating in the arts, including the development of 'soft skills' (such as communication skills and team working) and improvement in overall educational achievement.

The majority of young people reported that participation in the arts led to relaxation and enjoyment and kept them 'out of trouble'. The full report, published in 2005, can be found at:

http://www.artscouncil.org.uk/documents/publications/detentionandtrainingorderspdf_phpIVpLCa.pdf

Healthy Communities & Older People

Background

There have been significant changes recently in relation to how health services are provided. Primary Care Trust (PCTs) have been re-configured along County Council and Unitary Local Authority boundaries. In the East Midlands there are now 9 PCTs and within some locations a joint Director of Public Health has been appointed with the Local Authority.

PCT's have also moved away from being a provider of services to more of a commissioning body, with the majority of public health/health promotion services being provided by outside organisations including the voluntary sector or by the provider arm of the PCT.

Links with Health Structures

There is a strong cross over already established between DCMS policy, Department of Health and Department of Children, Families and Schools (DCFS). It is fair to say that the most success for the cultural sector to date in terms of the health and older people theme of LAAs has been around sport/physical activity and their role in tackling obesity.

There should be other opportunities across the cultural sector but these need further development by partners to construct a clear proposition for health concerns in LAAs.

In many local authorities within the East Midlands, various health promotion/public health posts exist, which are joint PCT and local authority funded. PCT's are also using the results of the Active People Survey from Sport England to determine where are the 'hot spots' are in terms of low physical activity levels and matching these up with data on health inequalities.

There is a body of evidence demonstrating the link between participation in arts and cultural activity, and general well being [NI119] and the department of health actively endorse this view.

There is also a well developed arts and health forum in the region supported by both the Department of Health and Arts Council, and facilitated by Mike White from Durham University. For more information visit:

www.dur.ac.uk/cahbm/

If the depiction of culture in the Healthy Communities and Older People section in the existing LAA is narrow or under-developed, this might signal the need to develop some fresh dialogue with your counterparts in the PCT for example the Director of Public Health or Public Health Programme Manager.

A starting point for influencing the LAA is to make sure you are familiar with your PCTs Local Delivery Plan, which will include commitments to the Choosing Health priorities. In addition, the PCT and local authorities will be developing a Joint Strategic Needs Assessment plan which will provide an outline of where PCT's and local authorities will work together to deliver common health themes.

Priorities to improve the health and well being of older people in your area will be set out in the strategic plan of your Adult Services department, and are likely to include issues such as maintaining the independence of older people (i.e. the ability to continue living in their own home) and reducing falls, areas where sport and culture can play a role. Some existing LAAs already reflect a concern for the cultural and recreational needs of older people as a contribution to an older person's independence.

In addition, Local Obesity Strategies led by PCTs (and involving partners) provide a framework for delivery of programmes which will concentrate on prevention and treatment. It may also be pertinent to build upon local physical activity strategies where they have been established.

Key Negotiating Points

Physical Activity

- In February 2007 Sport England Main Board approved a proposition to establish Active People as an ongoing monitoring and research tool. Rather than repeat the survey once every 3 years with sample sizes of 1,000 in each local authority, the survey will be repeated annually with a sample size of 500 in each local authority.
- For those areas that already have Physical Activity as a reward target, these will be automatically rolled forward to the new LAA. The precise nature how these will be presented is still to be decided nationally.
- For those areas that have not utilised Active People to secure a concern for physical activity in their LAA, the new LAA is an opportunity to promote this option. Active People survey is a reliable and robust survey and is recognised as a strong source of evidence by health partners. The data from the Active People survey can be accessed via the Active People Diagnostic tool:
<http://www.webreport.se/apd/login.aspx>
- 8 out of 9 first generation LAAs in the East Midlands include sport and physical activity (3 X 30 minutes of moderate activity per week). 3 of these have stretch targets related to sport and physical activity.
- Sport England will be working with local partners and the network of County Sport Partnerships and Community Sport Networks in order to get 3 x 30 prioritised in a similar way. Where existing stretch targets roll over on the new LAA there may be opportunities to develop local measures which illustrate the effect and impact of the investment already placed.
- Sport England has match-funded 2 LAA sport and physical activity stretch targets in Northamptonshire and Leicestershire.

Arts and Health

In partnership with the Department of Health, Arts Council England East Midlands have funded a regional post to deliver on arts and health. This work is being delivered by Leicester Comedy Festival. At the same time there are a growing number of posts situated within PCTs or specifically focussing on health related projects such as LIFT.

- Discussions are ensuing with Leicester Comedy Festival colleagues about how local authorities can develop a more enhanced offer around arts and health provision specifically within LAAs and we will build this into future CIPEM programmes.

Mental Health

- Mental health has appeared strongly as a concern in LAAs so far and there is a theoretical alignment to a cultural offer but not explicitly within a LAA context as yet. We already know that the strength in the East Midlands around arts and health practice is predominantly in the area of mental health.
- Any alignment of cultural services to mental health concerns in LAAs need to be connected to the specific delivery arrangements for mental health services in your own local area. This should feature a range of partners including social services, Primary Care Trust, voluntary sector (e.g. Age Concern and the Alzheimers Society) and others. If mental health features within your LAA it may be an opportunity for some connectivity if not already established.
- There are separate arrangements for Children and Young People which is manifested through Children and Adolescent Mental Health Services (CAMHS). CAMHS features largely in LAA discussions so you can expect your local CAMHS service to probably have some stake in LAA delivery.

Older People

- Policy around services to older people is creeping up the Government Agenda and is emerging as a priority concern in early LAA discussions. There are a few indicators in the NIS that refer to older people, with independent living being a key one [NI 136 - people supported to live independently through social services]. The Government Office could well draw upon specialist advice in this area to develop its thinking around LAAs.
- Some previous LAAs prioritised cultural provision for older people. Indicators reflecting the well being of older people offer an opportunity for services to build on their provision for older people against concerns expressed in the LAA.
- Across the sector there is much good work in providing services to older people either in their own homes or in care settings.
- The sector needs to do more work in this area to define a specific proposition against older people and independent living issues as they are referred to in LAAs. CIPEM will seek to build this into its future programme of work.

Drugs and Alcohol

- Drugs and Alcohol abuse (and associated issues such as domestic violence and anti social behaviour) are featuring prominently in the initial LAA discussions coming from both a health and crime policy perspective. There may not be a direct concern for culture, but you will be mindful if this emerges as a priority in your area and consider how cultural programmes might be a contributor.

Guidance and Evidence

Sport is able to evidence a baseline (via the Active People Survey <http://www.sportengland.org/homepage-ap>) and with the re-commissioning of the Survey will be in a position to track changes in participation rates. The data from the Active People survey is available here:

<http://www.webreport.se/apd/login.aspx>

The Arts Council and Department of Health have jointly produced a 'Prospectus for Arts and Health' that celebrates the success of arts and health to date, usefully outlines the positive policy position of the NHS and provides further impact evidence. The document can be viewed at:

http://www.artscouncil.org.uk/publications/publication_detail.php?rid=0&sid=&browse=recent&id=581

The role of the Arts within regional Health and Well being Promotion and Improvement is currently under investigation by the Directorate of Public Health, East Midlands and Arts Council England, East Midlands. The work is carried out by Dr Mike White, Durham University, and Leicester Comedy Festival Ltd. It includes publishing and distributing Case Studies, best practise advocacy, securing funding and developing partnerships between arts and health partners. Findings are available at:

<http://www.emphasisnetwork.org.uk/emphasison/artsandhealth.htm>.

DCMS and DoH jointly commissioned a report, carried out by Anglia Ruskin University and the University of Central Lancashire, with substantial quantitative evidence of health improvements associated with participation in cultural activities:

<http://www.socialinclusion.org.uk/publications/MHSIArts.pdf>

The ACE / DoH Prospectus for Arts and Health contains numerous examples of projects as well as links to research and evidence. The ACE commissioned report, Arts in Health: a review of the medical literature (2006), by Dr Rosalia Staricoff, focuses on studies published from 1990 to 2004, looking at 385 papers from medical literature. Both can be downloaded from:

<http://www.artscouncil.org.uk>.

Significant research has been undertaken on participation in the arts and public health. A major study by Dr Joy Windsor of the Office for National Statistics demonstrates that people who attend artistic and cultural events are more likely than other people to report good health, even when important characteristics such as age, socio-economic status and highest educational qualifications are taken into account. The full report can be found at:

http://www.artscouncil.org.uk/documents/publications/yourhealth_phpUVF18.pdf

Mike White and Francois Matarrasso have also produced a report, which documents regional case studies in relation to arts and well being:

<http://www.culture-em.org.uk/news/newsreturn.asp?fileno=45>

For more evidence also visit Arts Care at <http://www.artscare.co.uk/home.htm>

Safer & Stronger Communities

Background

This themed area has proved to be a mixed blessing for culture and sport. 'Safer' is very much about the crime and disorder agenda and is dominated by the interests of the Home Office. Culture has in the past made a more effective case against the 'stronger' end of this theme, centring upon concerns for the community, volunteering and cohesion.

You will need to make your own judgment of the degree to which your services can influence the crime and disorder agenda or whether your efforts are best directed at the 'stronger' end of this theme. One possible crime centred policy area we have mentioned in relation to the children and young people's theme is 'positive activities' where there should be a clear correlation with anti social behaviour.

Cultural Participation

This themed area could well turn out to be the home for any indicators to reflect the set of cultural indicators around participation set out in the National Indicator Set (see Economic and Environment theme also).

There is a concern that unless there is significant use of the cultural indicators it is possible that they could be removed from a future revised indicator set and culture will therefore struggle to maintain and develop its presence in LAAs. We would therefore encourage the use of National Indicators wherever possible.

For at least the first year of new-style LAAs there will only be baseline data available for one of the indicators (physical activity). The DCMS is

considering a separate local authority cultural participation data collection system in partnership with the relevant NDPBs. The Department will present further guidance on the precise methodology and data source for cultural indicators, once discussions have concluded with the relevant DCMS agencies.

Your DCMS contact at Government Office will be able to guide you through any interim arrangements where there may be a need to use one or more of the national suite of optional local cultural indicators or other locally crafted indicators. This will help ensure culture is seen to play its role in LAAs.

Community Cohesion

Your DCMS GO representative has had some success in aligning a cultural participation argument to priorities around community cohesion presented at the recent internal case conferences. We see cohesion policy as being a key opening for securing a broad cultural offer within LAAs. This is further evidenced in the support documentation from the Treasury on PSA Delivery Agreement 21: build more cohesive, empowered and active communities, where culture is positioned firmly within a set of indicators concerned with communities:

http://www.hm-treasury.gov.uk/media/E/9/pbr_csr07_psa21.pdf

This suggested potential alignment has been well received by Government Office colleagues so far and we would encourage you to establish who the lead is for cohesion policy is within your own local area.

The Government's concerns for cohesion centre upon people from different backgrounds getting on well together in their local area [NI 1]. All of the LAAs discussion so far within the Government Office has recognised the issue of developing cohesive communities in some shape or form. This offers a clear opening for culture and participation to being key drivers against these aims.

The argument for alignment of cultural participation is supported by the rich set of carnivals, melas, exhibitions, cultural and sporting events and festivals that frequently bring people from different backgrounds together and afford opportunities for cohesion and developing inter-cultural understanding.

Volunteering

There is an indicator in the National Indicator Set around participation in regular volunteering [NI 6], which clearly has implications for culture and sport which secure and rely upon large numbers of volunteers for activity to take place and for clubs, institutions, attractions and other pursuits to operate. The importance of developing third sector engagement in the LAA has featured largely as a potential priority in many of the LAAs in discussions so far.

This indicator will focus efforts to promote participation in formal volunteering, growth in social enterprise and also to ensure that the strength, dynamism, and capacity of all third sector organisations is maintained and enhanced. The indicator will measure an index of regular formal volunteering (i.e. volunteering at least once a month) and the number of full-time equivalent staff the third sector employs.

There is a strong argument to be made that any concerns for volunteering needs to be complemented by indicators for cultural and sport participation.

Crime and Drugs

The National Indicator Set has a suite of indicators available reflecting government's concerns around crime and drugs. These reflect crime rates, different categories of offences, anti-social behavior, domestic violence etc. There are also indicators for drunkenness and drugs.

These concerns obviously reflect the interests of the principal organisations who operate in this policy area. You will need to follow how these concerns are presented as "sense of place" issues and consider whether any cultural arguments should be presented. For example how positive activities impact positively upon anti social behaviour and how cultural festivals and events can negate criminal activity.

Key points of negotiation

Cultural Participation

- In early LAA discussions your DCMS contact has argued for culture to be harnessed as a driver in LAAs, either as a priority or as a cross cutting concern. It is expected that colleagues in cultural services will wish to make a "case for culture" aimed towards the respective LAA themes to further support this argument.
- The sports indicator will continue to be measured through Sport England's Active People Survey. For the other cultural indicators, DCMS are considering options for a separate local authority cultural participation data collection system in partnership with the relevant NDPBs. Issues around use of the targets and the precise numbers to be used in LAAs will be advised by your DCMS contact as the negotiation process moves forward.
- In several parts of the region, new cultural facilities are coming on stream as a result of significant capital investment. It is legitimate therefore to signal that these facilities and other parts of the cultural infrastructure need to be key deliverables around LAAs (see Economic Development and Environment section for more on this).

Community Cohesion

- There may be a drive to include one of the available indicators around cohesion as a priority rather than include a series of cultural indicators from the National Indicator Set. In these circumstances, any cultural indicators appearing as local targets will need to be expressly depicted as efforts aimed towards cohesion. Your DCMS contact in Government Office can advise on this.
- You should make yourself aware of PSA Delivery Agreement 21: build more cohesive, empowered and active communities. This document offers a clear argument from the centre of government for the recognition of culture as a key driver in building communities.
- The “unengaged” group from Taking Part (see over) includes people from all walks of life - however, lower socio-economic groups, disabled people and people from black and minority ethnic groups (particularly those from Asian backgrounds) are much more likely to be unengaged.
- Low levels of arts engagement are correlated with a range of indicators of disadvantage, and also with low levels of participation in other areas of public life - volunteering, voting, visiting libraries and participating in active sports.

Volunteering

- There is a strong opening for volunteering in the new style LAAs around culture and sport and you should consider what locally could form your argument for involvement in the direct delivery against this concern in the LAA.
- There are numerous examples of volunteering engagement in cultural activities; people organising and supporting events, on boards, working with young people etc. Volunteers also form the bedrock of the management of museums in the region embedded within local communities, learning skills and developing community heritage and a sense of place.
- Young People’s Arts Award encourages leadership in the arts and young people to lead arts projects within their communities - there are already strong examples of this happening, clearly impacting on the volunteering agenda.
- Step into Sport provides opportunities for young people to gain experience of sports leadership and volunteering in their local communities, recognising the roles that local partners and national agencies play in this provision.
- Emerging opportunities around London 2012 programmes being developed in the region may also be fertile ground for volunteering in the longer term (see Economic and Environment section).

Other Guidance and Evidence

Some key facts

The Taking Part survey signals some key headline evidence as to why cultural participation is a key local consideration.

- The Taking Part survey tells us that 41% of the adult (16 and over) population have visited a museum at least once in the last 12 months and 45% for libraries; 63% of the adult (16 and over) population are 'actively engaged' with the arts in that they have had at least three arts experiences in the last twelve months (the new arts local performance indicator).
- According to data from the Taking Part survey, over 50% of the adult population have had no engagement with a museum, library and archive and 23% of the adult population have no engagement with the arts in that they have not attended or participated in any of a wide range of arts events and activities in the past twelve months.
- Active communities are associated with people being able to make the most of their talents and to enjoy the talents of others. The cultural and sporting sectors play a key role in creating active communities, in which people are able to improve their well-being.
- Research shows that people taking part in cultural activities were 20 per cent more likely to know 'many people' in their neighbourhood, and 60 per cent more likely to believe that 'many of their neighbours can be trusted' ¹. A survey in 2001 found that sport and exercise are the single greatest contribution to social participation ².

1 Results from Taking Part survey, Department for Culture Media and Sport (DCMS), 2006.

2 Citizenship survey, CLG, 2001.

Other Evidence

'Doing the Arts Justice' is a review by the Unit for the Arts and Offenders: Centre for Applied Theatre Research, commissioned by Arts Council England, the Department for Culture, Media and Sport, and the Offenders' Learning and Skills Unit at the Department for Education and Skills. It examines the effectiveness of the arts in criminal justice settings, particularly the use of arts in the prevention of crime, in custodial and community sentencing, and resettlement:

<http://www.culture.gov.uk/NR/rdoonlyres/D4B445EE-4BCC-4F6C-A87A-C55A0D45D205/0/Doingartsjusticefinal.pdf>

This is a useful paper on volunteering using Taking Part data:

http://www.artscouncil.org.uk/documents/projects/TPbriefingNo2_phpMliYcs.doc

Economic Development & Environment

The Background

The inclusion of economic development within LAAs recognises that a strong and diverse local economy, which provides jobs and generates wealth, is one of the key building blocks of sustainable communities where people want to live and work.

In the Department for Communities and Local Government document: Developing the future arrangements for Local Area Agreements (Feb 2007), it outlined the new style Local Area Agreements and signalled that in future there will be four LAA themes, of which one would be centred upon “economic development and environment”. This themed area has colloquially been called “the fourth block”.

As well as pure economic elements such as growth, employment and skills this theme will also take forward considerations around transport, housing, the environment, rural issues, climate change and culture. In influencing the content of the LAA around the fourth theme you will need to have solid evidence and intelligence around how the sector can offer contributions to regional and sub-regional economic outcomes.

Culture and the Economy

The Local Government White Paper: Strong and Prosperous Communities (October 2006) reflects upon how sport and cultural activity and events can generate economic, commercial and social benefits, both locally and nationally. This offers legitimacy to the notion of culture and sport as economic drivers and key potential contributors to Local Area Agreements.

The DCMS recognises there is an increasingly compelling story to tell on the importance and challenges facing the Creative Economy to the UK and the issues which will confront the sector in the months

and years ahead. Work is underway on the forthcoming green paper which will set out an authoritative statistical and economic analysis of the creative economy, its vital importance to the future of the wider UK economy, and the challenges it faces. In addition to this the DCMS has established the Creative Economy Programme, which comprises seven Working Groups to look at the drivers of productivity in the Creative Economy. Final reports for each Group are published on the CEP website.
www.cep.culture.gov.uk

What has happened in LAAs so far?

Economic Development and Enterprise was only included as a distinct block in LAAs after the pilot round, although this theme was reflected in the other blocks e.g. employment, skills and growth.

The main DCMS related elements featuring in the former Economic Development Block in East Midlands LAAs so far have revolved around the creative industries, tourism and the visitor experience. Where the creative industries and tourism have featured it has tended to be where these sectors have already been identified as a key local business sector.

There are no specific economic indicators in the National Indicator Set that directly reflect the cultural, sport, tourism or the creative sectors. The national indicator set incorporates a narrower set of indicators reflecting benefits, qualifications or skill levels, and business growth etc. These are relevant to DCMS' ambitions for tourism and the creative economy but there is a need to make the case that where these sectors are key parts of the local economy, this is highlighted as key “story of place” context against the deployment of these indicators.

Links to Key Economic and Environmental Partners

Informing the fourth block will be a series of partners with a distinct interest in this themed area. These will include from an economic perspective: emda, sub regional strategic partnerships (SSPs), Jobcentre Plus, and the Learning and Skills Council.

On the Environmental side this aspect will be heavily influenced by the Department for Food and Rural Affairs, the Department for Transport and the Department for Communities and Local Government (for the purpose of including housing based aspirations).

Implications of the new Fourth Block

The precise way in which this “fourth block” will operate is still to be determined and more detailed steers will be offered by colleagues in the Department for Business, Enterprise and Regulatory Reform over time.

The depiction of culture as a key deliverable within the economic theme does not mean that the interests of the sector are only aligned to this theme. The presentation of outcomes and targets in agreements will be a point of detail for local partners and there is no expectation that indicators and targets should be assigned to any particular theme. Realistically there should not be any one theme where culture will seek to depict all its interests.

The ‘newness’ of the theme provides an opportunity and a threat. The threat is reflective of the ‘broad church’ the theme captures, i.e. the impact of culture could be lost particularly as there is not necessarily an immediate and obvious connection to the national basket of indicators, which could be viewed as a part of this block. The opportunity is that the nature of culture means that it can have a profound impact particularly on the well-being of an area. Building from this block could provide another avenue to establish a cross-cutting theme relating to culture and sport.

A key consideration will be how the fourth block will be taken forward locally and through which decision making mechanism. This will be a means to reinforce any arguments for culture and sport to be included in this part of the LAA.

Sub National Review

The Treasury’s sub national economic development and regeneration review outlined the Government’s plans to refocus both powers and responsibilities to support its objectives to encourage economic growth and tackle deprivation at every level. This would be achieved by empowering all local authorities to promote economic development and neighbourhood renewal, with greater flexibility, stronger partnership working and cooperation from other agencies, and better incentives for achieving economic growth and for ensuring disadvantaged areas benefit from and contribute to economic development:

http://www.hm-treasury.gov.uk/media/9/5/subnational_econ_review170707.pdf

In the next few months, detailed policy development will commence between regional partners and local authorities to improve their capacity to deliver on their new, enhanced role on economic development and neighbourhood renewal. CIPEM and its partner bodies are very aware of this issue and will seek to offer more detailed guidance and support as we move forward.

In the meantime, you will need to be mindful of the broad implications of the review when entering into any debate around the merits of the broad cultural, creative and sporting contribution to the economy.

Multi Area Agreements

A key consideration of economic development is effective cross-boundary working. This raises the notion of Multi Area Agreements (MAAs).

The recent Local Government White Paper: Strong and Prosperous Communities sets out a proposal for areas to create Multi-Area Agreements (MAAs) in an effort to strengthen cross-boundary working and promote greater flexibility in shaping interventions in sub-regions.

There has been no indication so far that there are formal Multi-Area Agreements being deployed in the East Midlands in this round of LAAs, although there are likely to be pockets of cross-boundary collaboration in certain policy areas emerging that will need to be reflected in two or more LAAs. We know that there is active discussion between authorities exploring common economic concerns in certain areas. You will need to consider any developments that may arise out of this affecting your own particular LAA.

Other Policy in the Fourth Theme

The fourth theme also includes concerns for policy around housing, road maintenance, land development, and a wide suite of interests around environmental sustainability and climate change.

This themed area will reflect the government's ambition to increase levels of housing supply. Where your area is impacted upon by Growth Areas or the New Growth Points, you will recognise the drive for growth and what this means in terms of additional homes and the need for facilities and services to serve these new communities.

These drivers will be reflected to some degree in LAAs and you should seek to establish what implications there might be for cultural provision, participation etc. We already know that certain authorities are making applications for growth funding linked to cultural provision and this could be the starting point for greater cultural alignment with this policy.

Concerns for Environmental Sustainability will feature in all LAAs and in many cases as top priorities (in the 35 priority indicators). Issues

around climate change, waste, cleanliness and bio diversity could all possibly feature to some degree.

The issue of climate change should be an opening for cross-cutting themes around culture opening the way for more cycling, walking, green spaces, parks etc.

The fourth block seems like a possible home for any references to any local programme of work around London 2012, especially anything related to the Cultural Olympiad, business opportunities, pre games camps, and the visitor economy etc. Other London 2012 activity could feature elsewhere e.g. physical activity levels, volunteering, PE and Sport etc.

We know that many sub regions are developing decision making groups to take forward their respective 2012 planning, many of these are already formally part of Local Strategic Partnership arrangements. We expect that more and more 2012 activity will start to feature within LAA arrangements especially in the post Beijing period.

Key Negotiation Points

- The National Indicator Set does not highlight any one sector in the basket of available indicators. Therefore it will be for local areas to ensure that key local sectors are included in their LAA vision as part of its “story of place”. You should be alive to local developments on this and ensure that any economic discussions around the LAA take due account of the creative, cultural, sporting or tourism industries.
- In influencing the content of the LAA around the fourth theme you will need to have solid evidence and intelligence around how the sector can contribute to regional and sub-regional economic outcomes. This should build on any corporate or political arguments that you are already making around investment into the sector.
- There is some powerful evidence emerging around the impact on inward investment of the development of an ambitious cultural infrastructure in many parts of the region. It is highly legitimate to argue this case in LAA terms (see evidence material below regarding key cultural investments).
- The five major urban centres in the region have seen an unprecedented investment in new and refurbished arts buildings in the past three years, some of which could prove to be iconic landmark attractions in their own right. Highlighting the economic impact potential for cultural tourism as a priority in LAAs could lever further investment from tourism and cultural partners.
- The region’s tourism bodies are keen to ensure that the visitor economy is included in LAAs if appropriate. We would encourage you to include your tourism partners (East Midlands Tourism and Destination Management Partnership) in any local discussions or negotiations. They are also able to guide you on the best use of available data reflecting the value and impact of tourism in the East Midlands and in specific sub regional areas.

Other Guidance and Evidence

Creative economic activity can add to the vitality and “sense of place” of a community as well as being a source of enterprise and skills employment. Latest figures suggest that in 2004, the creative industries accounted for 7.3% of UK Gross Value Added. There is also emerging evidence that the creative industries have important “spill-over” benefits into the wider economy, whether in terms of skills, knowledge or even influencing decisions on location by companies.

Recent research by Burns Owens Partnership Ltd (BOP) commissioned by Culture East Midlands and Arts Council England East Midlands, offers a detailed statistical map of the creative industries in the rural districts of the East Midlands region. This will soon be complemented by an equivalent BOP study of the region’s urban districts being led by the East Midlands Cultural Observatory, emda and EM-Media.

The Cultural Observatory is also working with the RCC’s, DCMS and ONS to explore a potential statistical baseline to evidence the economic impact of the creative industries at a regional and sub-regional level in a nationally comparable way. Updated information regarding regional creative industries data is available at: www.emculturalobservatory.co.uk

As a result of £120M investment by the Arts Council, emda, local authorities and other partners, in 2008 five major new arts venues will open in the region, at least two of which should generate significant national and international media interest purely for the quality of their design. These opening should have a major impact on the volume and value of region’s tourism economy if they are properly exploited. Leicester Performing Arts Centre and the Centre for Contemporary Art Nottingham have the same iconic potential to deliver major change as the Lowry in Salford, Baltic in Gateshead and Tate Modern on Bankside.

The East Midlands Cultural Observatory is leading a longitudinal evaluation of this major capital development programme for the arts in the East Midlands region. The project, which will be managed by a new post appointed within the observatory, will provide robust comparative evidence of the economic, social and cultural impacts of investment. Dr Jennifer Parkin, as the new post holder, will work with the nine capital development projects in the region on this project which builds upon an initial ECOTEC evaluation framework. Further details at: www.emculturalobservatory.co.uk

According to the European Travel Commission the number of tourists who cite the arts and other cultural activities as their reason for travel is increasing rapidly, with both public and private sectors responding with initiatives to develop and expand on cultural tourism.

The arts infrastructure in East Midlands has traditionally received less investment than other areas of the UK. However arts venues in the 3 cities already welcome more than 1.5 million people a year: this is more than the arts venues in Birmingham and in Manchester.

In partnership with emda, Arts Council England funded and managed a two-year programme to develop the skills base and aspiration of arts festivals in the region. Some festivals (such as Buxton and the Leicester Comedy Festival) are developing a national and international profile and bringing increasing economic benefits to the region. Others (such as Wirksworth, Format and some other cultural festivals in Nottingham, Derby and Leicester) have high growth potential.

The Cultural Observatory is leading an innovative project to pilot new methodologies of evidencing the economic impact of cultural events and attractions with local authorities in Market Towns. Another similar emda funded study is also underway in Newark to investigate the economic impacts of festivals and events. For further details please see: www.emculturalobservatory.co.uk

The success and increased duration of major events such as the Picasso exhibition at New Walk Gallery in Leicester demonstrate the potential of growth and economic impact of bringing major international touring exhibitions to the region. Other international cultural events such as the Special Olympics in Leicester in 2009 should be fully exploited.

As a sector sports contributes significantly to the economic well-being of the region (sport alone supports 46,000 FTE in the East Midlands, accounting for 2.5% of GVA). It is clear that the sector will need to work hard to ensure impact against this theme.

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Cultural Improvement Partnership East Midlands

Cultural Improvement Partnership East Midlands is delivering a regional programme in 2007-2010 to strengthen local authority cultural services in the East Midlands. The partnership is funded by the East Midlands Improvement Partnership and support agencies for cultural services (Sport England, Arts Council England East Midlands, Museums, Libraries and Archives and Renaissance).