

Delivering Local Area Agreements

the contribution of cultural activity



Produced by

**Cultural
Intelligence Ltd**

on behalf of

**Museums, Libraries
and Archives, London**

**Arts Council
England, London**

March 2008





Forward

We welcome this timely document from London's cultural agencies. The new Local Area Agreements provide local authorities with the opportunity to respond to local needs and adopt innovative approaches to shape their local areas. Cultural services have a key role to play in this; also culture is a fundamental part of London's character.

London's boroughs face an increasing number of challenges. Integrating the work of cultural services with other council services has been shown to be particularly powerful in building strong, sustainable communities. Evidence from the DCMS Taking Part survey shows that people who participate in culture and sport are more likely to know and trust their neighbours, to volunteer and be active in their community.

With the opportunities taking place through the Cultural Olympiad in the lead up to 2012, London's boroughs are well-placed to utilise their cultural services to transform the lives of the Capital's residents.

Cultural activity is important to people and their communities, what they choose to do and the opportunities it can provide. It can be fun and inspiring but it can also offer wider benefits to health and social cohesion. This document is a useful resource for local authorities. It brings together the National Indicator Set with key evidence and case studies to help boroughs explore how cultural services can contribute to the delivery of their LAA.

David Warwick,
Acting Regional Director, Government Office for London

Introduction



New Maldon Library. Photo: Andrew Wiard

Local authorities in London are negotiating new local area agreements (LAAs). These will become the framework for the delivery of their community objectives over the coming three years and provide the basis for monitoring their performance against *The New Performance Framework for Local Authorities and Local Authority Partnerships: Single Set of National Indicators*.

The outcomes to be achieved through LAAs are often complex and multifaceted. They require creative cross-cutting solutions from a mix of partners working effectively together. This is where culture can help.

Furthermore many of the aims of the Cultural Olympiad contribute directly to LAA outcomes especially where they relate to children and young people and safer and stronger communities. This is therefore a particularly significant time for London Boroughs to place culture within their LAAs.

This document and its companion *Delivering Local Area Agreements: A digest of research to evidence the contribution of culture in Local Area Agreements* has been produced to show how culture can contribute to specific indicators within LAAs and to provide supporting evidence. Both publications are organised to reflect the outcome themes promoted in the Single Set of National Indicators. This document provides an overview for each key outcome. These are **Stronger and safer communities, Children and young people, Adult health and wellbeing** and **Local economy**.

The supporting Research Digest gives more detailed evidence with links to further web based resources. It can be downloaded from www.audience.co.uk/Downloads.htm.

This document is not intended to provide solutions but to draw together key information and stimulate thinking on how cultural activity can deliver cross-cutting themes within LAAs. MLA London and Arts Council England, London welcome further discussions on taking this forward.

Stronger and safer communities

“Culture and sport are powerful tools for building community cohesion. Activities like... music, dance, local history and filmmaking offer natural opportunities for people to come together and participate in community life. They break down barriers between diverse groups and can help create a sense of local pride and belonging”

Estelle Morris, former Secretary of State for Culture, Media and Sport. 2004

This theme is about building communities where people feel they and their neighbours belong. These are active communities where people engage with one another and with local activities and where mutual respect prevails.

KEY INDICATORS

- NI 1 Percent of people who believe people from different backgrounds get on well together in their local area
- NI 2 Percent of people who feel that they belong to their neighbourhood
- NI 3 Civic participation in the local area
- NI 6 Participation in regular volunteering
- NI 7 Environment for a thriving third sector
- NI 9 Use of public libraries
- NI 10 Visits to museums or galleries
- NI 11 Engagement in the arts
- NI 17 Perceptions of anti-social behavior
- NI 19 Rate of proven re-offending by young offenders

Building social cohesion

■ Cultural activity can make a powerful contribution to establishing a sense of place, building cultural identity and encouraging people to feel they belong in their neighbourhood.

Engagement in cultural activity helps to create understanding and respect for others. Whether it be attending a festival, or visiting a museum or library, cultural engagement is a central part of building social cohesion.

Fact: The national Taking Part survey shows that people taking part in cultural activities are 20% more likely to know ‘many people’ in their neighbourhood, and that 60% who participate believe ‘many of their neighbours can be trusted’^{vi}

■ Cultural events are one of the few times when people come together with a common purpose. Bringing people together helps build their sense of belonging and civic participation.

Fact: Audit Commission research showed that Leicester City Council’s investment in more than 700 cultural festivals has helped Leicester score 5% above the national average on an official measure of community cohesion^{vi}



■ London's cultural organisations also provide enormous numbers of rewarding opportunities for volunteering – inspiring London's citizens to learn new skills and lead more fulfilling lives.

Fact: In London 95% of museums, 71% of archives and 70% of libraries involve volunteers. London's volunteers in museums, libraries and archives have successfully attracted volunteers that reflect the city's diversity and youthⁱⁱ

■ A huge growth in the use of archives has been prompted by television programmes such as 'Who do you think you are?' This activity helps strengthen community identity.

Fact: Nearly 90% of visitors to archives in England believe that they contribute to society by strengthening family and community identityⁱⁱⁱ

Reducing reoffending and anti-social behaviour

■ An increasing body of evidence shows that cultural activity, in particular, participation in the arts, can succeed where other approaches have failed to reduce reoffending and anti-social behaviour.

Fact: A study of 32 young offenders who participated in Blagg, a drama based offending behaviour programme found that only 30% of participants were reconvicted within one year compared with 39% of the matched control group^{iv}

■ The keys to this success are culturally relevant opportunities and a non-judgemental context. This provides opportunities for personal achievement which translate into motivation to achieve in other areas.

Fact: 58% of young people on Detention Training Orders want to continue with their preferred arts activity on release from custody^v

Case studies ►

Stronger and safer communities

Case studies



The Idea Store

Links to: NI 9 and NI 12

Created and managed by Tower Hamlets Council, The Idea Store includes a modern library with free internet, learning spaces, community café and specialist rooms for teaching dance and complimentary therapies. It has been widely praised for assisting community cohesion in one of the most diverse boroughs in Britain.

Impact: Within 1 year of its opening, the number of library visits in the area had increased by 300%. This was achieved for very little additional cost using reallocated resources from two outdated libraries and from a S106 Agreement with Sainsbury. By housing a range of other frontline services including IT, education and Surestart facilities the Idea Store has a reliable income stream.^{vi}

Back on Track

Links to: NI 11, NI 17 and NI 19

Run by Oval House in the London Borough of Lambeth, Back on Track is designed to support young people from the most disadvantaged circumstances who find themselves on the brink of exclusion or other crises due to anti-social or challenging behaviour.

Using the arts for empowerment, understanding and change, the programme equips young people with effective lifelong tools that they can use to maximise their strengths, and so break the cycle of deprivation not only for themselves but also for their communities.

Impact: The project has a considerable success rate with 87% of participants re-engaging with education and employment.

The Favela to the World UK Tour 2006

Links to: NI 11, NI 17 and NI 19

This project included major AfroReggae performances supported by a programme of participatory projects with up to 800 young people, in London, Oxford and Manchester. Working in partnership with four Hackney schools, the Arcola Theatre, Shoreditch Trust and Contact Theatre, AfroReggae delivered a range of activities to young people from a diverse range of backgrounds.

Impact: Many were young offenders, excluded from school, not accessing mainstream services or had a history of involvement with anti-social behaviour, gang and gun culture, and drug use.

In 'out of school' projects, participants were introduced to the work of AfroReggae. Two of these projects culminated in public performances, one at the Arcola Theatre, and another as a pre-show to a major event at the Barbican.

Children and young people

“We need to work with local authorities to support them in responding imaginatively to their statutory duty to provide sufficient positive activities for young people . . .Anti-social behaviour, Respect, Civil Renewal – our sectors are central to all of these agendas”

David Lammy, former Culture Minister. 2006

This theme is underpinned by the ambition expressed through ‘Every Child Matters’ that young people should be healthy, stay safe, enjoy and achieve, make a positive contribution and enjoy economic well-being.

KEY INDICATORS

- NI 50 Emotional health of children
- NI 58 Emotional and behavioral health of children in care
- NI 73 Achievement at level 4 or above in both English and Maths at Key Stage 2
- NI 74 Achievement at level 5 or above in both English and Maths at Key Stage 3
- NI 79 Achievement of level 2 qualification by age 18
- NI 80 Achievement of level 3 qualification by age 19
- NI 86 Secondary schools judged as having good or outstanding standards of behavior
- NI 88 Number of Extended Schools
- NI 110 Young people’s participation in positive activities
- NI 112 Under 18 conception rate
- NI 117 16 to 18 year olds who are not in education, training or employment (NEET)

Culture can contribute to indicators associated with young people’s participation in positive activities, in the development of extended schools and increasing participation in education and training.

Improving literacy, numeracy and school behaviour

Libraries are used by 72% of 11-15 year olds. They not only provide a resource for the development of literacy but an accessible and informal gateway to learning for young people for whom school has not been a success.

Fact: Researchers from Keele University found that . . . ‘taking part in musical activities can encourage children from socio-economically deprived areas to feel a stronger sense of connection to school in general, which may in turn lead to higher levels of achievement and to less incidence of delinquency and drop-out’^{vii}

Fact: In a survey conducted by MLA in 2005, 83% of students at Key Stage 3 and above agreed that the museum is a good place to learn in a different way to school^{viii}



A Premier League Reading Stars event. Photo: John Nassari

'The arts create energy, excitement and enthusiasm among even the most disaffected pupils. The intense, personal nature of arts experiences means that pupils tend to feel very committed to their work and consequently their behaviour improves.'

Qualifications and Curriculum Authority^{ix}

Schools that give priority to arts and creative activities are well placed to meet indicators relating to extended schools. Evidence shows that this can lead to improved engagement and better results from pupils.

Fact: The National Foundation for Educational Research found that young people known to have attended Creative Partnerships activities significantly outperformed their peers in the same schools at all three key stages^x

The Arts Council's Artsmark scheme provides a helpful framework for schools to maximise the contribution of the arts to improving results.

Fact: Ofsted inspectors reported that they had seen evidence of significant improvements in the basic learning skills of young people who had participated in Creative Partnerships activities^{xi}

Improving engagement in training and providing positive activities

Arts activity has the potential to engage those not in other forms of education, training or employment, young offenders, young people from BME backgrounds and those at risk of offending.

Schemes such as the Arts Council's Arts Award and qualifications such as the new Diploma in Creative and Media (DCM) can provide alternative platforms for achievement to the mainstream curriculum. Arts Award offers a progression pathway in arts skills for young people aged 11-25 and can contribute to the award of a DCM.

A number of arts organisations such as the Lyric, Hammersmith, now offer accredited learning programmes in literacy, numeracy and arts skills. Their success with hard to reach groups has now inspired them to extend this training beyond the arts to skills such as construction and IT.

Improving emotional and physical health especially for looked after children

Although play comes naturally to children, the childhood and adolescence of looked after children can be characterised by insecurity, ill health and lack of fulfilment. Opportunities to be creative can help put this right whilst teaching new skills, increasing confidence and boosting self-esteem.

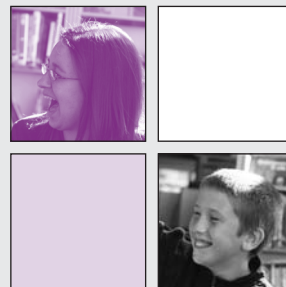
'Opportunities for... expressing creativity are recognised as important factors for enhancing emotional wellbeing and combating a low sense of identity and self-esteem.'

Promoting the Health of Looked-after Children, 2002, Department of Health

Fact: A study by McGill University, Montreal using psychosocial measures found significant immediate and medium-term improvements in conduct and emotional problems, hyperactivity, self-esteem and indirect aggression for children involved in a sustained community arts programme compared to similar young people in a control group^{xiii}

Children and young people

Case studies



Teacher placement with the Children's Society Records and Archive Centre and Bethlem Royal Hospital Archives and Museum

Links to: NI 50, NI 74 and NI 86

A teacher on placement from Macaulay Primary School decided to focus on mental health awareness. She wanted to prepare her students for some of the changes they will face when they move from primary to secondary school.

Working with the archive staff, the teacher used the powerful images in the collections to develop activities that inspired creative thinking. They installed a real-life maze based around The Maze, a painting by William Kurelek. The activities encouraged the students to recognise and express some of their troubles and fears for the future. They thought about solutions to these problems and recognised the impact of their behaviour on others.

Impact: A survey conducted by Bethlem Royal Hospital Archives and Museum found that the number of primary school students who had a positive response to mental health increased from 11% to 82% after a visit to the Museum.

Lyric West at the Lyric Hammersmith

Links to: NI 11, NI 17, NI 19, NI 79, NI 80, NI 110, NI 112, NI 117, NI 161 and NI 174

Lyric West is a programme of positive activities at the Lyric Hammersmith. The programme involves more than 3000 young people some of whom have complex needs, including those who are NEET, from BME backgrounds, in care, young offenders and struggling at school.

Impact: The programme gives young people opportunities to perform on stage or learn new skills and achieve qualifications such as City and Guilds in literacy and numeracy as well as Arts Awards. This work is extending through pilot 14-19 diplomas to offer construction and IT training.

In addition the programme delivers peer mentoring and signposting to further provision.

Immediate Theatre's Meet the Parents

Links to: NI 79, NI 86, NI 112 and NI 117

Run in partnership with City and Hackney Young People Services Meet the Parents aims to reduce teenage pregnancy rates and improve sexual health and relationships amongst young people.

The project involves training young parents to be workshop facilitators. This gives them specific knowledge about sexual health and relationship issues which they pass on to their peers.

Workshop sessions are presented to young people in schools and informal youth settings. They focus on the realities of young parenthood as well as looking at general sex and relationship education. 'Sexual behaviors are culturally informed so it makes perfect sense to have cultural dimensions to strategies that aim to improve outcomes for communities' comments Adrian Kelly, Teenage Pregnancy Coordinator. City & Hackney PCT

Impact: As part of a wider teenage pregnancy reduction programme in the Borough, Meet the Parents has achieved a reduction of more than 25% in the rate of pregnancies in girls 15-17 in the Borough. Some participants are now paid for their peer-led work.

Adult health and wellbeing

“Arts and health are, and should be firmly recognised as being, integral to health, healthcare provision and healthcare environments. Arts and health initiatives are delivering real and measurable benefits”

Report of the Review of Arts and Health Working Group, Department of Health. 2007

This theme is concerned with improving people’s access to health services. This includes their ability to make choices about their health. It also seeks to promote a better quality of life for older people.

KEY INDICATORS

- NI 119 Self-reported measure of people’s overall health and wellbeing
- NI 124 People with a long-term condition supported to be independent and in control of their condition
- NI 138 Satisfaction of people over 65 with both home and neighborhood

Improving overall health

There is a wealth of evidence, accepted by the Department of Health, to show how participation in the arts can contribute to health. Rigorous statistical analysis has demonstrated that people involved in the arts are more likely to report good health.

The 2004 review of medical literature by Dr Rosalia Staircroft cites nearly 400 medical papers demonstrating the impact that the arts can have on health.

Fact: Analysis of a sample of more than 12,000 adults has demonstrated that engagement with the arts is associated with reported good general health and with the absence or presence of longstanding illnesses^{xv}



Hendon Library. Photo: Andrew Ward



London Metropolitan Archives. Photo: Andrew Wiard

Be Creative Be Well is a new 3 year partnership programme delivered as part of the Big Lottery funded Well London initiative, which aims to provide creative responses to health and wellbeing issues across 20 of London's most deprived boroughs. The project will use cultural activity to help engage communities and individuals in a process of change, to improve environments and provide accessible physical activities.

Fact: The HM Treasury funded study 'Invest to Save', conducted by Manchester Metropolitan University found that painting, dance, music and storytelling can measurably increase our psychological well-being and lower levels of anxiety and depression^{vi}

Participation in the arts also has a proven therapeutic effect for people accessing mental health services.

Fact: A two year study by Anglia Ruskin University found 'very strong' evidence for the contribution of arts participation to empowerment of users of mental health service

Making informed decisions about health

Government policy seeks to offer greater choice for health and social care but people can only make effective choices if they are well informed about their options. Libraries are an important first port of call for people seeking to take greater responsibility for their health care.

Fact: In 2003-4 Libraries in the London Borough of Newham made nearly 40,000 loans of titles that support people in making decisions about health^{xvi}

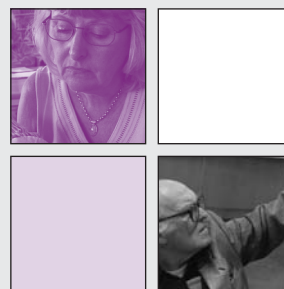
Fact: 29% of library users participating in introduction to the internet courses then used the internet to obtain information about making health choices^{xvi}

The arts and theatre in particular, have been found to be particularly effective in the promotion of sensitive issues such as sexual health and drug and alcohol misuse (see Immediate Theatre under Children and Young People).

Case studies ►

Adult health and wellbeing

Case studies



Skilled for health

Links to: NI124 and NI 119

Skilled for health is a national initiative based on the association between low skills levels and poor health.

MLA London is piloting a 12-month Skilled for Health project in public libraries in five boroughs: Ealing, Islington, Newham, Haringey and Barking and Dagenham.

Funded by the Department of Health and the Department for Innovation, Universities and Skills, and working in partnership with the London Libraries Development Agency and the London Health Commission, a key aim of the project is to test the effectiveness of libraries as locations for 'Skilled for Health' learning.

Libraries are seen to be a natural home for the project because of their support for people with a range of learning needs as well as providing a welcoming and accessible learning environment.

Creative Routes

Links to: NI 2, NI 11, NI 50 and NI 124

Creative Routes is an interdisciplinary arts organisation run by and for people with severe and enduring mental health issues and mental distress. It aims to dissolve the stigma of mental illness by encouraging their unique creativity, promoting mental well-being and the acceptance of individuality in the wider community. The organisation runs regular events, festivals and creative campaigns with partners Southwark Mind.

A regular project is Bonkersfest! – an annual one day festival celebrating 'mad' creativity, individuality and eccentricity and promoting good mental health. It aimed to demystify and destigmatise mental health illness through the arts.

Impact: BonkersFest! has had considerable success with dissolving the stigma of mental illness, and promoting the acceptance of individuality and eccentricity in the wider community. It has achieved a high media profile with extensive TV, radio and print media coverage and high visitor levels. 6,000 attended the event in 2007.

Local economy

“...art and creativity are the source of the brightest hopes for London's future economic growth and for the economic health and well-being of Londoners”

Michael Ward, former Chief Executive, London Development Agency. 2003

The Local Economy theme is concerned with creating jobs and developing a skilled workforce to fill them.

KEY INDICATORS

NI 161 Learners achieving a Level 1 qualification in literacy

NI 162 Learners achieving an Entry Level 3 qualification in numeracy

NI 171 VAT registration rate

Culture is absolutely central to London's tourist economy but the contribution of culture to London's wider economy is also critically important.

Fact: The UK's creative industries provide more than 8% of the nation's GDP

Helping creative business grow

The creative industries are the fastest growing sector of London's economy.

It is London's highly skilled and diverse population that has made it a global leader. The supply of artists, designers, musicians, photographers, filmmakers, writers and

other creative professionals that enable this sector to thrive is underpinned by a thriving cultural life.

Fact: In 2000, the creative industries contributed £21bn to London's economic output, second only to business services^{xviii}

Improving basic skills

All workers need a set of basic skills.

Basic skills are defined as the ability to read, write and speak in English and to use mathematics at a level necessary to function at work and in society.

Cultural organisations provide learning and basic skills development equipping individuals, often those in disadvantaged positions, with the skills to enter into and progress within the labour market.

Fact: 46% of respondents to a survey of library learners said they were improving their skills 'to get a job or a better job'^{xvii}

The flexible learning opportunities offered by the arts, libraries and museums help kick-start alienated learners and also attract higher proportions of black and minority ethnic learners increasing their confidence and self-esteem.



Above and below: Black Cultural Archives
Photo: Andrew Wiard

This is particularly true of refugees and asylum seekers for whom a library card represents an accessible symbol of citizenship.

Fact: 56% of respondents to a survey of learners had not been involved in any formal adult training before enrolling on a course at a library^{xvii}

Helping business thrive

Libraries provide individuals and businesses with the information and knowledge they require to start-up, grow and become more productive. Many creative businesses use the collections of museums and archives as sources for design development.

Fact: One in five of all new jobs in London are in the creative industries, which employ more than half a million people^{xviii}

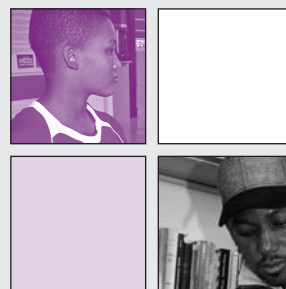
Heritage and cultural organisations contribute to the image and attractiveness of an area drawing visitors and additional spending into the city.

Fact: Spend generated by visitors to Britain's largest museums is £565m and their wider contribution including indirect and induced value is £2 billion^{xix}



Local economy

Case studies



The BOOST Project

Links to: NI 161

Building on our skills together (BOOST), originated in 2002 as a partnership project between the library services of the Royal Borough of Kensington and Chelsea and Wandsworth Council.

The project targeted refugees and asylum seekers, most of whom had no previous qualifications. The approach combined traditional group learning approaches with one-to-one tuition and adaptable individual learning plans.

Impact: 72% of BOOST beneficiaries achieved their learning aims and one third achieved their first qualification ever and gained in confidence, self-awareness and motivation.

In the two years to March 2007, 154 City and Guilds qualifications were achieved, 65% at Entry Level, 23% at Level 1, and 12% at Level 2.

The key to this success was the easy accessibility of public libraries and learning programmes that were extremely flexible to accommodate the often chaotic lives of the participants.

The BOOST project provides further evidence that small learning steps for alienated and excluded adults can make a big difference to their personal lives, their children's development and to their future employment prospects.

BOOST Project Evaluation

Creative Lewisham Agency

Links to: NI 171

This agency was set up with the support of Lewisham Council as part of the Council's strategy to use the arts to help transform the borough as a place to live and work.

The agency offers free support to creative businesses helping with business planning and finding office or studio space. It also provides a forum for collaboration and the exchange of ideas.

More information is available at: www.creativelewishamagency.org.uk

Impact: If just 5% of Goldsmiths graduates per year are encouraged to establish businesses locally, then over a 10 year period, a total of £25 million could be added to the annual creative economy of the Deptford/Greenwich Hub area.

References

More details on the evidence for the potential of cultural services to contribute to LAAs in London is provided in the Research Digest available at

www.audience.co.uk/Downloads.htm.

This publication also includes summary findings from many of the references listed below.



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- ii Volunteering in Museums, Libraries and Archives. Howlett S, et al. MLA. 2005.
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- iv Doing the arts justice. Hughes J. ACE. 2005.
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- vii The impact of the arts: some research evidence. ACE. 2004.
- viii What did you learn at the museum today? RCMG. University of Leicester. 2005.
- ix Arts Alive: case studies. Quality and Curriculum Authority website.
- x The longer term impact of Creative Partnerships on the attainment of young people. Eames A, Benton T et al. Creative Partnerships & NFER. 2006.
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- xv The power of the visual arts: evidence of impact. Prevista. ACE. 2006.
- xvi Measuring Up – Libraries Impact Project. PriceWaterhouseCoopers. 2005.
- xvii Londoners Need to read. Brockhurst D, Dodds I. ALM London. 2004.
- xviii Creative business cluster grows with new arts centre in Hackney. London Development Agency 2003.
- xix London's Culture Equation. ALM London. 2005.
- xx Creative Lewisham Investment Plan 2005-12. Creative Lewisham Agency. 2005.

Next steps

- 1 Read this document and refer to its companion Research Digest which has more detail and links to further research. See www.audience.co.uk/Downloads.htm
- 2 Use this document to start to think about how cultural activity can help you deliver on cross-cutting agendas within your LAA.
- 3 Build a dialogue with relevant officers across cultural services and other departments. These officers can highlight where the benefits of culture can help and how this can be taken forward maximising the resources in your borough.
- 4 Identify colleagues, either within the council or a sub-group of your LSP, who are shaping the delivery plan for the LAA and ensure that the plan reflects the role that cultural activity can play in delivering on cross-cutting areas. The delivery plan may relate to other documents such as the Community Strategy or Children's Plan and this is an opportunity to make sure that these are all aligned and clearly reference culture where appropriate. It may also be relevant to talk to colleagues in Commissioning who may be able to advise you on where cultural organisations can tender to deliver against different agendas.

Both Arts Council England, London and MLA London are knowledgeable sources of information and guidance. They may also be able to suggest possible partner organisations with relevant experience or advise you on structuring sustainable, measurable programmes.

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