



Building capacity in culture and sport civil society organisations

Phase 1:

Current context, future direction

Phase 2:

An examination of 'brokerage'

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Executive Summary

The specific challenge this report addresses is, ‘how can culture and sport organisations make an increased contribution to civil society and to better outcomes for local people through the emerging new arrangements and direction for public service delivery?’

It aims to set out the current context of public policy and the nature, scale and place of culture and sport within civil society. It looks at ‘new’ models of service delivery and the needs and opportunities of culture and sport organisations in responding to change. It identifies a potential ‘Prospectus’ for capacity building with culture and sport civil society organisations in the future.

The Coalition Government’s reform agenda for public services is based around a number of strands, all of which impact on culture and sport, but also where culture and sport can have an impact. These strands include building a stronger civil society which empowers communities, opens up public services and promotes social action; modernising commissioning; promoting localism, local accountability and reducing state control; engaging communities and civil society in transforming public services. Part One of the report documents some of the most recent developments.

Culture and sport is a huge part of civil society. Whilst this may be unsurprising to some, the fact that culture and sport has generally identified itself separately as a sector and not routinely engaged in wider civil society structures and programmes means that its position has perhaps been under recognised. In reality, culture and sport has the largest involvement of adult volunteers than any other service type or category. It is also second only to social care in the number of organisations involved, according to the NCVO categorisation. It has a diversity and richness that values the capacity, skills, knowledge, connections and potential in a community and is an essential part of social capital from an ‘asset based’ rather than ‘deficit’ approach. So, as a key player in civil society, culture and sport has opportunities to build on this profile and develop the influence that this presents.

Building the capacity of organisations to deliver public services is multi-faceted and needs vary from the smallest grass-roots organisations who ‘just want to play sport’ or are ‘concerned to restore a heritage asset’ and have little interest in anything further, to social enterprises, trusts and companies with multi-million pound budgets, and the diversity in between. It includes independent professional organisations as well as amateur clubs and societies. So there are different needs and aspirations. Capacity building needs to be a ‘planned and self-conscious activity’ and it would seem there is recognition of the need to have a more purposeful and co-ordinated approach, built around local authorities but with support from a range of other agencies and capacity builders. Ten types of capacity building activities are

identified: information and advice; financial resource development; training and development for staff, trustees and volunteers; research and intelligence; guidance and standards; community development; market development; networks and linkages; representation; innovation. Capacity builders need to co-ordinate their efforts and identify their respective roles and expertise.

New models of service delivery and business and governance structures are developing continuously and there is an indication of an increased activity in exploration of civil society models. Some models are identified: Leisure Trusts, Community Development Trusts, Community Interest Companies, asset transfer, worker co-operatives/ new public service mutuals, co-production, collaboration and consortia and some culture and sport examples.

This context information and other related research and development was supplemented with a small number of interviews with councils, NDPBs, culture and sport and other civil society organisations. There is an enthusiasm to build better partnerships and relationships between local government and civil society. Funding and sustainability are key concerns: organisations are realistic but would welcome creative conversations at local level to explore different solutions based around investment and enterprise rather than 'subsidy'. There is evidence of a great deal of activity in relation to exploring and implementing new business models and collaborations, and some examples are included – but there are many more. The emerging themes were:

- Turning challenges into opportunities through new business models
- Getting to grips with commissioning
- Being more business-like
- Capacity building needs
- The potential for culture and sport to innovate

These themes are suggested as the framework for a 'Prospectus' to support culture and sport in delivering public services and being a key player in civil society.

Phase 2 of this research was to explore the role of 'brokerage' specifically in relation to the delivery of arts opportunities for children and young people. Arts Council England has agreed to set up a network of strategic organisations to build relationships and capacity with regard to arts organisations and children and young people's services. Amongst other functions, these organisations will build relationships with commissioners in response to local needs and build capacity and local consortia in response.

A framework involving ten sets of roles and functions was identified: honest broker; bringing coherence to the creative landscape; bringing coherence to the commissioning landscape; understanding the landscape for children and young people; relationship building; capacity building; knowledge management;

managing interfaces; exploring new ways of doing things; doing business; providing leadership. This framework is included as part of this report as it has transferability to other service areas, such as County Sports Partnerships and Renaissance in the regions which also provide brokerage. The model is designed as a framework for further debate and development and can be used to draw up a consistent table of roles, activities, competencies and performance measures.

Introduction

Arts Council England (ACE), English Heritage (EH), Museums Libraries and Archives Council (MLA) and Sport England (SE) work in partnership with Local Government Improvement and Development (LGID) on a range of programmes designed to improve the quality of provision and increase the contribution of culture and sport to better outcomes for communities.

Civil Society organisations are very significant providers of culture and sport in communities. They involve the major part of engagement culture and sport activity overall. ¹

Also, culture and sport organisations are a very significant part of civil society overall, making a key contribution to the levels of volunteering, social capital and activity in communities. ²

These rich assets have always been considered very important aspects of the strategies, resourcing and programmes of the culture and sport Non-Departmental Public Bodies (NDPBs).

The likelihood is that there will be an even greater emphasis on civil society organisations in the future as public services look to deliver services in different ways. So the challenges and opportunities relate not just to existing civil society organisations, but potentially to new ones, with an emphasis on greater engagement of communities and citizens, better outcomes and greater efficiency.

The **purpose** of this report is to consider the support to the culture and sport civil society organisations in the context of current and emerging public policy, specifically in relation to **their role as service providers**. Specifically, the report aims to:

- analyse and summarise current developments and learning in relation to civil society organisations generally, and culture and sport in particular; and
- identify approaches to support and develop culture and sport civil society organisations as providers of services, which produce better outcomes for local individuals and communities.

¹ CASE regional commentaries lists numbers of volunteers per region www.culture.gov.uk/what_we_do/research_and_statistics/7276.aspx

² 2008/9 Citizenship survey www.communities.gov.uk/documents/statistics/pdf/1547056.pdf and NCVO Almanac 2010 www.ncvo-vol.org.uk/sites/default/files/Section_2_-_Scope.xls

The report is targeted at local authority culture and sport officers and to the NDPBs to help them develop their approach to capacity building, but will also be of value to culture and sport organisations who want to explore and initiate new approaches themselves.

It has been identified as 'Phase one' in this work programme to develop a new approach to building capacity in the culture and sport civil society organisations. As such it is setting the context and seeking to identify some potential frameworks and methods to take this forward.

Phase 2 is an examination of the 'brokerage' model in relation to a planned new regional network of strategic children and young people's organisations to deliver arts activities. Part of this report is included here as Part 6.

Terminology

The government uses the term 'civil society' and 'civil society organisations' to replace the previous collective description of the 'Third Sector'. This report uses this current terminology. It does also refer to the community and voluntary sector.

In broad terms civil society organisations can be defined as independent, self-governing, non-governmental organisations that are values driven and which principally invest their surpluses to further social, environmental, educational or cultural and sporting objectives. They include voluntary and community organisations, charities, social enterprises, trusts, co-operatives and mutuals.

In this report, the abbreviation NDPBs (Non-departmental Public Bodies) will be used to refer to the four key agencies sponsoring the research, Arts Council England, English Heritage, Museums Libraries and Archives Council and Sport England.

Civil society organisations delivering public services

This is not something new. Voluntary and community organisations were pioneers in many service areas which subsequently became statutory, such as the Probation Service and Youth Service. They have also delivered statutory services through different partnerships and funding arrangements for many decades. They have brought innovation which has had a significant impact on statutory provision, such as in increasing choice and independence for people with learning difficulties and the National Service Framework for carers in mental health.

These services have often been funded through grant aid and this is still a relevant and important funding method particularly in terms of small organisations and pump-priming innovatory approaches. However, grant aid has been increasingly more aligned to local priorities and targets and subject to monitoring of outputs and outcomes for local people. Over the last decade, the proportion of statutory income

from grants to civil society organisations has fallen but the amount from contracts has more than doubled. Increasingly, the ‘commissioning process’ has been the means by which local needs have been identified, priority outcomes set and providers procured to best meet those outcomes. This is set to continue and the government has set in train a range of measures which seek to increase the role of civil society organisations as providers of public services.

But it is important to regard this not simply as a **transfer** of services but an opportunity to **transform** services. In this regard, since the Comprehensive Spending Review in October 2010 (and prior to that), many authorities have been considering different types of service provision and exploring different providers, including for culture and sports services which are currently run ‘in house’. The opportunity is to build on the value and values that civil society organisations bring into public service, including their closeness to users and communities, their flexibility, responsiveness and track record of innovation.

So, in approaching a consideration of culture and sport civil society organisations and their further contribution to public services, this report starts from the premise that culture and sport are major players within civil society, are contributing very significantly to quality of life and the objective is to explore how they can be supported to making an even greater contribution to better outcomes for individuals and communities and impact on society as a whole.

Community needs and interests – culture and sport contribution

As well as delivering a diverse range of activities for people’s participation, enjoyment and routes to excellence, culture and sport organisations are absolutely not new to contributing to wider social outcomes.

As significant players in communities at a range of levels – from grass roots to local, sub-regional/regional and national - culture and sport organisations have a strong track record and evidence base of their contribution, at least in three respects:

- **Culture and sport activities engage people of all ages, backgrounds and abilities in active and creative pursuits for personal and wider community benefit.** Arts, heritage, museums and sports are central community interests and build on the strengths, motivations and passions of individuals and communities. They engage people as active participants.
- **Culture and sport activities contribute to wider social agendas and better outcomes for local people** in relation to:
 - Health and wellbeing
 - Community safety
 - Environmental quality

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- Adult social care and promoting independence
 - Children and young people's attainment, health and self-esteem
 - Economic benefits

There is a wide body of evidence to document the contribution of culture and sport to social, economic and environmental well-being generally through universal services and also specifically with regard to targeted activities for particular groups and specific needs and challenges.

NDPBs have been proactive in supporting culture and sport organisations to address issues of equality and diversity in their activities and to using culture and sport to make a positive difference for individuals and communities.

- **Culture and sport activities involve large numbers of people as volunteers**, are especially effective in building links within and between communities and provide opportunities to link people from different generations, cultures and backgrounds. They are part of the social capital of communities and as such they are a very significant part of civil society. They make links with local businesses, media, faith communities and public institutions. They engender supporters, visitors and audiences and make a significant contribution to identity, a sense of place and civic pride.

The specific challenge

Culture and sport already play a very strong role in civil society. This is alongside a publically funded infrastructure, which is potentially changing, and private sector enterprises. They also can demonstrate how they impact on wider social agendas for individuals and communities.

The specific challenge is:

'how can culture and sport organisations make an increased contribution to civil society and to better outcomes for local people through the emerging new arrangements and direction for public service delivery?'

How this paper is organised

This paper is organised in 6 parts.

The first three parts are intended to be descriptive and generally free from comment. They describe the current policy context, the nature of culture and sport civil society, the business of capacity building and new and emerging models and practice in public service delivery.

Part 4 draws out some analysis of the issues, opportunities and key questions based on the descriptions, previous research in relation to commissioning and discussions with a number of local government culture and sport officers, NDPB regional officers and culture and sport organisations. It also contains examples of current activity and practice.

Part 5 suggests potential headlines for a 'Prospectus' for capacity building with culture and sport civil society organisations for the future.

Part 6 is an extract from the Phase 2 report and is a framework identifying ten dimensions of the 'brokerage' role.

Part One: Current Context

Part One describes:

- **Current and emerging government policy** as it relates to civil society organisations, to commissioning and to areas of public service that are of relevance to culture and sport, covering
 - Building a Stronger Civil Society
 - Modernising Commissioning Green Paper
 - Localism
 - Health reforms
 - Wellbeing
 - Schools
 - Adult Social Care
 - Economic Development
 - The Foundation years
 - The Compact

- **The nature, scale and place of civil society organisations in culture and sport**
 - A rich, diverse and inspiring ecology
 - Volunteering in culture and sport
 - The significance of culture and sport in civil society overall
 - Different levels of operation

Essentially, a discussion or description of civil society and capacity building should start from the bottom up. Top down influences and interventions are almost contradictory as civil society organisations are about independence, local action and empowerment.

However, given the current policy climate and the changes underway, this context starts from the perspective of government policy and those aspects which are likely to have a significant impact on the delivery of culture and sport in the future.

1.1 Government policy

The Coalition Government has set out a reform agenda for public services. The detailed programme is emerging at the time of writing with new important policy documents almost daily, but the key messages are clear. This report is not designed to consider all aspects that relate to or impact upon culture and sport, nor to debate the pros and cons of government policy in these areas.

However, it does seek to give an overview of some of the key developments and consider the potential to maximise the contribution of culture and sport to communities and to broader social outcomes.

Key documents and plans include:

1.1.1 ‘Building a Stronger Civil Society – A Strategy for voluntary and community groups, charities and social enterprises’³

Published in October 2010, ‘Building a Stronger Civil Society’ recognises and values

‘the special ability of voluntary and community organisations to mobilise and support people, particularly those who struggle to find a voice. We want to harness their power to find better solutions to our social problems. Our vision is for the sector, as a resilient and independent partner, to play an even more influential role in shaping a stronger sense of society and improving people’s lives’.

There are three core components to the strategy:

- **Empowering communities:** giving local councils and neighbourhoods more power to take decisions and shape their area;
- **Opening up public services:** the government’s public service reforms will enable charities, social enterprises, private companies and employee-owned co-operatives to compete to offer people high quality services;
- **Promoting social action:** encouraging and enabling people from all walks of life to play a more active part in society, and promoting more volunteering and philanthropy.

These reforms seek to ‘radically re-cast the relationship between the state and charities, social enterprises and voluntary and community groups over the coming years. They will give the sector a huge range of new opportunities to shape and provide innovative, bottom-up services where expensive state provision has failed’.

In short, this is what is referred to as ‘the Big Society’.

1.1.2 Specifically in relation to the second strand, the Government published the ‘**Modernising Commissioning Green Paper**’⁴ in December 2010. The Green Paper lays out the Government’s plans for the modernisation of commissioning. It takes

³ www.cabinetoffice.gov.uk/sites/default/files/resources/building-stronger-civil-society.pdf

⁴ www.cabinetoffice.gov.uk/sites/default/files/resources/commissioning-green-paper.pdf

forward commitments made in ‘The Coalition: our programme for government’ to ‘support the creation and expansion of mutuals, co-operatives, charities and social enterprises, and enable these groups to have a much greater involvement in the running of public services.’

In describing commissioning, the Green Paper sets out the process in identical terms to those previously used in public services and derived and promoted through ‘Understanding Commissioning: A practical Guide for the culture and sport sector’ (IDeA/LGID 2010) and the related Commissioning Support Programme. The Green Paper states:

‘Commissioning is the cycle of assessing the needs of people in an area, designing and then achieving appropriate outcomes. The service may be delivered by the public, private or civil society sectors.

There are a number of similar models, but a commissioning cycle can be generalised as following a number of stages: (i) assessing needs; (ii) identifying the priority needs and outcomes; (iii) designing the specification which will achieve these outcomes; (iv) sourcing the providers to meet this specification; (v) managing the delivery of the outcomes; and (vi) monitoring, reviewing and learning from delivery to inform future commissioning.

The commissioner, in many cases, will be a public body, working in partnership with providers and citizens. However, with models such as personal budgets and participatory budgeting, individuals and communities are increasingly playing a stronger role as commissioners in a range of service areas and many civil society organisations play a role in facilitating and supporting this process.’

So, the policy context is entirely consistent with the Commissioning Support Programme for culture and sport promoted over the past two years through LGID by the NDPBs. It does, however, raise the challenge to think more deeply about the community and voluntary sector within culture and sport and to consider how their ‘special ability’ can be supported ‘to play an even more influential role.’

Whilst the closing date for submissions in relation to the Green Paper was early January 2011, the key questions posed in the Green Paper are pertinent to this research study.

- In which public service areas could Government create new opportunities for civil society organisation to deliver?
- How could Government make existing public service markets more accessible to civil society organisations?

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- How could commissioners use assessments of full social, environmental and economic value to inform their commissioning decisions?
 - How could civil society organisations support greater citizen and community involvement in all stages of commissioning?

Alongside the policy developments in relation to civil society, there **are other significant developments** that impact on culture and sport and their related agendas:

1.1.3 The Localism Bill⁵ was presented to Parliament on 13th December 2010. The Bill outlines the programme for a radical shift of power from the central state to local communities. It describes six essential actions to move from ‘Big Government to Big Society’:

- Lift the burden of bureaucracy
- Empower communities to do things their way
- Increase local control of public finance
- Diversify the supply of public services
- Open up government to public scrutiny
- Strengthen accountability to local people

The fourth action area seeks to diversify the supply of public services by ending public sector monopolies, ensuring a level playing field for all suppliers, giving people more choice and a better standard of service.

The Bill also sets out actions on ‘Community Right to Buy’ assets threatened with closure and the provision of ‘Neighbourhood Plans’ to reform the planning system and give communities new rights to shape the communities in which they live.

1.1.4 Health reforms. Following the July White Paper ‘**Equity and Excellence: Liberating the NHS**’⁶ and consultation, the legislative framework and next steps were published in December 2010. Of specific relevance to this report is the move to devolve power and responsibility for commissioning of services to GPs and their practice teams working in consortia.

⁵ services.parliament.uk/bills/2010-11/localism/documents.html

⁶

www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/@ps/documents/digitalasset/dh_117794.pdf

Plans for public health have been further elaborated in the Public Health White Paper, '**Healthy Lives, Healthy People**'⁷ (November 2010).

'This is a new era for public health, with a higher priority and dedicated resources. This White Paper outlines our commitment to protecting the population from serious health threats; helping people live longer, healthier and more fulfilling lives; and improving the health of the poorest, fastest.

It responds to Professor Sir Michael Marmot's 'Fair Society, Healthy Lives'⁸ report and adopts its life course framework for tackling wider social determinants of health. The new approach will aim to build people's self-esteem, confidence and resilience right from infancy – with stronger support for early years. It complements 'A vision for Adult Social Care: Capable Communities and Active Citizens' in emphasising more personalised, preventive services that are focused on delivering best outcomes for citizens and that help build the Big Society.'

Subject to Parliament, local government and local communities will be at the heart of improving health and well-being for their populations and tackling inequalities. Further documents are to be published including on mental health and a new Public Health Responsibility Deal with business and the voluntary sector, involving five new networks for food, alcohol, physical activity, health at work and behaviour change, will be announced early in 2011.

1.1.5 Wellbeing. Government documents and speeches have also strongly promoted the concept of 'wellbeing'. The recent LGID publication, '**The role of local government in promoting wellbeing**'⁹ describes some key characteristics:

- Wellbeing is about how people experience their own lives, so for example people must feel able to achieve things or feel they have a sense of purpose to have wellbeing.
- Wellbeing is more than the absence of problems or illness. This requires a shift in focus from what can go wrong in people's lives to what makes them go well.

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www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/@ps/documents/digitalasset/dh_122347.pdf

⁸ www.marmotreview.org/AssetLibrary/pdfs/Reports/FairSocietyHealthyLivesExecSummary.pdf

⁹ www.idea.gov.uk/idk/aio/23693073

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- Wellbeing is about the personal and the social, so improving the wellbeing of local populations needs to involve a strengthening of local connections, support networks and the sense of belonging that makes up the social fabric of communities.
 - Wellbeing is more than happiness. The aim of local government, therefore, should not be to set out to make people happy but to create the conditions that enable citizens and communities to do well in life, to flourish.

1.1.6 Schools. ‘The Importance of Teaching – the Schools White Paper 2010’¹⁰ describes a range of initiatives whereby:

‘every school will be able to shape its own character, frame its own ethos and develop its own specialisms, free of either central or local bureaucratic constraint.’

There are also plans to radically reform schools funding and the implication is that commissioning will be at an individual school or school cluster level rather than through the local authority.

1.1.7 Adult Social Care. ‘Vision for Adult Social Care: Capable Communities and Active Citizens’ (November 2010)¹¹ puts personalised services and outcomes centre stage.

Underpinning this is a proposed cross-sector partnership agreement, outlined in ‘**Think Local, Act Personal**’¹² to build the approach to personalisation with community-based support.

1.1.8 Economic Development. ‘Local Growth: realising every place’s potential’ (October 2010)¹³ sets out the Government’s role in empowering locally driven growth, encouraging business investment and promoting economic development. It creates Local Enterprise partnerships that will see local business and civic leaders working together to drive sustainable economic growth and create new jobs in their communities.

¹⁰ publications.education.gov.uk/eOrderingDownload/CM-7980.pdf

¹¹ www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/@ps/documents/digitalasset/dh_121971.pdf

¹² www.puttingpeoplefirst.org.uk/library/PPF/NCAS/Partnership_Agreement_final_29_October_2010.pdf

¹³ www.bis.gov.uk/assets/biscore/regional/docs/l/cm7961-local-growth-white-paper.pdf

1.1.9 The Foundation years, preventing poor children becoming poor adults.

The report of the Independent Review on Poverty and Life Chances. Frank Field. December 2010¹⁴. This review paves the way for a new approach to child poverty, early years and parenting. It is likely to be followed up with further policy development and has relevance to culture and sport.

1.1.10 The Compact. The statement of how government and civil society organisations will work together was renewed on 15th December 2010.¹⁵ Starting with a message from the Prime Minister, the renewed Compact reflects the government agenda to work with civil society organisations for the benefit of communities and citizens in England.

¹⁴ <http://povertyreview.independent.gov.uk/media/20254/poverty-report.pdf>

¹⁵ www.cabinetoffice.gov.uk/sites/default/files/resources/The%20Compact.pdf

1.2 The nature and scale and place of civil society organisations in culture and sport

1.2.1 A rich, diverse and inspiring ecology

Describing and defining culture and sport civil society organisations is not a simple task, nor one that has been approached in a consistent way across the NDPBs or other research bodies.

Different data sets and analyses scope culture and sport activities in different ways and name, group and classify activities differently, with terms such as 'leisure' and 'hobbies' making measurement difficult. Some amalgamate culture and sport as one group, others separate disciplines in different ways.

The figures are also difficult to cross-reference from different surveys and research studies as what is 'counted' as part of civil society differs.

Also, as previous research has indicated¹⁶, culture and sport organisations have not, for the most part, seen themselves as part of the voluntary and community sector and have not participated in those networks or structures.

Nonetheless, whichever sources of information are looked at, there is little doubt of the major role of culture and sport as part of civil society. And behind the impressive figures is a wealth and diversity of activity which is full of innovation, inspiration and achievement, and long-term commitment to serving communities.

Two primary sources are considered here. These relate to information about volunteering and secondly about culture and sport in the context of civil society organisations as a whole.

1.2.2 Volunteering

The 2008-09 Citizenship¹⁷ survey demonstrated that groups related to sport and exercise (52%) or hobbies and recreation (40%) were the most common types of organisations that regular formal volunteers were involved in. The Culture and Sport Evidence programme (CASE)¹⁸ has information on volunteering by region and sector within culture and sport.

¹⁶ Creating Better outcomes for children by improving the commissioning of cultural services, IDeA/LGID, September 2009 p 13 www.idea.gov.uk/idk/aio/14269000

¹⁷ www.communities.gov.uk/documents/statistics/pdf/1547056.pdf

¹⁸ www.culture.gov.uk/what_we_do/research_and_statistics/7276.aspx

Voluntary contribution to sport is of such a scale that when quantified it outstrips all other types of voluntary activity and is also significantly greater than the amount of paid employment in sport.

Volunteers are a hugely important resource to sport in England.¹⁹ There are 5,821,400 sports volunteers, representing nearly 15% of the adult population. They contribute 1.2 billion hours each year to sport, equivalent to 720,000 additional full time paid workers. The value of the time contributed by sports volunteers in England is estimated at over £14 billion. The volunteers help to sustain over 106,400 affiliated clubs in England, serving over 8 million members. The sporting sector makes the single biggest contribution to total volunteering in England, with 26% of all volunteers citing “sport” as their main area of interest.

There are 423,000 **heritage volunteers** – 1.1% of the adult population.²⁰ They give around 58.5 million hours which equates to a notional value of £335 million. There are over 4 million people who are members of heritage organisations and membership is increasing significantly. For every £10k grant from English Heritage, £46 k of additional funding is leveraged from other public and private sources.

Formally organised voluntary and amateur **arts** groups are a crucially important part of the arts ecology and account for almost one-fifth of all arts participation in England,²¹ although in some regions it is much higher than that – rising to 36% in the south west. There are 39,140 groups across the country with a total of 5.9 million members. An additional 3.5 million people volunteer as extras or helpers – a total of 9.4 million people taking part. The voluntary arts sector has an income of £543 million a year. In general, it is not looking for core public funding. Groups are entrepreneurial about generating income, including ticket income, subscriptions, selling programmes, local sponsorship and other fundraising. Groups take pride in this remarkable ability to be self-sustaining and deliver quality artistic product.

In 2006/2007 groups put on 710,000 performances or exhibitions which attracted 159 million attendances. On average a voluntary and amateur group attracts 220 people to each performance or exhibition. 564,000 people have management roles in voluntary arts groups. Planning and developing creative activity which is high quality, engaging and meets the needs of members is complex and challenging. The time, expertise and commitment these individuals invest in the sector are a real asset that, if not delivered for free, would come at a high price.

¹⁹ www.volunteering.org.uk/NR/rdonlyres/C7FD740D-CE66-4805-9EF4-F37CD3E12567/0/SportEnglandvolunteeringinengland.pdf

²⁰ www.heritagelink.org.uk/wp/wp-content/uploads/2010/03/Key-Stats-col-final.doc

²¹ webarchive.nationalarchives.gov.uk/+/http://www.culture.gov.uk/images/publications/VoluntaryArtsreport.pdf

Museums, libraries and archives offer a wide range of opportunities for community involvement through the provision of volunteering opportunities.

During 2008-09, over 38,000 people volunteered in the sector.²² Over half of these, almost 20,000, were in museums and galleries. Over 15,000 people volunteered in libraries and almost 3,000 in archives.

Data on volunteering in public libraries has been collected since 2006/07.²³ Since then, the number of volunteers involved in public libraries has seen an increase of 22.1%. So, whilst public libraries are run by the public sector, there is an input from volunteers which is supporting the extension and improvement of services.

These figures may also be an underestimate as culture and sport activities may also feature as part of other categories of volunteering such as children's activities and youth services.

1.2.3 The significance of culture and sport in civil society overall

National Council of Voluntary Organisations (NCVO) Civil Society Almanac 2010²⁴ lists culture and recreation as the second largest category of civil society organisations and activity after social services.

The Almanac also indicates that 25% of funding for culture and recreation is from statutory sources and 75% from other sources.

NCVO categorises its data relating to civil society organisations as follows:

- Micro organisations – income less than £10,000
- Small organisations – income £10,000 to £100,000
- Medium organisations – income £100,000 to £1 million
- Large organisations – income £1 million to £10 million
- Macro organisations – income over £10 million

The data indicates that the larger the organisation, the greater the dependence on public funding.

Relevant trend data for funding civil society organisations as a whole²⁵ shows:

²² http://www.mla.gov.uk/what/research/sector_statistics/volunteering_numbers

²³ <http://research.mla.gov.uk/evidence/documents/discussion-volunteering-in-the-mla-sector-2010.pdf>

²⁴ www.ncvo-vol.org.uk/sites/default/files/Section_2_-_Scope.xls

²⁵ www.ncvo-vol.org.uk/sites/default/files/Section_2_-_Income_and_Income_in_Focus.xls

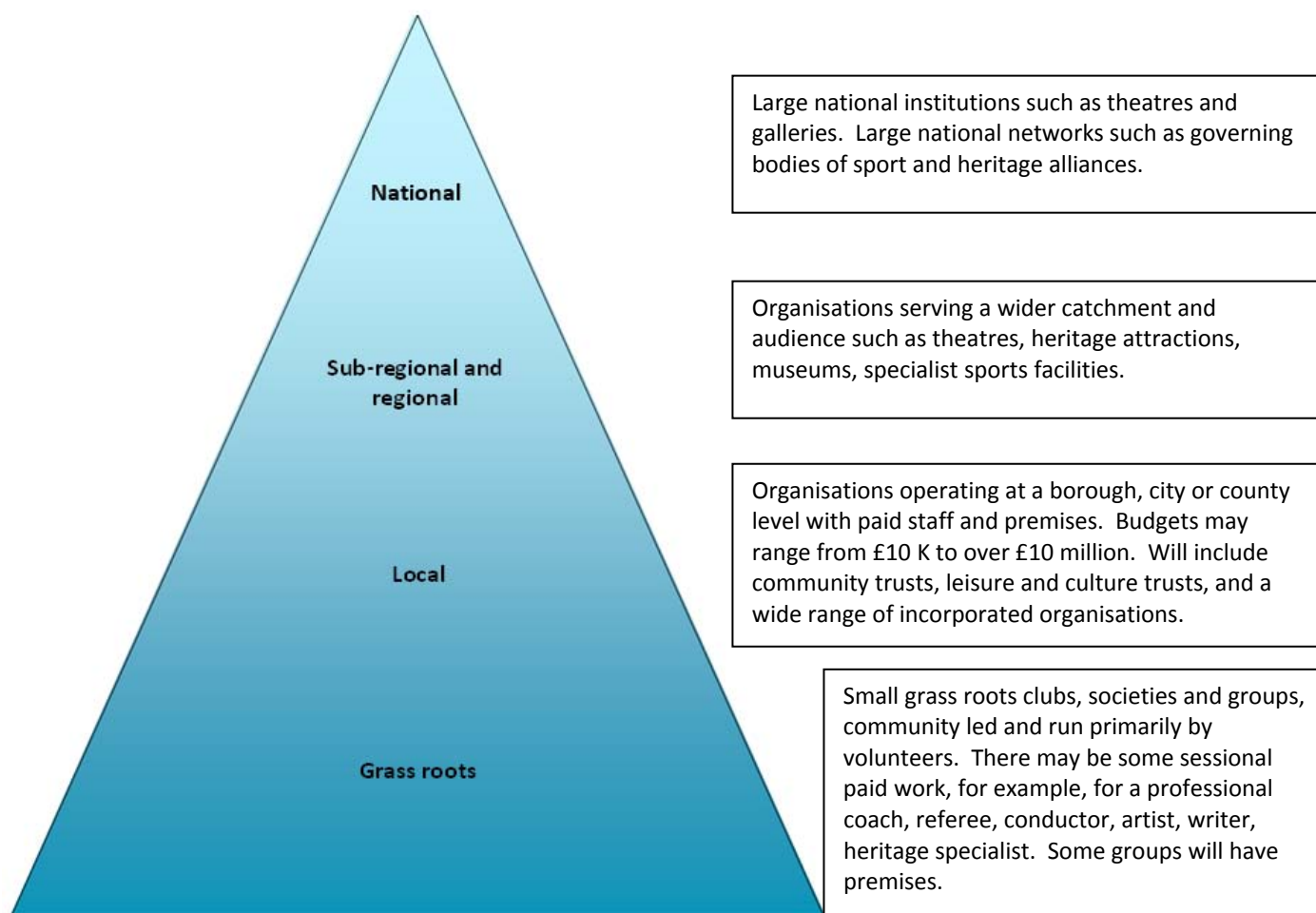
-
- Local authorities are the major funder (51%), followed by central government and the NHS (41.1%) followed by European and international (7.3%)
 - Statutory grants rose from 2000/01 to 2004/05 then fell to below 2000/01 levels
 - Over the same period, statutory contracts more than doubled with increased acceleration from 2004/05
 - Whilst 8% of micro organisations receive state funding, 73% of macro organisations receive statutory funding.

The other aspect of significance is that culture and sport are part of the 'social capital' of communities through an '**asset based**' approach²⁶. This values the capacity, skills, knowledge, connections and potential of a community – in contrast to the more familiar 'deficit' approach which focuses on the problems, needs and deficiencies in a community and designs services to fill the gaps and fix the problems. Culture and sport, as part of the asset based approach, encourages citizen engagement, co-production and community empowerment.

²⁶ <http://www.idea.gov.uk/idk/aio/23729269>

1.2.4 Culture and sport civil society organisations operate at different levels

As a starting point, for the purposes of this report and to guide our thinking about capacity building for the purpose of delivering public services, it is proposed that it might be helpful to consider culture and sport civil society organisations as illustrated below.



The pyramid illustrates (not precisely) the numbers of organisations at the different levels. The categories do not have tightly defined boundaries and there are huge variations of scale within them.

Grass roots - These include the very wide range of sports clubs, physical activity groups, 'friends of' local heritage sites, civic and amenity groups, voluntary and amateur arts, craft and small local museum collections.

The general characteristics of this category are:

-
- Small clubs, societies and groups comprising mainly micro organisations and small organisations
 - Local community or neighbourhood focus
 - Run primarily by volunteers
 - Less dependent on statutory sources of income
 - May be unincorporated bodies, have simple membership and governance structures, but will adopt formal structures where they are in receipt of grants, have premises or trading activities.
 - Their aspirations may be entirely confined to the specific interest or activity in which they are engaged and they may have no wish to build their capacity to deliver public services or to be regarded as part of civil society.

This is a very significant area of culture and sport activity.

Local - This group includes a diversity of organisations which deliver culture and sport and may also be grant-aided or commissioned to deliver services on their specific or wider social agendas. They include leisure and culture trusts, small amateur theatres and independent museums, sport and activity venues and heritage sites and projects. They may also earn income from trading, ticket sales, membership fees, donations or sponsorships.

The general characteristics of this category are:

- Organisations serving a local area which may be borough, city or county-wide
- May have paid staff and premises
- Includes small, medium and large organisations and some macro organisations
- These organisations will have greater dependence on statutory sources of income
- Will be an incorporated body such as a trust, company limited by guarantee or a friendly society.
- Their aspirations will be to deliver high quality activities and services and they may wish to develop and diversify to contribute to social outcomes for a wider group of people

Sub-regional/regional - Organisations at this level include major theatres, museums, heritage attractions and specialist sports facilities.

The general characteristics of this category are:

- A user or visitor profile and catchment are that covers an area wider than a borough, city or county
- Will have paid staff and often a considerable physical asset to manage
- Medium, large and macro organisations
- May involve a strong formal volunteering programme
- Represents the group of organisations most dependent on statutory funding but also has a diversity of funding sources
- Their aspirations will be to deliver high quality activities and services and they may wish to develop and diversify to contribute to social outcomes for a wider group of people

National - This group includes the large national museums, galleries, theatres and concert halls but also to be governing bodies of sport, who are companies limited by guarantee, and heritage networks, alliances and major societies.

The general characteristics of this category are:

- National profile and role
- Mainly large and macro organisations
- As the smallest category in terms of number of organisations, they receive the highest public subsidy
- They may have a key role in terms of building capacity and providing services to other categories in this framework, including grass roots.

Part Two: Capacity building – what is it, what kinds of activity are involved, who does it?

Part Two describes:

- Definitions of capacity building
- 10 types of capacity building activity
 - Information and advice
 - Financial resource development
 - Training and development for staff, trustees and volunteers
 - Research and intelligence
 - Guidance and standards
 - Community development
 - Market development
 - Networks and linkages
 - Representation
 - Innovation
- Who are the capacity builders?

2.1 Definitions

Two definitions are described. One relates to organisational capacity for any organisation from any sector. The second concerns community capacity building.

2.1.1 The National Audit office's definition of organisational capacity is:²⁷

Capacity is a measure of an organisation's capability and potential to apply appropriate skills and resources to accomplish its goals and satisfy its stakeholders' expectations.

High capacity organisations have:

- strong leadership, professional expertise, and good physical resources so as to deliver the range, volume and quality of services consistent with their mission; and
- the potential to extend the reach or variety of their services.

Low capacity organisations may be limited by:

- weak management and governance structures;

²⁷ National Audit Office. 'Building the capacity of the third sector'. 2009 (Note: this was an assessment of the Change Up and Futurebuilders programmes only).

-
- a lack of management, financial or business skills; and
 - a lack of physical assets needed to support core activities.

‘Capacity building refers to activities that help organisations to develop skills and resources so that they can achieve their objectives and serve their stakeholders more effectively’.

2.1.2 With regard to community capacity building, the Community Development Foundation definition (Skinner) is:²⁸

‘ development work that strengthens the ability of community organisations and groups to build their structures, systems, people and skills so that they are better able to meet their objectives and engage in consultation and planning, manage community projects and take part in partnerships and community enterprises. It includes aspects of training, organisational and personal development and resource building, organised and planned in a self-conscious manner, reflecting the principles of empowerment and equality.’

Community capacity building can look and feel different, and be approached in many different ways. But there are some core activities at the heart of the approach.

Community capacity building can involve:

Strengthening skills...to develop confident, skilled, active and influential communities

- supporting people to decide how and why they want to build community capacity - taking responsibility for identifying existing strengths, skills and resources, and meeting their own needs
- personal development and training - to build on and develop individual and group skills and confidence
- supporting people to become involved in their community and wider society in a fuller way.

Strengthening structures....to build effective and inclusive community organisations

- building structures - like community groups and organisations, and routes to involvement in decision making
- linking structures - supporting people to take part in structures that allow them to influence activity, and work jointly with others
- supporting people to establish joint structures to manage or influence local services, activities and resources.

²⁸ Assessing community strengths: A Practical Handbook for planning capacity building initiatives. Skinner and Wilson. Community Development Foundation 2002

Practical support...

- making sure that communities have the practical help and support that they need to strengthen their skills and structures.

Community capacity building focuses on supporting community groups and organisations to improve the quality of life for their communities.

2.1.3 These definitions and supporting descriptions are similar and complimentary but bring slightly different emphases.

The emphasis within the National Audit Office definition is on leadership, expertise and resources to serve stakeholders effectively.

The Community Development Foundation definition is consistent with this but emphasises engagement, empowerment and influence of communities and has a focus on equality. As such, it is not simply concerned with existing 'stakeholders' but about supporting an inclusive approach.

Community capacity building is also importantly underpinned by:

- **Collective ability** - focusing not simply on building individual capacity, but that of the community as a whole. This means lots of activity to build and strengthen ways for people to come together in their communities.
- **Building assets** - capacity building is not about focusing on what is wrong with a community. It is about taking existing strengths and giving these the opportunities and support they need to develop.

Also, most importantly, capacity building should be undertaken in '**a planned and self-conscious manner**' and not a series of uncoordinated, random activities.

2.2 Types of capacity building activity

All capacity building is concerned with enhancing and developing confidence, leadership and skills to enable people to reach their goals. It is not about solving people's problems, but enabling them to create their own solutions and prioritise the changes they want to make.

There is a good deal of sound advice and guidance about the underpinning values of capacity building in the Scottish Government's comprehensive on-line resource, 'Capacity for Change: Guidance for staff working with communities'.²⁹

²⁹ www.scotland.gov.uk/Topics/Education/Life-Long-Learning/LearningConnections/guideccb/ccbguidancehome

Capacity building might include support through the following ten categories of activity:

1. Information and advice: Wide ranging services but often covering

- Mission or purpose
- Governance and leadership
- Strategic thinking and planning
- Sustainable funding
- People, HR and employment practice
- Planning for ICT requirements
- Impact monitoring and reporting
- Research
- Collaborative working
- Conflict and dispute resolution
- Involving users and communities
- Campaigning
- Policies and plans

2. Financial resource development – advice and direct support:

- Business plans
- Marketing plans
- Asset management
- Developing diverse funding streams
- Demonstrating value for money and social return on investment
- Funding
- Asset transfer

3. Training and development for staff, trustees and volunteers:

- Leadership
- Workforce planning
- Volunteer support and development
- Skills development – wide ranging at a personal and organisational level
- Team working and partnership working
- Equality, inclusion and diversity planning
- Learning from others
- Mentoring
- Secondments

4. Research and intelligence:

- Population data
- Needs analysis
- Market intelligence
- Population segmentation
- Evidence base
- Good practice
- Policy updates

5. Guidance and standards:

- Quality standards
- Statutory duties, roles and guidance
- Equality standards
- Accreditation
- Rules
- Curriculum
- Safeguarding
- Kitemarks
- Self assessment tools
- Efficiency and Improvement

6. Community development:

- community engagement
- community empowerment
- action research
- regeneration and renewal programmes
- building social capital in the most deprived or excluded communities

7. Market development

- building the provider base
- engaging in commissioning discussions
- streamlining procurement processes
- supporting collaboration between providers

8. Networks and linkages

- building networks
- joining existing networks
- developing partnerships and collaborations
- building links with other agencies
- brokering relationships

-
- facilitating dialogue
 - links to private sector and workplaces

9. Representation

- supporting membership of local strategic organisations and partnerships
- separating strategic partnership and provider roles
- communication and consultation
- advocacy
- collective responsibility

10. Innovation

- leading the way in public service delivery
- delivering and demonstrating better outcomes for people and communities
- new approaches to service delivery
- project development
- developing creative solutions
- new opportunities and challenges
- tackling inequalities and exclusion

2.3 Who are the capacity builders?

2.3.1 Councils of Voluntary Services or Local Infrastructure Organisations (LIOs)

These local membership organisations:

- provide advice and information to local groups
- often have an emphasis on smaller organisations and marginalised groups and new communities
- are often contracted by the local authority to provide capacity building
- are often used for consultation on local policies
- are often used to identify representation on local bodies and partnerships

Collectively, they have a national voice through the **National Association of Voluntary and Community Associations (NAVCA)**.

Also, the **National Council for Voluntary Organisations (NCVO)** the National Council for Voluntary Organisations - aims to give a shared voice to voluntary organisations and to help them achieve the highest standards of practice and effectiveness in all areas of their work.

2.3.2 Local Government

Broadly speaking, local authorities approach capacity building in three ways:

- corporately – with an overview and co-ordinated approach to civil society organisations as a whole, in both policy and relationship terms
- departmentally or by service – through grant aid but increasingly through commissioning and developing relationships with organisations as providers of services
- locality approaches – neighbourhood and community based working between public sector services and local community groups

2.3.3 Health sector

Primary Care Trusts, Strategic Health Authorities and Public Health approach capacity building from three main standpoints:

- patient involvement in health - a range of mechanisms and panels to ensure patient input to the design and delivery of services
- community development – particularly to ensure take up of health services by the most disadvantaged
- market development and encouraging civil society organisations to deliver services

2.3.4 Other major institutions – public, private and civil society

There are many other organisations and institutions which contribute to capacity building in different ways, though they may not necessarily describe their activity in these terms:

- universities – frequently invest in local ventures in ways which benefit their students, their town or city and local people. This can range from provision of facilities to research, partnerships and collaborations.
- Housing associations – are key players in local communities with a network of tenants and residents associations and other social and community, sports and cultural inputs
- Businesses – the private sector contributes through sponsorships, employee schemes, community projects, social responsibility activity, mentoring and secondments

2.3.5 NDPBs and their associated professional bodies

These bodies provide specialist advice, expertise, standards and direct funding and their capacity building activities span most of the ten categories of support listed but they have particular focus on:

-
- research and intelligence
 - guidance and standards
 - networks and linkages
 - innovation
 - funding
 - statutory duties
 - promoting outreach, diversity and equality

These organisations, which may be described as infrastructure organisations, are particularly vital to the very small organisations who would not otherwise be sustainable.

6. Central Government

Central government sets the framework and drivers of policy and provides some funding, but, more significantly, the mechanisms to shape policy change at a local level.

The Coalition policy of localism has meant a reduction in regional bodies which may have been seen previously to have a capacity building functions but these are now being devolved to a more local level.

Part Three: The emergence of new models of service delivery

Part three describes some existing models and new developments in relation to delivering public services.

It includes:

- Leisure Trusts
- Community Development Trusts
- Community Interest companies
- Asset transfer
- Worker co-operatives/ new public service mutuals
- Co-production
- Collaboration and consortia

3.1 Culture and sport provided directly by local authorities has undergone a number of significant changes over the past two decades as part of driving an efficiency and improvement agenda.

Most significant was Compulsory Competitive Tendering in the 1990s where a number of authorities contracted out their leisure facilities to private sector organisations. The emphasis was on best value.

In the following decade, the development of Leisure Trusts became more common (eg Greenwich, Wigan) and more recently, Culture Trusts (eg Luton), integrated sport and culture trusts (eg Peterborough) and some transfers of library, museum and archive services to existing leisure trusts (eg Salford). The emphasis shifted here to greater local engagement and accountability.

Some of these and other models will be outlined briefly below. Authorities have taken different paths – but at this juncture there is another **threshold or perhaps a watershed** in how authorities see the delivery of culture and sport in the future.

Looking to existing or creating new civil society organisations is a potentially key development in culture and sport in the future.

How culture and sport organisations work with each other and with other civil society organisations generally is the other key challenge and imperative.

3.2 It is not the purpose of this document to give a comprehensive analysis of all the legal structures or their merits, but to identify some common models and current developments:

3.2.1 Leisure trusts

There are over over 100 leisure trusts and social enterprises, ranging Cornwall to Scotland and from small trusts with single leisure centres to larger organisations managing more than 65 sites. Together the members have a combined annual turnover in excess of £790 million, have more than 175 million customers visiting their facilities each year and employ the equivalent of 21,400 full time employees. Collectively they operate more than 910 individual sites.

Sporta is the membership organisation for leisure trusts and provides advice and guidance.³⁰

There are many successful leisure trusts, but like all organisations they can vary, so to consider 'The Case against Leisure Trusts', the European Services Strategy Unity Briefing (July 2008)³¹ gives some pointers to consider.

The Audit Commission study of Leisure Trusts in 2006³² concluded that there was a lack of rigorous assessment of options before decisions were made.

3.2.2 Community Development Trusts

Development trusts are community owned and led organisations. There are nearly 500 in operation and while many are still small, others are operating at scale: the combined income is over £275m and development trusts have £565m of assets in community ownership.

They use self-help, trading for social purpose, and ownership of buildings and land, to bring about long-term social, economic and environmental benefits in their community.

They operate in both urban and rural areas, often in neighbourhoods which have experienced the worst economic decline. They are independent, but work with the public sector, private businesses, and with other community groups.

They are community 'anchor' organisations, delivering services and facilities, finding solutions to local problems, and helping other organisations and initiatives succeed.

They are set up to run a mix of services and facilities which seek to meet the needs of communities.

³⁰ www.sporta.org/index.cfm?fuseaction=c_pages.showPage&pageID=1

³¹ www.european-services-strategy.org.uk/outsourcing-library/transfers-and-externalisation/leisure-trusts-briefing/leisure-trusts-briefing.pdf

³² Audit Commission (June 2006) Public sports and recreation services: making them fit for the future www.audit-commission.gov.uk

They seek to acquire and convert disused buildings, some of which are of historic value and interest, and use the assets to generate income. They are increasingly being used to deliver public sector contracts – this represented 45% of their earned income in 2010, up from 40% in the previous year. 32% of Community Development Trusts include Sport and recreation in their activities and 55% list festivals and events.³³

Examples of Development Trusts with a strong culture and sport focus include:

Westway Development Trust, North Kensington :³⁴ The Westway Development Trust was formed in the 1970s, to take on the challenge of regenerating and managing the land under the newly constructed A40 motorway as it cut through North Kensington. Nearly forty years on much of the land has been regenerated and there is a strong sports programme, excellent facilities and a community focus.

As well as being a pioneer of community ownership for major public assets (although many saw the land as a liability) the Trust was created to be a pioneer of social enterprise; to use its initiative to generate income in order to deliver a programme of community benefits to the residents of the Royal Borough of Kensington and Chelsea.

North Pennines Heritage Trust:³⁵ The North Pennines Heritage Trust was incorporated as a Company Limited by Guarantee in September 1987. In collaboration with the nine local authorities in the area, English Heritage and with site owners, the Trust identifies important sites in need of conservation and interpretation. It assembles financial packages and carries out the work either by its own labour or by contract.

There is a policy of directing spending towards local firms and employing its own workforce has been a great help to the local economy and has made the Trust the second largest employer on Alston Moor. The Trust also publishes booklets on topics

of interest and organises lectures and visits, guided by directors and members, in order to stimulate local interest in the underground workings of the North Pennines.

33

www.dta.org.uk/Resources/Development%20Trust%20Association/Documents/Other/Development%20Trusts%20in%202010_final%20report.pdf

34 www.westway.org/westway/westway.aspx

35

www.dta.org.uk/activities/campaigns/communityassets/casestudies/developinganassetbasecasestudy4

Since 1991 the Trust has raised well over £5.5 million, most of which has all gone directly or indirectly into the North Pennines economy, through wages, the purchase of goods and services or the employment of many subcontractors.

3.2.3 Community Interest Companies

Community Interest Companies (CICs) are a type of limited company created by the Companies (Audit, Investigations and Community Enterprise) Act 2004 and the Community Interest Company Regulations 2005. The CIC aims to meet the needs of organisations which trade with a social purpose ("social enterprises") or carry on other activities which benefit the community.

Groups opting for this company structure do so because it seems to offer greater community and staff participation and less charity regulation, though it is regulated through the CIC regulator. It offers opportunities to marry voluntary and private work and there is an 'asset lock' which means that if a CIC folds they can nominate another CIC to benefit from any funds and assets it has left.

Examples of CICs in the sector include:

Allendale Creative Artists (Northumberland)³⁶ – established in 2006 and became a CIC in 2008. It's purpose: 'To encourage, facilitate and aid the establishment and development of creative practioners in the arts, music and education'. It has 15 staff.

Culture and Sport Glasgow Trading CIC³⁷ – Founded in 2007, with an annual turnover of £3million and 58 staff, this is the trading arm of Culture and Sport Glasgow.

The Pieran Centre, Bristol³⁸ – a multi-use community space with an emphasis on arts, film, meeting and conference space and reaching diverse communities. Founded in 2007 and became a CIC in 2007. Annual turnover is £170,000 and it has 10 staff.

Sunlight Social Enterprises, Kent³⁹ – a community hub with radio station, studio space, design, publishing, web design, café and catering and working with disadvantaged communities. It has an annual turnover £700,000 and 26 staff.

³⁶ www.cicregulator.gov.uk/Allendale%20Creative%20Artists-ver0.1.pdf

³⁷ www.cicregulator.gov.uk/Culture%20and%20Sport%20Glasgow%20Trading-ver0.1.pdf

³⁸ www.cicregulator.gov.uk/The%20Pieran%20Centre-ver0.1.pdf

³⁹ www.cicregulator.gov.uk/Sunlight%20Social%20Enterprises-ver0.1.pdf

3.2.4 Asset transfer

The Quirk Review - Making Assets Work: The Quirk Review of Community Management and Ownership of Public Assets⁴⁰ – is recognised as the foundation of contemporary Government policy concerning community asset transfer. The review identified clear benefits to local groups managing and owning assets, both as a means of empowering communities and as an effective mechanism to support local government in achieving its goals. The review also acknowledged that whilst the transfer of assets carries attendant risks and implies inevitable financial hurdles, there are no ostensible barriers to activity in support of community asset transfer.

Whilst progress has been relatively slow, partly because of the length of time the process can take, there is still a reasonably high level of interest in the approach from local authorities and there are transfers at various stages, albeit at a modest level. The base line study in 2009 identified ‘sufficient skills and capacity in the receiving organisation’ as the most critical success factor, with, ‘a good business plan and viable revenue stream going forward’ also vital.

In May 2009 the Asset Transfer Unit⁴¹ was launched. It is delivered by the Development Trusts Association, in association with Community Matters and the Local Government Association, and is funded by Communities and Local Government.

It is the leading provider of expert advice, guidance and support on the transfer of under-used land and buildings from the public sector to community ownership and management - helping organisations to develop those assets and deliver long-term social, economic and environmental benefits. It produces specific guidance on the transfer of local authority heritage assets⁴².

Examples of Asset transfer in Culture and sport include:

Lenton Pool, Nottingham⁴³ – in May 2006 Nottingham City Council transferred the Pool to the Lenton Centre, a new social enterprise developed through local activity to save the pool. The pool was reopened in 2008.

⁴⁰ www.communities.gov.uk/documents/communities/pdf/321083.pdf

⁴¹ www.dta.org.uk/activities/campaigns/communityassets/ATU

⁴² <http://www.atu.org.uk/Support/Document.ashx?ID=284>

⁴³

www.swimming.org/assets/uploads/library/Guidance_for_community_owned_and_managed_swimming_pools2.pdf

This case study amongst others, along with guidance for community managed swimming pools can be found in the Guidance for community owned and managed swimming pools.

Black Cultural Archive, Lambeth:⁴⁴ Lambeth Council gifted a 99 year lease on Raleigh Hall in central Brixton, initially using the ‘Well-Being power’ of the Local Government Act 2000. The development of a national black heritage centre to house and display the collection of historical material about the contribution of black people to British society is now underway, supported by grants from HLF, the mayor of London and Lambeth Council. Above all, it represents the culmination of years of community effort and commitment.

The listed building has now been removed from the buildings at risk register.

Keighley Central Hall, Bradford⁴⁵: Located in the town centre, Keighley’s Central Hall is a Primitive Methodist Church. It was unused for a number of years until Keighley Voluntary Service (KVS) worked with Bradford MBC to develop joint plans for the development and transfer of the asset into community ownership. KVS exists to promote the needs and voices of VCS groups throughout Keighley, and worked for more than five years to consult with the community about its aspirations for the Central Hall site and complete related business planning activity. In Spring 2009, KVS finally secured £1m from the Community Assets Programme - matched by a contribution of £650k from Bradford MBC - to make the building fit for purpose. The Council has agreed to transfer the Hall on a 99 year lease for a peppercorn rent once capital works come to an end in Summer 2010. The aim is to develop a third sector centre of excellence in Keighley – with a mixture of meeting rooms and office space for third sector groups as well as training facilities and spaces able to accommodate wider community functions. A refreshed Central Hall serving all elements of the community will contribute to town centre regeneration plans, and based upon the long term lease agreement, underpin development of a lasting partnership between the public and third sectors working in the area.

The Council has since opted to employ a dedicated Community Asset Transfer Officer. The officer will work across departmental boundaries and oversee development of appropriate policies and procedures in conjunction with the DTA to facilitate further transfers in the future.

⁴⁴ www.bcaheritage.org.uk/news

⁴⁵ <http://atu.org.uk/Stories/Keighley>

3.2.5 Worker co-ops – new public service mutuals

In August 2010, Minister for the Cabinet Office Francis Maude, announced the launch of the first wave of Pathfinder mutuals to be run by entrepreneurial public sector staff who want to take control of the services they run.

As part of the Government's commitment to support the innovation and entrepreneurialism of front line staff, twelve fledgling public service spin-offs have been chosen to be Pathfinders for the mutuals initiative. These pathfinders will be trailblazers for the rest of the public sector – helping Government establish, by learning from the front line, what type of support and structures will best enable the development of employee-led mutuals on an ongoing basis.

The pathfinders will be supported by expert mentors from some of the country's most successful businesses and leaders in employee ownership models. All the mentors have offered their support for free and will work with staff in the Pathfinder projects to help them develop a range of sustainable, efficient and pioneering employee-led services. Greenwich Leisure Limited is one of the mentors.

In November, further announcements⁴⁶ described the intention to introduce new 'Rights to Provide' across public services, where employers will be expected to accept suitable proposals from front-line staff who want to take over and run their services as mutual organisations. The announcement included:

- over £10million to help the best fledgling mutuals reach investment readiness
- a new information line and web service for interested staff, provided by Local Partnerships, the Employee Ownership Association and Co-ops UK; and
- a 'challenge group' involving employee-ownership experts including, John Lewis Partnerships, to investigate ways to improve regulation.

3.2.6 Co-production

Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities and services are co-produced in this way, both services and neighbourhoods become far more effective agents of change.

Co-production involves building on people's existing capabilities, mutuality and reciprocity, peer support networks and blurring the distinction between professionals and recipients – or producers and consumers of services. It is about facilitating rather than delivering, enabling public service agencies to become

⁴⁶ www.cabinetoffice.gov.uk/news/big-society-plans-better-public-services

catalyst and facilitators of change rather than central providers of services themselves. It recognises people as assets not passive recipients and as equal partners in the design and delivery of services.

Many current examples are in health, social care, child care and employment and training for disadvantaged groups, but there is a movement to develop this further across more services, and councils are signing up to develop this further. NESTA⁴⁷ is leading this with partners and has a Practitioners' Network and Critical Friends group of experts in public services.

This may be new language for culture and sport organisations but not necessarily a new way of working. So there is an opportunity to look at existing work in this context, be part of the future developments and gain recognition for the contribution of culture and sport to this way of delivering services.

3.2.7 Collaboration and consortia

Collaboration is very much on the agenda for a range of reasons, including survival, efficiency, collective influence, sharing knowledge and expertise. Specifically in relation to commissioning and public service delivery collaboration can be especially beneficial to include smaller organisations in the process and develop an enhanced collective offer.

Collaboration between culture and sport organisations can also make it easier for commissioners to communicate and understand the diversity and potential of the offer.

Collaboration with wider networks of providers and civil society organisations shares respective skills and expertise and has the potential to bring culture and sport to wider groups of people and communities.

Collaborations may be formal or informal. They may be monthly networking meetings, sharing accommodation, staff or resources, or looking at joint service delivery. On the formal side, in legal and contractual terms there appear to be three main options and a number of innovative and unusual models:

- New independent body - a consortium where a new independent body (a jointly-owned separate organisation) is set up.
- Lead agency - a consortium where one partner is the lead agency (holds the contract with the commissioner and is the accountable body) and sub-contracts with the other partners. With this type of consortium there is an

⁴⁷ www.nesta.org.uk/areas_of_work/public_services_lab/coproduction

overarching agreement between all the partners and some form of steering group to oversee it.

- Sub-contracting - a sub-contracting arrangement where one agency holds the contract with the commissioner and sub-contracts to other service providers.
- Innovative and unusual models – such as secondments, community anchors and collaborations with statutory partners

The **Collaboration Benefits Programme** run by bassac⁴⁸ has a wealth of support material, resources, case studies and training on all forms of collaboration.

Mission Models Money (MMM)⁴⁹ has published a range of materials to stimulate and support collaboration. It is this kind of thinking that organisations locally want to explore and build upon.

Extract: ‘The social systems thinker Peter Senge believes that what we are witnessing is nothing short of total revolution:

“History talks mostly of political revolutions, dramatic events that all too often represent little real change over the long term: But occasionally something different happens, a collective awakening to new possibilities that changes *everything* over time - how people see the world, what they value, how society defines progress and organises itself, and how institutions operate. The Renaissance was such a shift, as was the Industrial Revolution. So, too, is what is starting to happen around the world today.”

He proposes three core capabilities that will enable us to navigate this ‘change of age’: firstly, the ability to see the larger systems of which we are all part; secondly the ability to recognise the unprecedented level of interdependence that characterises our world and to foster collaboration across every imaginable boundary; and thirdly the ability to move from a reactive problem-solving mode to creating futures we truly desire. This, he says, requires a level of commitment, imagination, patience and perseverance far beyond what happens when we are just reacting to problems’

National Council of Voluntary Organisations(NCVO)⁵⁰ has a section of its’ website on collaborative working with different models, case studies, information and tools

Examples of collaborations in Culture and Sport:

⁴⁸ www.bassac.org.uk/our-programmes/collaboration/collaborationbenefits

⁴⁹ <http://www.missionmodelsmoney.org.uk/programme/collaborative-working/collaboration-starter-pack/>

⁵⁰ <http://www.ncvo-vol.org.uk/advice-support/collaborative-working>

County Sports Partnerships⁵¹ (CSPs) are networks of local agencies committed to

include National Governing Bodies of Sport and their clubs, school sport partnerships, local authorities, sport and leisure facilities, primary care trusts and many other sport and non-sporting organisations. CSPs are led by a strategic board supported by a central team of professional staff who provide leadership, co-ordination and structures which allow people and organisations to work more effectively together at a sub-regional level. They are both commissioners of activity and commissioned by public sector bodies particularly in health and education.

Point Blank, Sheffield⁵² is a social enterprise with origins in the performing arts, which has reconstituted in order to stimulate other creative enterprise in the pursuit of social, economic and cultural change. The organisation has evolved to produce a wide range of innovative creative enterprises and, significantly, in April 2009 purchased The Riverside in Kelham Island with a view to operating a live arts & entertainment venue offering unrivalled opportunities to support the development of emerging artists and the wider community. The organisation is planning to build a 100-seater Studio Theatre on the site but meanwhile the venue maximising current use of space using it as a springboard to establish a range of other creative enterprise projects including a social kitchen, micro brewery, environmental trust and arts development agency.

Point Blank is a member of the Third Sector Consortium (3SC),⁵³ a national initiative to win prime contracts for civil society organisations. Via 3SC the company received its largest ever contract through the Future Jobs Fund.

Newcastle Gateshead Cultural Venues⁵⁴ is an alliance of the principal building-based producers and presenters representing a very wide range of cultural forms. Members are influential regionally and nationally and are: BALTIC Centre for Contemporary Art, International Centre for Life, Dance City, Live Theatre, Northern Stage, Seven Stories, Theatre Royal, The Sage Gateshead, Tyne and Wear Archives and Museums and Tyneside Cinema. They work together to maximise the artistic and economic potential of the cultural sector in the North East by developing strategic and creative initiatives, sharing practice and resources and by being a strong collective voice.

⁵¹

www.cspnetwork.org/SITEFORUM?i=1268905377428&t=/Default/gateway&xref=http%3A//www.sportengland.org/support_advice/county_sports_partnerships.aspx

⁵² pointblank.org.uk/59_page.html

⁵³ www.3sc.org/

⁵⁴ <http://gnculturalvenues.ning.com/>

After a decade of more informal joint working they have been formalising their work together in the past 18 months, following a collective desire to investigate new models of sustainability. Initially supported by Arts Council England North East through the national Mission the Missions Money programme of action research into collaborative working, they are making progress towards the overarching aim of becoming more resilient charitable businesses or not-for-profit organisations.

They explore ways to become more efficient, more cost-effective, better informed about each other and the external landscape in which they operate, better placed to use shared resources, better able to measure and demonstrate collective value and better placed to engage with audiences and new technologies. This in turn makes them a more credible voice in representing the case for continued investment in culture (to gain maximum value from all the investment of the past decade), a more powerful partner and customer, and better able to weather economic and other challenges and changes.

Part four: Responding to change: Issues and implications

This section is about what people working in a small sample of culture and sport organisations, local authorities and NDPBs in the regions are doing in responding to change and their support needs.

It includes:

- Turning challenges into opportunities through new business models
- Getting to grips with commissioning
- Being more business-like
- Capacity building needs
- The potential for culture and sport to innovate

This was a small sample of interviews and conversations with around 20 people. As such it has no statistical basis but it does open up some interesting themes. The fact that such a small sample produced such a rich selection of ideas and practical responses was, in itself, illuminating. The examples are illustrative. Though small, the findings also reflect previous research over the past 2 years and refresh this.

It is undoubtedly a time of significant change and uncertainty, but people are trying to get to grips with this. In order to make sense of changing circumstances people are adjusting what they are doing whilst not losing sight of their mission. Whilst some authorities and organisations have been anticipating change and developing different solutions for some years, there is a lot of new activity happening. Much of what people told us was '**work in progress**'.

It's a time of new conversations. There is an enthusiasm to build better partnerships and relationships between local government and civil society. Funding and sustainability are key concerns: organisations are realistic but would welcome creative conversations at local level to explore different solutions based around investment and enterprise rather than 'subsidy'.

Themes:

1. Turning challenges into opportunities through new business models

Funding and sustainability head the list of challenges for everyone.

There is no alternative other than to be realistic about resources and this is leading to new collaborations and the search for new solutions. Examples of models already up and running were included in Part 3, but there are there seems to be many other developments underway.

Example 1: Merging the back office - Manchester Museum and Whitworth Art Gallery

Manchester Museum is a stand alone organisation within Manchester University. It was established in 1880, and has about 84 staff on its site. It shares its commitment to three areas of work with the University goals: Research, Teaching, Social Responsibility.

In October 2010, Manchester Museum merged its core backroom services with the Whitworth Art Galley, also a University organisation, to anticipate and weather impending cuts. Currently, all services are shared, except curatorial staff who remain discreet to the individual collections.

This organisational shift happened swiftly between June 2010 and October 2010 when it was implemented.

The key challenge for the museum is to maintain a distinctive programme, whilst trying to make the shared services model work with the Whitworth.

Manchester Museum has been a part of the Manchester Museums Consortium, which has been running for 10 years, and there is a significant shift in the kinds of discussions the group are now having. Previously, they have reported the outputs of what each member has programmed. Now there are more meaningful discussions to explore joint or complimentary programmes, shared marketing, procurement, neighbourhood renewal, and participation.

Example 2: Exploring alternative service providers: Leicester City Museums

As part of its' budget proposals, Leicester City Council has identified that it is no longer able to keep all of its' museum and heritage sites open all year but is keen to retain public access for events and school visits. It has opened up discussions with several of its' existing partners to explore alternative ways of running the facilities. The council is open to exploring different scenarios and developing bespoke solutions based on the practicalities in place at the different sites. The Cathedral and University are already closely involved in two of the sites and a third has a strong volunteer tradition, so different arrangements are under discussion.

2. Getting to grips with commissioning

There is still a great deal of mythology and lack of clarity about commissioning. Even those who have had an understanding and involvement in the past are faced with new scenarios especially in health and education.

Example 3: Transforming the organisation and individuals: Barnardo's

Barnardo's is a national charity, supporting vulnerable children and young people to be free from poverty and abuse. The Manchester office has 100's of staff across the range from admin to care workers. The team are embedding a development project alongside the core services to improve the experience and life chances of their clients. Many of these are creative or business skills – for better wellbeing or transferable skills in other parts of their lives.

Contracts for tender and commission are all under review – both long and short term. This leads to uncertainty in the delivery of services. There is a dilemma of having to cut staff numbers in this period, to other parts of the service, or through redundancy, at short notice.

The importance of the transformative programmes alongside core services is vital, as they often prepare the young people to respond to core services in an increasingly positive way. They are also a great way to publicise and record the positive outcomes of the care service, not just recording the negative incidents on record.

For example, young Jonny was abusive to a worker on Monday, which is recorded as a negative mark on his record, but he also took part in a team programme of preparing for an Arts exhibition. So overall outcomes for Jonny are balanced and eventually will result in a more positive outcome as his self esteem is increased through enjoyment and participation.

Barnardo's works with many other agencies including private sector firms. Even for the largest national children's charity, 'developing a service in a tendering and commissioning arena is not conducive with organisational development - who supports the investment in innovative practice, and not outcomes based work only?'

Example 4: Gearing up for the new commissioning environment: Leicester-Shire and Rutland Sport (LRS)

This County Sports Partnership works with 10 local authorities, 10 Schools Sports Partnerships, 30 governing bodies of sport, umbrella organisations and local sport alliances to deliver a comprehensive sport and physical activity programme in the area. It encourages more active and healthy lifestyles.

The partnership is built on developing relationships and providing both support and challenge to partners to ensure best practice. There are good relationships with health services and LRS developed the Physical Activity Strategy for Public Health on behalf of the county PCT.

The partnership is planning to support their infrastructure to join up still further to respond to adult social care and personalisation. They also plan to develop a single

offer for children and young people 'in and after' school in a way that is clear for Head Teachers and provides progression into communities. They are also keen to work with cultural organisations who are in a brokerage role to maximise the total offer, build capacity and co-ordinate the offer.

3. Being more business-like

Organisations recognise the need to be more business-like but are still exploring what this might mean. There are some potential tensions to consider in terms of being 'hard-nosed' or innovative. Organisations are grappling with Full Cost Recovery, diversifying funding sources, income generation, new collaborations, in the context of reduced resources from some of their previously major funding partners.

There is a keenness to learn from other sectors, including business, to develop organisations that are efficient whilst delivering their core mission and social objectives.

Example 5: Right for the times – Business Transformation at Luton Culture

Luton Culture is a registered charity which looks after arts, libraries and museums in Luton. They were set up in March 2008 and employ nearly 300 people working across 13 sites. These include Stockwood Discovery Centre, Wardown Park Museum and The Hat Factory. Their work also embraces outdoor events such as the Luton International Carnival.

Luton Culture has built in a business transformation process from the beginning. Bringing together three previously separate services into one new Trust with a shared vision and mission has been undertaken with a great deal of thought and the invaluable help of a consultant. The Trustees have a good balance of skills across both business and culture and have played a significant role.

Although there are challenging budget reductions, the Trust is proactive in working with other providers and commissioners to deliver better outcomes for the people of Luton.

Example 6: Good for business: Noise UK

Noise is a national charity, established in 2004. It is a talent showcase online and festival for the Creative Industries. Its services include online portfolios, e-learning, skills support, and e-commerce to support new and emerging talent to be work ready. Despite its core office staff of four (this rises to 13 during the festival) and an annual income of just over £300,000, the 2008 Noise Festival showcased the creative talents of young artists to over eight million viewers. It won the Best Arts, Culture

and Heritage Charity at the Charity Awards 2009 and was a finalist in the best run charity section 2010.

It operates a Community Interest Company, NoiseLab, for trading purposes, with the profits going to the charity. It helps individuals to make connections with creative industries through its "Dream Jobs" initiative and providing internships. It provides 'How to . . .' guides on line on such issues as how to create a website, how to publicise your goods. It has also worked with empty high street shops to enable artist to showcase their work and re-activate empty retail spaces.

For its' own business development, it is exploring new forms of income generation which might include a membership scheme for industry organisations and nominal charges for individual users.

Example 7: Community share issues: FC United Manchester and Hastings Pier and White Rock Trust

Community shares are issued for a community purpose. The concept has been developed through a joint initiative of the Development Trusts Association and Cooperatives UK with support from the Department for communities and Local Government. Community investment is about engaging communities to invest in themselves. By harnessing the collective investment powers of whole communities, large amounts of capital can be raised in small sums from members of the community.

FC United of Manchester launched a community share issue in September 2010, aimed at developing a new stadium in a deprived part of the city to be a permanent home from which to continue its award winning community work. The development is planned to provide sustainable income streams and act as a catalyst for regeneration in the area.

Hastings Pier and White Rock Trust are also using this approach in their campaign to restore the pier.

4. Capacity building needs

Generally, organisations are looking to themselves and their trustees to plan for the future. Independent organisations, whether new or long-standing, know that they need to adapt and plan for the changing context. Those who have become most dependent on a single major funder are potentially the most vulnerable, but many organisations have recognised the need to diversify income sources.

Resources from local authorities will still be important but people are realistic. But there are some other support needs which would benefit everyone.

What organisations are looking for from local authorities

Although there are many examples of good practice and good relationships, for the most part it would appear that generally there is a lack of a corporate approach to capacity building in civil society organisations across many local authorities.

Where there are market development initiatives to involve civil society organisations, it would still seem to be the case that culture and sport organisations are not routinely involved in these.

- i. Strikingly, what organisations most wanted from local authorities was **recognition**.

Whilst organisations had confidence in their commitment to quality and the value of the work they were doing, they felt there was a lack of knowledge and understanding about what they were doing and a lack of recognition of their skills and competencies or endorsement of their contribution.

Clearly this is a two way street. Culture and sport organisations need to know how to present what they do in ways that engage with local authorities and influence them, particularly the parts of councils beyond the culture and sport officers. Having a profile, being visible and communicating well are the pre-requisites.

For local authorities who are seeking to develop and increase the role of civil society organisations, there is a need to go into these organisations and see what they do and how they operate, talk to their customers and volunteers and develop relationships.

There was also some concern that the capacity of key officers was being reduced in areas where relationships and partnership were vital to delivering a local service in areas such as heritage functions. There is a particular worry about the capacity of groups in less affluent areas and the risk that the pressure from those more able to organise and articulate their case might prevail over more deprived communities.

- ii. Secondly, organisations were keen to have some form of **co-operation around funding** so that organisations in the same area weren't rivals for funding streams but working together for better outcomes. This is consistent with community budgeting as well as strategic or national sources.

-
- iii. **Support for volunteering** was a key need. Many successful programmes had been developed with the support of a dedicated Volunteer Co-ordinator. When funding for these posts is withdrawn the effects can be significant. Not only is the service itself lost to the customer, but the benefits to the volunteers, their families and the wider community are also lost. Good quality volunteer support is vital to good quality services through civil society. Support for a volunteering infrastructure and volunteer management capacity is not something to be left to chance.
 - iv. **Support to engage with the commissioning process.** If public services are to be increasingly delivered in new ways and local authorities are going to become enablers and commissioners rather than providers, then this will need a planned approach. Without support, civil society organisations may quickly be pushed aside by private sector organisations.

Example 8: From provider to commissioner: East Riding of Yorkshire Cultural Services

East Riding Cultural Services is working through a transformation plan. This has included building new and stronger relationships with Adult Social Care, Health and Children's Services. The whole of the management team, Head of Service and two cabinet members have worked together over the past year on building their understanding of, and approach to, commissioning, alongside other improvements. This has already led to new business and ways of doing business.

In relation to civil society organisations, there is a cultural partnership made up primarily of smaller organisations, which contributed to the development of the cultural strategy. There are a range of networks, small grants and volunteer programmes across the services. One small but important example is an arts grant to Castaway Theatre, for young people and young adults with physical disabilities or learning difficulties, which has then enabled the organisation to be commissioned by Adult Social Care to provide further services. Cultural Services also fund the East Riding Voluntary Action Council (ERVAC) to run the Club Accreditation Scheme Level 1 for sports clubs.

The team have begun to widen their links with other civil society organisations to explore future collaborations. Their transformation programme is planned over three years and aims to look at the whole culture and sport provision in an area, not just council run provision, and develop a more facilitative and enabling approach – with communities, other parts of civil society and other statutory players.

What organisations are looking for from NDPBs and professional associations

Organisations look to their national and regional bodies and their peers for funding, information, support, advice, good practice, advocacy, professional standards, research, data, evidence and innovation. These are valued. They are possibly the prime source of support. So organisations will continue to look to their NDPBs and professional bodies for leadership and support in these areas.

Two issues emerged here.

- i. **Reconciling local and national agendas** emerged as the key issue. Whilst this is not a new challenge, there are concerns across a range of different types of organisations that aligning ‘top down’ and ‘bottom up’ agendas might be becoming more difficult. The concern is that as resources become scarcer, organisations define themselves more tightly. Whilst this may be understandable, this tension needs to be managed in a way that does not close down relationships. Local organisations want their national bodies to be sensitive to their position in local communities and the need for flexibility.

So, whilst the local priority might be to reduce health inequalities or keep people independent in old age, and national priorities might be about increasing participation and excellence in sport or the arts, or preserving our heritage, the need is to bridge these two sets of outcomes and identify common agendas – that achieve both sets of organisational priorities and community needs.

- ii. **New collaborations** are developing all the time. Organisations at the sharp end are engaging in these and as new developments are bubbling up around them they need to have supportive and knowledgeable back up and awareness of new business models.

Apart from the technical aspects and legal models, there is a desire at local level that their professional bodies are advocates of the principles of collaboration and demonstrate this in their spheres of influence.

What local authorities are looking for from NDPBs

Local Authorities valued the input and expertise of the NDPBs. Continued support on the improvement and efficiency agenda, drawing on knowledge from around the country was sought. Building the evidence base for the impact of culture and sport on outcomes was considered very important.

There was a feeling that this was a good time to have some new conversations about the relationships and considering the most effective way of working together in the new context.

- i. **Local authorities would welcome talking even more about what they are trying to achieve locally and considering approaches with all their NDPBs**

together. There may be more opportunities at the neighbourhood level to work together. There may be opportunities for the lottery distributing organisations to have more impact together. There is a desire for the NDPBs to be part of the ‘bottom-up’ approach and developing bespoke solutions locally.

- ii. NDPBs need to work **‘with and through’** local authority culture and sport officers, especially in relation to commissioning, otherwise there could be confusion and further complication in developing commissioning relationships. The NDPBs need to ‘add capacity, not cut across’ and approaches need to be co-ordinated and sensitive to the local circumstances.
- iii. **A shared approach to capacity building with culture and sport civil society organisations would be very welcome.**

Generally, it is acknowledged that, despite some good initiatives, events and relationships, capacity building has not been approached in a planned and consistent manner. There is a recognition of the need to address this.

There are particular exceptions in areas that have had Capacitybuilders funding to invest in infrastructure organisations.

Pulling together the contribution of the national, regional and local bodies into a co-ordinated local approach makes best use of the respective expertise and resources and makes best use of the capacity available.

Example 9: Stepping it up in Lancashire

In Lancashire, where there has been Capacitybuilders funding, Step-It-Up started as an idea as a commissioning collaborative. That core aim remains, but they are now growing into much more; to become a central portal for information, collaboration and delivery.

Step-It-Up does not seek to deliver, but facilitate. The vision is to create cohesion between civil society and business. The aim is to create true partnership working that shapes the delivery of services in the community.

Their core values are in building support and partnership through enabling partners to come together to source funds, develop programmes and deliver improvement through increasing social capital.

Whilst it is still work in progress, Step-It-Up plans to enable organisations to get commission-ready through providing business improvement support and access to a team of professionals and active resources. By becoming part of the Step-It-Up

collaborative, organisations will have the opportunity to self-assess , benchmark their services in the marketplace and showcase specialist support and services that they provide.

Lancashire also is home to **Young Lancashire**, a successful collaboration to deliver services to young people through a consortium of providers across the count.

5. The potential for culture and sport to innovate

The previous issues largely concern processes and relationships and there is plenty of opportunity for creativity and innovation within these.

In addition, however, there could be even bolder moves that culture and sport could make to contribute to building a stronger civil society. Given the scale, reach and diversity of culture and sport in local communities and the fact that it is built on the positive engagement of people in activity rather than response to a 'deficit', there may be opportunities to enhance and amplify these strengths in new ways. This could involve culture and sport officers or organisations playing a leading role in the emerging approaches to civil society in the current policy context.

At a national level, there are also opportunities to be part of the cutting edge thinking that is happening in organisations like the New Economics Foundation, RSA, NESTA and the Young Foundation amongst others. The Young Foundation, for example, is developing the concept of Social Impact Bonds⁵⁵ which is a funding mechanism to invest in social outcomes. There are collobarations between organisations like these on such initiatives as the 'Whole Education'⁵⁶ where culture and sport organisations could bring their expertise and dimension into the collaboration.

An international perspective might generate some wider thinking – such as the example below - but there are enough creative thinkers around to spark ideas.

In short, **as big players in the Big Society, culture and sport should think big and bold.**

Example 10: CMV – Culturelle en Maatschappelijke Vorming: Community capacity building through culture in the Netherlands

3,000 social workers are trained in universities in The Netherlands to become Cultural and Social and Development Professionals (CMV – Culturelle en

⁵⁵

⁵⁶ http://www.wholeeducation.org/pages/overview/about_us/0,0/whole_education.html

Maatschappelijke Vorming). This seems to be an inspired model for developing social and cultural capital through social work – connecting social objectives with cultural objectives, developing social capital through cultural development and cultural capital through community capacity building

The CMV practitioner's focus is on increasing and strengthening the competencies that enable people to stand on their own feet and shape their life qualitatively. They do this by challenging individuals, groups, organisations and communities to take part in social and cultural activities and projects.

Part Five: Capacity building for better outcomes: Towards a Prospectus

This part suggests a 'Prospectus' and a pilot programme to test and explore the key themes at a local level.

The themes from the last part, together with the material in the preceding context setting parts, suggest a future agenda.

- Turning challenges into opportunities through new business models
- Getting to grips with commissioning
- Being more business-like
- Capacity building needs
- The potential for culture and sport to innovate

In relation to capacity building the messages seem clear.

- There is a need to reconcile local and national agendas and support bottom up approaches
- There is a need to support and demonstrate collaboration at all levels
- NDPBs, local authorities and local infrastructure organisations need to work together to devise a planned and co-ordinated approach
- Recognition of the contribution of organisations, co-operation around funding, support for volunteering and commissioning is required.

The first five bullet points are potential modules, programmes or workstreams to build a 'prospectus' around. There is some overlap between them so there could be a case to refine the framework.

The last four bullets suggest that this needs to be built from the bottom up.

The 'Prospectus'

Working from the five themes, the Prospectus could be developed to cover a range of elements. Those below are indicative.

Delivery of the programme will involve a mix of training and development methods. It will also involve drawing on the skills and strengths of other organisations and sectors.

Theme 1: Turning challenges into opportunities through new business models

Elements:

- Why new business models?
- Company structures
- The pro's and con's of collaboration
- Collaborative behaviour
- Collaborative arrangements and structures
- Co-production and community involvement
- Tools and information

Theme 2: Getting to grips with commissioning

Elements:

- Understanding commissioning
- Building relationships with commissioners
- Building relationships with other providers
- Keeping attuned to the developments in health, education and social care
- Personalisation and 'proportionate universalism'
- Engaging in commissioning upstream
- Gearing up for procurement

Theme 3: Being more business-like

Elements:

- Business planning for the new decade
- Diversifying income streams
- Efficiency and effectiveness
- Demonstrating value for money
- Enterprise and entrepreneurship

Theme 4: Capacity building needs

Elements:

- NDPBs and local authorities together identifying approach
- Developing local programmes to meet locally identified needs – drawing from the ten types of capacity building activity described in 2.2
- Staff, trustee and volunteer development
- Influencing skills

Theme 5: The potential for culture and sport to innovate

Elements:

- Opportunities and headroom for the sector to recognise and build on its' role in civil society
- Culture and sport involvement in local problem solving exercises
- Working with other innovators and pioneering thinkers at all levels – contributing to the cutting edge
- Leadership programmes
- Being transformational
- Culture and sport empowering communities and promoting social action

Part Six: An examination of the 'brokerage' model

Arts Council England has agreed to set up a network of regional, strategic organisations to build relationships and capacity with regard to arts organisations and children and young people's services.

This section outlines the framework for the brokerage role which is to be developed over the next year and is also potentially useful to other parts of the sector, such as County Sports Partnerships and Renaissance in the regions.

The framework for the role of broker identifies ten elements:

- Honest broker
- Bringing coherence to the creative landscape
- Bringing coherence to the commissioning landscape
- Understanding the landscape for children and young people
- Relationship building
- Capacity building
- Knowledge management
- Managing interfaces
- Exploring new ways of doing things
- Doing business
- Providing leadership

This is an extract from the Phase 2 report.

Goal 5 of the Arts Council Strategy, *Achieving Great Art for Everyone*⁵⁷ is: **Every child and young person has the opportunity to experience the richness of the arts.**

The priorities associated with this goal are

- improving the delivery of arts opportunities for children and young people
- raising the standard of art being produced for, with and by children and young people

With regard to the first of these, **improving delivery**, Arts Council England has agreed to set up a network of regional, strategic organisations to build relationships and capacity with regard to arts organisations and children and young people's services.

⁵⁷ http://www.artscouncil.org.uk/media/uploads/achieving_great_art_for_everyone.pdf

These organisations will be key partners in realising Arts Council England’s ambitions around its Children and Young People goal – particularly priority one, improving local delivery. The organisations will undertake five functions:

- Analysing and understanding local needs and priority outcomes for children and young people, understanding the local arts and cultural offer and linking the two;
- Promoting Arts Award and Artsmark and supporting the process of developing and delivering these locally;
- Building relationships with commissioners in response to local needs and building capacity and local consortia in response;
- Facilitating local partnerships and networks;
- Levering funding through identifying opportunities within local authorities, schools, private business, trust and foundations and supporting organisations in making applications.

This section relates specifically to the third of these functions, ‘Building relationships with commissioners in response to local needs and building capacity and local consortia in response’. It seeks to define this function in the context of past experiences, current changes and future ambitions.

The task is to clarify more specifically what this might mean in practice and how the brokerage role will operate.

Clarifying ‘Brokerage’

The research pursued three lines of enquiry:

1. what is the role of the strategic CYP organisations in terms of building relationships with commissioners of children and young people’s services and others?
2. what is the role of the strategic CYP organisations in building the capacity of arts organisations? Should this be done with other parts of the culture and sport sector and other parts of the wider community and voluntary sector?
3. What is the role of the strategic CYP organisations in connecting these two? What is their added value?

Ten dimensions of the role have been identified.

This is suggested as a framework for further debate and development. It will be essential to bring consistency to the approach adopted by the network of organisations and have common core activities, nationally agreed standards and performance measures. It may be that some activities are not affordable and so agreeing firm priorities before the organisations start will be necessary.

The elements of the role combine skills and style, tasks and functions. These all impact on the role and are intrinsic to it, but it might be possible to separate these out if thought desirable. A model for this is suggested at the end.

Whilst the task has been undertaken in the context of the strand of activity that relates to building relationships with commissioners in response to local needs and building capacity and local consortia in response, it will undoubtedly overlap with the other four functions.

1. Overarching principle and style: be an honest broker

The role of brokerage requires **building trust** with all involved so being seen to have no conflict of interest is vital.

Separating the brokerage and provider role is important. If the broker is also a provider it can lead to mistrust, especially from other providers, that the broker is not acting on their behalf but feeding their own vested interests. So, ideally the brokerage organisations will have this as their sole function. But if it is the case in some areas that they are providers, the roles should be very clearly separated so that there is transparency between the broker and provider role.

The role requires sensitivity, awareness of the big picture and the detail, an ability to operate at different levels, **to inspire and inspire confidence**.

2. Bringing coherence to the creative landscape

To enable every child and young person to have the opportunity to explore the richness of the arts, there needs to be **an assessment of the richness of the arts available locally or regionally**. An honest self assessment of the arts and cultural offer might open up new opportunities to clarify strengths and diversity, identify gaps and duplication and the potential to bring co-ordination and progression into the opportunities for children and young people. This might already be in place but may need a review or refresh.

Secondly, **developing a local narrative that describes that richness** in a clear and accessible way and presents the arts and cultural opportunities for children and young people in an understandable and helpful way to those who work with them.

3. Bringing coherence to the commissioning landscape

Research to **build a ‘map’ of the commissioning landscape** involves exploring the structures, systems, priorities and people involved both in governance and the management of commissioning. This is likely to be dynamic rather than static and is becoming more complex and diverse as commissioning becomes more local and less strategic. This is especially the case in relation to education and schools.

Engaging with the ‘early’ stages of the commissioning cycle is key – understanding and contributing to the needs assessment, resource analysis, priority setting, developing solutions and market development .

The most useful forums or contacts may not be immediately obvious, but the research will identify a diversity of opportunities and people to work with and through.

4. Understanding the landscape for children and young people

Children and young people are at the heart of the matter. There needs to be **a deep understanding of the things that matter to children and young people**. Brokers need to keep up to date with policy and research, locally and nationally in order to be an intelligent broker.

It will be essential to tap into existing structures and mechanisms for children and young people’s voices to be heard and not duplicate or invent new arrangements. Also, given the huge experience and potential for arts to act as a vehicle for children and young people to express their views and explore ideas, brokers could encourage commissioners to use the arts as parts of their means of hearing young people’s voices.

5. Relationship building

The role requires

- building relationships and developing protocols with the local authority culture and sport service, cabinet member for culture and cabinet member for children’s services
- building relationships with commissioners of service at all levels and engaging in the commissioning processes at the early stages
- building relationships with and between arts organisations and developing a shared understanding and commitment
- building relationships with other providers eg Barnardo’s, Children’s Centres, Youth Service, museums and libraries, parks and heritage, children’s play services, leisure trusts

-
- building relationships with other infrastructure organisations eg the local council for voluntary service, County Sports Partnership
 - building relationships with other key players eg University or colleges
 - building or being part of alliances, partnerships, networks and collaborations, formal and informal
 - bringing people together
 - *'making friends'*

6. Capacity Building

The role requires

- knowing the existing strengths and weaknesses of arts organisations and understanding the existing skills and capacity
- strengthening the local arts infrastructure
- training and development for arts organisations on how to work with commissioners
- supporting organisations to develop their own capacity and open up opportunities to share capacity or build capacity together
- involving and including a diversity of groups and individuals
- adding value through co-ordination and teamworking
- ensuring a nationally agreed set of quality standards to meet commissioners' requirements both in terms safeguarding, health and safety, organisational health and in the quality of the arts

7. Knowledge Management

The role requires

- having an up to date knowledge of developments in public policy, not just in relation to children and young people but in all aspects of public service and of different models of service delivery
- having an up to date knowledge of policies and developments at a local level, including needs, priorities, governance and delivery structures
- knowledge of commissioning and procurement
- sharing the knowledge efficiently and effectively with arts organisations
- having a good knowledge of the evidence base for the impact of arts on better outcomes for children and young people to share with commissioners and ongoing mechanisms to build the evidence base
- bringing in relevant expertise to the arts sector
- keeping people informed of opportunities and relevant information

8. Managing interfaces and potential tensions

The role requires

- acting as a conduit between commissioners of services and arts organisations
- linking people, building bridges, acting as a go-between, creating pathways, enabling and facilitating
- understanding and translating the local political and partnership landscape
- translating and interpreting the language and objectives of commissioners and arts organisations to develop a common understanding
- managing the different priority outcomes for commissioners and arts organisations so that both sets of expectations and performance indicators can be achieved
- streamlining the interface so that it is efficient for both commissioners and arts organisations

6. Exploring new ways of doing things

The role requires

- being a creative player, exploring new ideas and opportunities
- being a catalyst for opening up thinking
- being part of developing new solutions
- being responsive to new challenges or situations
- being an *animateur* and help to breathe life into relationships and services

9. Doing business

The role requires

- co-ordinating procurement processes
- supporting transactions on behalf of the arts sector
- engaging in market development opportunities at local level
- being a *social entrepreneur* and supporting social enterprise
- being alert to forthcoming tenders and other business opportunities
- increasing levels of investment in the sector

10. Providing leadership

The role requires

-
- developing direction and strategy and driving forward in an inclusive and engaging way
 - representing the arts in key arenas and meetings
 - providing supportive challenge to arts organisations
 - providing supportive challenge to commissioners to help improve the processes
 - applying evidenced based advocacy in the local political and partnership based decision making structures
 - influencing any local developments where there are opportunities to enable children and young people to experience the arts

Developing the framework

Arts Council England will be developing their approach to the strategic children and young people’s organisations over the coming year for implementation in 2012.

As such, each of these roles and the functions and activities within them will need debate and refinement – not least to determine which functions can be resourced and which may be desirable but not priorities in the first instance.

There is also the need for consistency in the roles, to identify core tasks, activities, and competencies and to be able to assess performance across the board.

Developing the framework could include building a matrix as follows:

Role	Activities	Competencies	Performance measures/outcomes
Honest broker			
Bringing coherence to the creative landscape			
etc			

Appendix: Consultees

Aysha Afridi, Relationship Manger Learning, ACE WM

Maggie Appleton, Chief Executive, Luton Culture

Dawn Ashman, Senior Manager, Corporate Planning, ACE West Midlands

Liz Blyth, Culture and Sport Improvement Manager, Leicester City Council

John Byrne, Director, Leicester-Shire and Rutland Sport

Patricia Carmody, Continuous Improvement Manager, Moss Care Housing Ltd

Phil Clarke, Strategic Rugby Union Manger, RFU/Manchester City Council

Chris Dodd, Local Government Relationship Manger, SE NW

Claire Eddleston Rose, Relationship Manager Learning, ACE NW

Michelle Griffin, Culture and Sport Commissioning Manager, Luton Council

Graham Herstell, Sports Education Manager and Anthony Lindsay, Social Inclusion Officer, Manchester City Council

Nick Howdle, Director of Programmes, Youth Music

Andy Howitt, Head of Culture and Sport, Salford City Council

Nathan Lee, Regional Manager, MLA NW

Simon Locke, Development Manager, Barnardo's

Chris May, Chief Executive, Curious Minds

Nick Merriman, Director, Manchester Museum

Denise Proctor, Director, Noise

Kate Pugh, Chief Executive, The Heritage Alliance

Darren Stevens, Head of Culture and Information, East Riding of Yorkshire Council

Russell Turner, Local Government Relationship Manager, SE Midlands

Sara Whybrew, Relationship Manger Learning, ACE E