

IMPLEMENTATION OF THE NATIONAL CULTURAL STRATEGY:  
**GUIDANCE FOR SCOTTISH LOCAL AUTHORITIES**

MARCH 2003

**CREATING OUR FUTURE...**

**...MINDING OUR PAST**



# IMPLEMENTATION OF THE NATIONAL CULTURAL STRATEGY

## GUIDANCE FOR SCOTTISH LOCAL AUTHORITIES

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**Mike Watson, MSP**



**Councillor Pat Watters**

## **Foreword by the Minister and the President of CoSLA**

While Devolution and the Scottish Parliament signalled a new approach to ways of working in Scotland, these milestones heightened appreciation of our heritage and culture, but also raised expectations of the need for us to build on what has been achieved and nurture for the 21<sup>st</sup> century new talent and initiatives. It was entirely fitting therefore that the National Cultural Strategy was published in 2000. Almost three years into that Strategy we are delighted with the way in which it is evolving. The development of this guidance was signalled at the time of the Strategy's publication and we are confident that it will help local authorities and their partner organisations move the cultural agenda forward in a way which builds on current strengths, addresses gaps and showcases the abundant examples of good practice which exist across Scotland.

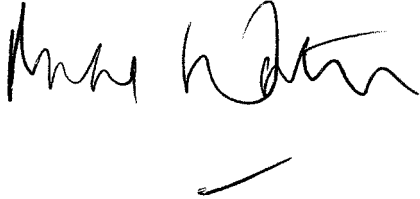
We are pleased therefore to commend this guidance on implementing the National Cultural Strategy to all local authorities in Scotland. Local authorities have a major role in a broad range of cultural provision. As such, they are key partners of the Executive and its cultural agencies in ensuring culture exerts its maximum impact upon community well-being and offers the widest range of life-enhancing opportunities for the people of Scotland.

This guidance will assist local authorities in that role. It is the product of collaboration through a Joint Working Group of the Scottish Executive and the Convention of Scottish Local Authorities, which developed the draft guidance and, later, discussed how to reflect key feedback from consultation in this document. We are very grateful to them all for their excellent work.

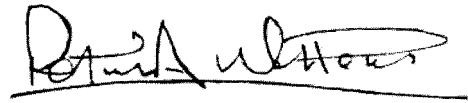
First and foremost, the guidance provides strategic advice for local authorities – highlighting their core cultural role and the wide range of other activities in which culture can play an important role. However, we believe the document should also be read by the wide range of other bodies with a role to deliver cultural provision in Scotland. It describes for them too the depth of input local authorities can make, and processes in which we look to see them *all* engage to develop and extend culture's contribution across the country. Community planning is the principal partnership mechanism for this engagement, and we hope all relevant agencies will seek to extend their contribution here in the months and years ahead.

This guidance should be viewed as a valuable *first step* in developing provision for culture. The Executive and CoSLA are committed to further collaborative work that will assist local authorities in their important task of developing local cultural strategies. A set of good practice will also follow this publication.

The guidance must be subject to review if it is to remain relevant over time. We shall welcome comments from local authorities and agencies in light of its use in local provision. We firmly hope it will be applied as appropriate to meet the particular needs of communities across Scotland, to extend access and opportunity, maximising the impact of culture in their lives.



**Mike Watson, MSP**  
Minister for Tourism, Culture and Sport



**Councillor Pat Watters**  
President of CoSLA

## **Introduction**

This guidance invites local authorities to recognise the over-arching nature of cultural provision and activities for local authorities. Cultural activities and provision are important in their own right and make important contributions in many areas vital to the quality of life of everyone in a local authority area. It is important they are planned in a systematic way.

The guidance is advisory; it is not prescriptive. It is addressed to both councillors and officers.

## **Key points**

There are 8 key advisory points which form good practice.

**Each authority should:**

- 1. recognise and embrace the broad definition of culture and cultural provision outlined in Scotland's National Cultural Strategy**
- 2. make appropriate arrangements to deliver cultural policies that recognise the intrinsic and instrumental nature of provision, developing a single, authority-wide cultural strategy and considering service-specific delivery plans for key areas of provision**
- 3. relate these policies and strategies/plans to the National Cultural Strategy and appropriate policies in cultural (e.g. *Sport 21*) and other (e.g. social justice) fields**
- 4. ensure that opportunities for developing cultural provision and advancing community well-being are embraced and maximised by the local community planning process and other partnership mechanisms**
- 5. fulfil its role as local leader in cultural provision making full use of both existing and new legislation to promote cultural provision, including the power of promoting community well-being**
- 6. ensure that provision is made for the following core areas of cultural activity: the arts; community recreation; heritage, museums and historical records; libraries and information; sport; parks and open spaces (see Table A on pages 14/15)**
- 7. recognise and embrace the contribution which culture makes in achieving wider policy goals including social justice; community development and active citizenship; diversity; economic regeneration; lifelong learning; health benefits; community safety; and environmental improvements**
- 8. work with the Scottish Executive and CoSLA to ensure the availability of comparable baseline information and research on cultural provision, and the development of a self evaluation mechanism to measure effectiveness and ensure that resources for cultural provision are applied in ways that are consistent with Best Value**

Authorities are encouraged to take full account of these key points, together with the more detailed information in the rest of this guidance. The detailed guidance should be applied as appropriate to address the different requirements of communities in each part of Scotland, while observing the spirit of the key advice.

# IMPLEMENTATION OF THE NATIONAL CULTURAL STRATEGY

## GUIDANCE FOR SCOTTISH LOCAL AUTHORITIES

### Part 1. Scope and purpose of guidance

1.1 This guidance has been prepared and published by the Scottish Executive in partnership with CoSLA, following the commitment in the National Cultural Strategy, “Creating Our Future... .. Minding Our Past”.

1.2 The guidance is designed to assist local authorities to fulfil the important role identified for them in the National Cultural Strategy through:

- ◆ taking action to implement the Strategy
- ◆ developing their own cultural policies and priorities, thereby widening access, promoting diversity and addressing equality issues.

The guidance recognises that authorities must take this action in the context of a wide range of advice and policy developments.

1.3 At **national** level, the Cultural Strategy provides an over-arching framework, but there are other national policy priorities in which cultural provision can play a part, including the pursuit of social justice, life-long learning and social/economic regeneration. In addition, there are more wider ranging national policies which also provide relevant contexts – for example, the modernisation of public services.

1.4 At **local** level, many local authorities already have their own plans and strategies. These may embrace the entire field of cultural provision – or, more usually, certain aspects of it, such as the arts, sport or heritage. In addition, many authorities have community plans which have been agreed jointly with partner organisations, and many such plans identify the contribution which cultural provision makes.

1.5 Also at national level but outwith government, other bodies have developed policy objectives which authorities should take into account – for example in *Sport 21*, the sport strategy.

1.6 In addition to policy statements, there is also guidance to authorities (and other bodies) from central government. Similarly, other national bodies have developed guidance. Details of all these documents are set out in the “References” section.

1.7 In general terms, this guidance discusses the significance of all of these developments for authorities’ cultural roles.

- ◆ **Part 2** sets down the objectives of the National Cultural Strategy and its definition of culture, and affirms the importance of culture.
- ◆ **Part 3** focuses on local authorities’ roles and activities in supporting cultural provision in Scotland. It discusses the relevance of a range of directly provided and externally

commissioned services. This part of the guidance briefly considers the significance of appropriate decision-making and management structures for the diverse range of cultural activities for which local authorities are responsible.

- ◆ **Part 4** considers the value of community planning and other forms of planning and partnership working, which authorities already have, or may develop, for cultural provision. It also considers issues relating to consultation.
- ◆ **Part 5** considers issues of quality and Best Value, including the need for information and research (also market research) to support performance management.
- ◆ **Part 6** considers issues relating to each of the core areas of cultural provision (e.g. the arts, community recreation, sport, etc) in which authorities are active, and those in which culture can play a key instrumental role (e.g. social justice), and which affect how cultural provision is planned and delivered (e.g. economic activity). This part of the guidance discusses key issues within and across activities, and considers how authorities can enhance their impact.

1.8 The guidance also contains a comprehensive listing of references to documents in which authorities may wish to follow up particular points in more detail. Consideration is being given to a further document listing illustrative 'case study' examples to show how authorities are developing their practices across the range of cultural provision. These are intended to add to the usefulness of the guidance.

## Part 2. The importance of cultural activity

### ***This part of the guidance***

1. *considers what “culture” is*
2. *discusses why the importance of culture and the provision of cultural services should be recognised*

### **2.1 Defining culture**

2.1.1 Culture is as important to national and community well-being as it is to individual well-being. The publication of the National Cultural Strategy was an acknowledgement of this important fact. The Strategy identifies 4 strategic objectives:

- Promote creativity, the arts, and other cultural activity
- Celebrate Scotland's cultural heritage in its full diversity
- Realise culture's potential contribution to education, promoting inclusion and enhancing people's quality of life
- Assure an effective national support framework for culture.

2.1.2 The Strategy was based on a broad definition of culture:

*“Scotland's culture is dynamic and diverse. It has developed and been shaped over many years by the experiences of Scotland's inhabitants and their contacts with others. Culture is notoriously difficult to define. Creating Our Future ... Minding Our Past has been guided by a broad definition, in line with that adopted in 1982 by the UNESCO World Conference on Cultural Policies.*

*‘In its widest sense, culture may now be said to be the whole complex of distinctive spiritual, material, intellectual and emotional features that characterise a society or group. It includes not only the arts and letters, but also modes of life, the fundamental rights of the human beings, value systems, traditions and beliefs.’*

*This strategy therefore takes a broad view of Scotland's culture. It includes ideas, customs and traditions, beliefs, habits of thinking, religions, languages, identities, mythologies and histories, and the expression of these in myriad forms such as poetry and prose, visual arts, music, song, theatre, comedy, dance, architecture, design, costume, film, photography and a range of crafts. It is represented in the natural and historical landscape; archaeology; buildings; museum, gallery and library collections; archives and records; and shared experiences. It includes aspects of lifestyle, such as sport and leisure. We can participate in Scotland's culture almost anywhere: in museums, theatres, schools, colleges, streets, galleries, libraries, churches, cinemas, sports grounds, workplaces, local halls, pubs, and in our homes. Not only have new technologies dramatically widened global access to Scotland's culture, but they have also widened our understanding of what that culture is.”*

*(Creating Our Future... ...Minding Our Past, p 4)*

## **2.2 *Recognising of the importance of culture***

2.2.1 Culture is not only important in its own right, but is also an important means of achieving both national and local policy goals (e.g. those for social justice). Local authorities should do as much as possible to give communities and individuals access to benefits and opportunities of the highest possible quality and the broadest possible range of cultural provision.

## Part 3. The role of local authorities

### ***This part of the guidance discusses***

1. *the importance and status of the role of local government in ensuring cultural provision*
2. *the core local authority activities which contribute to this provision*
3. *the 'instrumental' value of cultural provision in achieving 'cross-cutting' objectives*
4. *specific needs*
5. *the resources (financial, human, capital) available to local authorities*
6. *options for delivery of provision*
7. *the significance of decision-making and management structures*

### **3.1 The importance and status of the role of local government in ensuring cultural provision**

*"Local authorities are responsible for the majority of public support for cultural provision and access. Locally, they have key roles as:*

- ◆ *providers of cultural services and activities, amongst others: museums, theatres, leisure centres and schools*
- ◆ *partners and supporters of cultural activity in the voluntary and private sectors*
- ◆ *representatives of the communities they serve."*

*(Creating Our Future... ...Minding Our Past, p 57)*

#### **Recognising the importance of local authorities**

3.1.1 Local government is of immense significance for cultural provision in Scotland.

*"In May 2000, all Scottish local authorities took part in a snapshot survey, designed to support the development of the National Cultural Strategy. The survey sought to find out why, what and how they provided or supported cultural activity and facilities. There are some positive developments and some issues of concern in the results of this survey."*

*"Amongst the main findings of the May 2000 survey of cultural provision by local authorities were:*

- ◆ *Overall, spending on cultural activity by local authorities decreased over the three years 1996-1999, although in some authorities spending was maintained or increased. In 1998/9 Scottish local authorities spent £240,745,000 on cultural activity, or £47.02 per person*
- ◆ *Different local authorities placed different emphases on cultural activity, and provision of facilities varied widely*
- ◆ *There was significant variation in the range, type and frequency of cultural activities supported by authorities."*

*(Creating Our Future... ...Minding Our Past, p 57)*

3.1.2 Local authorities are not alone in planning, funding, advising on, co-ordinating, directly providing or commissioning cultural provision. The Scottish Executive, the Scottish Arts Council, **sportscotland**, the Scottish Museums Council, Scottish Screen, other National Lottery distributor bodies, Scottish Enterprise/Highlands & Islands Enterprise, voluntary bodies such as Voluntary Arts Scotland, the national companies, other regional and local providers of cultural services, and other statutory bodies all have a role.

3.1.3 However, local authorities have a uniquely wide-ranging role in ensuring culture provision. There are few areas of cultural activity which local authorities do not support, either by making provision directly or by arranging for it to be delivered by external providers. However, they do this in the absence of a detailed legislative framework.

### **Statutory framework**

There are four main statutes which are relevant –

- ◆ Public Libraries Consolidation (Scotland) Act 1887 (\*)
- ◆ Local Government and Planning Act (Scotland) 1982 (\*\*)
- ◆ Local Government (Scotland) Act 1994
- ◆ Local Government in Scotland Act 2003

(\*) The Public Libraries Act 1887 requires local authorities to “manage, regulate and control all libraries or museums or galleries”, and creates restrictions as to how they may charge for these facilities.

(\*\*) Section 14 (1) of the Local Government and Planning Act 1982 required the then district and island councils to “ensure that there is an adequate provision of facilities for the inhabitants of their area for recreational, sporting, cultural and social activities”. The term ‘adequate’ was not defined in the Act, and has not subsequently been defined. This duty of ‘adequate provision’ was transferred to the new unitary authorities under Schedule 13 of the Local Government etc (Scotland) Act 1994. The 1994 Act also confirms local authorities’ power to provide grants or loans to cultural organisations based outside their areas and to “make such contribution as will support and promote music theatre, dance, opera, visual art or other art forms and museums and galleries”.

In some respects, the legislation is vague in relation to the principal statutory duties and powers, and, in particular, relating to ‘adequate provision’. As a result, it is believed that there is variation between individual local authorities – which have interpreted it differently, in accordance with their own policy priorities and resource availability. In order to meet their statutory responsibilities, local authorities are advised to take the steps described below in paragraph 3.1.4.

The Local Government in Scotland Act 2003 creates important new provisions affecting local authorities’ cultural activities, specifically the introduction of:

- ◆ a duty to achieve Best Value
- ◆ a duty to initiate and facilitate community planning, and
- ◆ the power to advance community well-being in the context of community planning.

3.1.4 It is for each local authority to consider how best to meet the needs of its area. To do so it should:

- ◆ prepare a single authority-wide cultural strategy and consider service-specific plans relating to key areas of provision
- ◆ ensure that its strategy and plans reflect the particular cultural needs of its area and communities, including those who have special needs arising from disability, age, language, race and religion
- ◆ create a supportive infrastructure, providing adequate facilities for cultural, sporting, recreational and social activities, and libraries, in line with its statutory responsibilities
- ◆ stimulate activity, e.g. demonstrating how culture contributes to other relevant policies including health, education, social justice, economic development and planning
- ◆ provide services, whether this is done directly, or by commissioning them from voluntary or private sector bodies, or from individuals (e.g. creative artists)
- ◆ contribute to the strategies and plans of other bodies, acting in partnership.

#### **Local authorities as leaders of cultural provision**

3.1.5 Each local authority is a leader in relation to the development of culture and cultural provision in its area. This leadership role has 2 major aspects:

- ◆ the first is the recognition of the value of culture and the role of councillors and senior officers in advocating the benefits of culture and committing the local authority to supporting culture. **It is good practice to ensure that cultural matters do not become lost among or unduly marginalised by the local authority's many other duties.** These cultural matters are numerous; core activities are set out below in Table A, and other activities in which culture plays a part are set out in Table B. This internal role therefore is very challenging
- ◆ second, each local authority has an external leadership role – through actions such as partnership working, and funding the voluntary sector. An increasingly important vehicle for such partnership working is community planning (see section 4.1).

### **3.2 *Local authorities' cultural activities – the core areas***

#### **The range of authorities' cultural activities**

3.2.1 Table A below identifies the wide ranging nature of authorities' cultural activity, and hence the breadth of contribution possible in these critical areas of provision. Table A lists core areas of activity, in which the arts etc. are central, or which include a strong cultural element.

3.2.2 The name used for each area of activity in column 1 of Table A is generic (it is not intended to resemble the title given by any particular local authority to any committee, service or department with this responsibility). The description in the second column clarifies the key elements associated with the activities listed.

**Table A: Local authorities' core cultural provision**

Activity (*)	Elements (**)
<b>The Arts</b>	<ul style="list-style-type: none"> <li>❑ Promotion of performing arts, visual arts, literature, community arts, cultural traditions, creative industries, moving image/film e.g. through projects, performances, festivals, information</li> <li>❑ Provision of venues e.g. theatres, galleries, arts centres, and the inclusion of arts activities in multi-purpose facilities</li> <li>❑ Building capacity of arts organisations (including voluntary sector)</li> <li>❑ Audience development (including development and outreach)</li> <li>❑ Support for artists and artistic organisations (including national and local companies/providers, voluntary arts bodies)</li> <li>❑ Promoting artistic standards in architecture and the built environment</li> <li>❑ Public art e.g. sculptures in open spaces</li> </ul>
<b>Community Recreation</b>	<ul style="list-style-type: none"> <li>❑ Providing facilities for community activities (including halls, community centres)</li> <li>❑ Children's play areas</li> <li>❑ Community use of schools for recreation</li> <li>❑ Provision of local activity programmes (including local festivals, civic weeks and galas)</li> </ul>
<b>Heritage, Museums and Historical Records</b>	<ul style="list-style-type: none"> <li>❑ Museums (including the collection, recording and preservation of artefacts)</li> <li>❑ Heritage sites and attractions</li> <li>❑ Promoting interest, awareness and understanding of national and local heritage including access to collections, education, outreach, and the use of Information Technology</li> <li>❑ Conservation of the built heritage (including implementation of national policy, stewardship of the historic environment) and good management of listed buildings</li> <li>❑ Local history and local studies</li> <li>❑ Archive management (including responsibility for maintenance and cataloguing of the Dean of Guild and other records)</li> <li>❑ Archaeology</li> </ul>
<b>Libraries and Information</b>	<ul style="list-style-type: none"> <li>❑ Promoting access to resources (manuscript, printed, electronic, and multi-media materials, and community information)</li> <li>❑ Contributing to lifelong learning (including school library services, flexible and open learning, e-literacy and training)</li> <li>❑ Promotion and development of literature (including events, literacy, publications and national promotions)</li> <li>❑ Promotion of cultural heritage and community identity (including local studies and publications)</li> <li>❑ Providing information for active citizenship (including partner libraries, the Scottish Parliament library (and SPICE) and European Information Relay and information provision)</li> <li>❑ Provision of electronic access to public services (including 'modernising Government' and "21<sup>st</sup> Century Government")</li> </ul>

<b>Parks and Open Spaces</b>	<ul style="list-style-type: none"> <li>❑ Public parks (urban, city) and their promotion, maintenance and development</li> <li>❑ Country parks</li> <li>❑ Provision of access to countryside/ranger services</li> <li>❑ Historic parks</li> <li>❑ Open space provision</li> <li>❑ Horticultural provision</li> </ul>
<b>Sport</b>	<ul style="list-style-type: none"> <li>❑ Increasing participation in sport and physical activity</li> <li>❑ Facilitating the improvement in performance of clubs and individuals</li> <li>❑ Building the capacity of the voluntary sector</li> <li>❑ Providing indoor and outdoor facilities (including sport and leisure centres, swimming pools, playing fields and other outdoor sports facilities), including school and community provision</li> <li>❑ Sports events</li> </ul>

*(\*) In Col 1, the sequence of the listing is alphabetical, and does not imply any priority to each activity. The activities/services do not reflect any departmental structure.*

*(\*\*) In Col 2, some of the elements may relate to more than one of the activities/type of provision.*

3.2.3 The table comprehensively lists the core cultural activities in which Scottish local authorities are active. Individual local authorities might therefore use the table to assist the mapping of how comprehensive each one's cultural 'coverage' is.

**3.2.4 It is good practice that each local authority is active in relation to each of these core activities.**

3.2.5 Table A provides a basis for a local authority in planning its Best Value reviews in relation to cultural provision. Some of the relevant provision is delivered directly by authorities. Other provision is arranged externally - for example, commissioned by an authority from a voluntary or private sector provider or trust, from an individual (e.g. a creative artist), or supported through grant aid or some form of 'in-kind' resource. Partnerships are discussed in Part 4 of this guidance.

### **3.3 Achieving 'cross-cutting' objectives – the 'instrumental' value of cultural provision**

3.3.1 Cultural activities and provision can be viewed as highly valuable in their own right, because of what they give in terms of pleasure, fulfilment and self-development. These are powerful reasons and reflect the interests and motivations of many participants.

3.3.2 It is increasingly recognised that culture has an additional, 'instrumental' value – that is, it can provide an important means of achieving and contributing to objectives beyond the cultural activity itself.

*"Increasingly, authorities were using cultural activities to help to achieve objectives in priority areas such as health, lifelong learning and social inclusion."*

*(Creating Our Future... ...Minding Our Past, p 57)*

For example cultural provision has economic significance - it can be used to promote economic development of an area – including the area of a local authority. More recently, there has been growing recognition and use of cultural provision as a successful means of pursuing a number of social policies and goals.

3.3.3 The full range of areas where culture can make contributions is summarised below in Table B. The activities listed do not have cultural provision as a central aim or objective, but in each area of provision, culture can help achieve core objectives. This potential contribution should not be overlooked. Its value can enhance and assist delivery of the cross-cutting policies in question. In doing so, it can also contribute to the extent and quality of cultural life locally and thereby Scotland’s culture.

**Table B: Other activities in which culture plays a part**

<b>Cross-cutting issue</b>	<b>Role which cultural provision can play in tackling the issue</b>
<b>Social Justice and Inclusion</b>	<p>Cultural activities have a significant contribution to make to each of the social justice priority themes of the Scottish Executive and local authorities.</p> <p>They can contribute directly to achieving the milestones associated with these themes – e.g. social and community regeneration, health, and voluntary and community involvement.</p>
<b>Community Development &amp; Active Citizenship</b>	<p>In terms of active citizenship, it is well documented that the well-being of a community can be assessed by the level of voluntary activity and volunteering.</p> <p>Nowhere is this better illustrated than through cultural activities e.g. volunteer sports coaches.</p>
<b>Diversity</b>	<p>Recognition of and support for diversity, e.g.</p> <ul style="list-style-type: none"> <li>□ language</li> <li>□ Gaelic and Scots culture</li> <li>□ religion, including religious education/tolerance</li> <li>□ multi-culturalism (including minority ethnic interests/needs for services, and contributions to local culture)</li> <li>□ equality issues (including gender, race, sexual orientation, age)</li> </ul>
<b>Economic Regeneration</b>	<p>Arts festivals, urban renewal programmes, sporting/cultural events, cultural venues, craft sector activity, and archaeological and built heritage sites, for example, make an area more interesting and can attract tourists, relocating companies and further investment. They also contribute to the quality of life for local residents, thereby giving a boost to community identity and civic pride. Cultural provision can also help to promote an authority and its area (including ‘branding’).</p> <p>The knowledge economy and creative industries are also increasingly recognised as major contributors to economic growth, and culture has a significant role to play in developing creative skills and individual confidence as a basis for employment and economic development.</p>

<p><b>Lifelong learning</b></p>	<p>Lifelong learning recognises the value of both formal and informal education for the development and fulfilment of individuals and for the economic well-being of a nation.</p> <p>Culture is the key contributor to the lifelong learning agenda for people of all ages and abilities.</p> <p>Benefits achieved through participation in cultural activity and in formal and informal education include increased self-confidence for individuals and communities, and the development of skills for employment, such as communication, networking and creativity.</p>
<p><b>Health Benefits &amp; Social Care</b></p>	<p>Cultural activity can contribute to the promotion of a more active lifestyle. Creative and sporting activities also have a valuable role within provision for people with learning and physical disabilities (e.g. in art and music therapy), for vulnerable young people (e.g. use of drama to communicate information about health issues), and for older people (e.g. reminiscence groups).</p> <p>The benefits include not only improved physical health and fitness, but also related improvements to psychological health, of confidence and mental welfare.</p>
<p><b>Community Safety</b></p>	<p>Guidance on community safety produced by both the Scottish Executive and CoSLA acknowledges the positive contribution cultural provision makes in relation to diversionary measures for young people as a means of tackling issues such as drug abuse, vandalism and other anti-social behaviour.</p> <p>Cultural activities including sport, drama, music, photography, film, art, are all used to deliver and promote community safety and to address and challenge attitudes in relation to drugs, domestic violence etc. Community consultation can also make use of cultural activities (e.g. drama) to highlight social issues and explore solutions.</p>
<p><b>Environmental Improvements</b></p>	<p>Our urban and rural parks host cultural activities as diverse as concerts, festivals and sports events. Many of the urban parks run by local authorities are of historical importance in their own right but they also contain monuments and other reminders of our heritage.</p> <p>In more recent years, several local authorities have commissioned works of public art to enrich both urban and rural settings. Authorities can also work to conserve the natural landscape, countryside and coastline, and to assist access. They can encourage development that enhances the built environment through promoting good practice in architectural design and by 'per cent for art' policies.</p>

3.3.4 **It is good practice for each authority to identify clearly these different views of culture** (i.e. that in addition to having value in its own right, culture is instrumental in achieving further goals.) Authorities should identify these contributions both in their own work (e.g. strategic and service plans), and also in their joint work with other bodies (who may have different views on the role and purpose of cultural provision), to improve policy-making and delivery. Cultural activities, projects and services will be most effective when they form part of a wider programme, rather when they are planned and delivered in isolation.

### **3.4 Specific needs**

3.4.1 Some groups in the population have specific needs that should be taken into account.

#### **Access**

3.4.2 It is important that all who wish it have access to cultural provision. Access is a fundamental issue, relating closely to issues of inclusion and social justice, rurality, transport, the role of education, equality issues (including compliance with the Disability Discrimination Act and Race Relations Act), volunteering and active citizenship.

3.4.3 Facilitating and widening access and participation is not a role which is unique to local authorities, nor is it a concern that is unique to cultural provision, but there are particular issues relating to access and involvement in culture which authorities need to consider. In promoting access, matters such as ticket charging policy clearly are relevant. Barriers to involvement may, or may not be physical. Sometimes these are due to lack of awareness or information about the nature of provision. Nature of provision may also vary depending on location, e.g. rural provision often concerns smaller, local facilities which may not offer the same range and standard of accommodation as facilities in larger centres of population – and barriers can relate to transport.

3.4.4 Access has two important distinguishable meanings - opportunities to be a spectator or consumer (e.g. being a member of an audience, attending a sports event, borrowing a library book), and opportunities to be a participant (e.g. creating writing, playing a sport). It is important that both are fully developed. While this role is not a new one, it is being strengthened through two important mechanisms - community planning and Best Value. The Local Government in Scotland Act 2003 creates new duties to achieve Best Value and a new power to “promote and improve well-being”. Cultural provision can make an important contribution to promoting and improving the well-being of communities.

3.4.5 Since widening access must necessarily be carried out on a planned basis, it is necessary for local authorities’ strategies and plans to be explicit – that is, not simply to express the aspiration that access will be widened but to bring forward specific proposals, including:

- ◆ identifying the groups the local authority intends to attract (e.g. young people, older people, people with disabilities, people of minority ethnic origin)
- ◆ making proposals about how service provision will be designed so as to attract interest from these groups (including the use of neighbourhood resources such as schools and sport facilities)
- ◆ clarifying whether people are to be attracted as ‘observers’ or ‘participants’

- ◆ confirming arrangements for marketing services, and how specific tools (e.g. education and outreach work) are to be used.

### **Physical access to facilities**

3.4.6 Local authorities should also consider how their cultural provision meets the physical access needs of disabled people - for example, arts projects can be designed specifically for disabled people but there is also a responsibility for making all arts projects accessible to them. Local authorities require to comply with the Disability Discrimination Act 2001; and it is good practice for them to consider:

- ◆ the range of specialist provision in the local authority area
- ◆ the accessibility of mainstream provision
- ◆ action required to improve disabled access to mainstream provision.

### **Meeting the needs of people of minority ethnic origin**

3.4.7 The minority ethnic community represents 2.01% of Scotland's total population (2001 Census information). Racial groups covered by the Census include Black Caribbean, Black African, Black Other, Indian, Pakistani, Bangladeshi and Chinese. Although the minority ethnic population is largely urban, with 1 in 3 living in Glasgow, it is also widely dispersed within every Scottish local authority area. Other groups with a distinctive cultural identity are also resident in Scotland including asylum-seekers, refugees and travelling people.

3.4.8 This diverse range of cultural traditions and identities is part of the rich mix of Scotland's culture and local authorities are encouraged to develop cultural strategies to embrace this.

3.4.9 The Race Relations (Amendment) Act 2002 has far-reaching implications for public authorities and will require local authorities to ensure that they consider the implications for racial equality in everything that they do. Under the Act, authorities must have due regard to the need to promote good relations between people of different racial groups. Equality strategies and race equality schemes can assist in responding to this requirement.

3.4.10 As well as considering the development of cultural activities targeted particularly towards minority ethnic communities, local authorities should consider measures to maximise access to the widest range of cultural provision for these communities.

3.4.11 A number of successful minority ethnic arts events and festivals have been developed in urban centres over recent years, demonstrating the particular role of cultural provision in promoting good relations at local level. The experience of local authorities where minority ethnic communities are most strongly represented provides a useful example for other authorities wishing to develop this activity; sharing good practice is therefore to be encouraged.

3.4.12 It is good practice for local authorities to :

- ◆ promote and celebrate cultural diversity
- ◆ link cultural diversity with their social inclusion policies
- ◆ learn from the experiences and approaches of other authorities how best to plan to meet the needs of ethnic communities
- ◆ consider the scope for developing and expanding work with minority ethnic communities.

3.4.13 The Scottish Arts Council's Diversity Strategy 2002-07 is commended to authorities. It aims to respond to the needs of Scotland's minority ethnic communities and to develop opportunities for minority ethnic artists by strengthening the infrastructure of certain arts organisations and by encouraging mainstream organisations to broaden employment and programming policies.

## **3.5 Resources**

### **Identifying the key resources and how to use them**

3.5.1 The resources which local authorities have for cultural provision are financial, human and physical (buildings, amenities).

### **Managing existing financial resources**

3.5.2 Local authorities invest considerable sums of money in cultural provision. Demand is always likely to exceed available resources. The ageing stock of facilities and the need for investment present a significant challenge. There can also be pressure on local authorities' budgets from competing priorities. Some local authorities have found it necessary to reduce, in real terms, their spending on cultural provision generally, or in particular areas. Authorities need to ensure their strategies and plans relate to the resources available.

3.5.3 Local authorities' main source of finance for cultural provision (as is the case for other service areas) is grant from central Government. However, there is also scope for charging for many aspects of provision (e.g. admissions and tickets or other revenue, e.g. shops and cafes) and obtaining grants for projects.

3.5.4 The starting point for making financial provision for services must be readily available information on current 'whole authority' cultural spending on activities in Table A. In fact, this information is not readily available in many local authorities. There are several reasons for this:

- ◆ different aspects of cultural provision are managed in different 'departments' of the same authority and spending information is not brought together to provide the 'whole picture' of what the authority spends
- ◆ information may not necessarily be collected consistently - possibly due to: inconsistent identification of which activities are 'cultural'; weak/underdeveloped guidance on the financial reporting standards; or weak/under-developed reporting itself.

3.5.5 It is good practice that each local authority ensures:

- ◆ it has considered the opportunities for charging for services (using Table A to analyse its current and future provision) and the maximisation of all revenue streams
- ◆ it has information available on current spending on all forms of cultural provision (Table A provides one method of systematically identifying all areas)
- ◆ information is reported in, and used to inform decisions on, its cultural strategy/plans, and on how it has allocated its financial resources to support its current policies. Alternative models, such as simply projecting past budget-allocations adjusted by periodic 'cuts' and 'growth' items are by their nature less strategic
- ◆ its cultural strategy and plans achieve Best Value.

Overall, such an approach should ensure that the local authority is not vulnerable to the criticisms that it does not know what financial resources it has, or that it has not considered how effectively it uses existing resources.

### **Securing additional financial resources**

3.5.6 While local authorities will continue to rely on the Scottish Executive's grant-aided expenditure for most of their core funding, they should seek other sources of finance to help achieve their goals. This is not straightforward since external finance is likely to be time-limited, is seldom core funding, and may still involve the authority committing itself to additional expenditure through matched funding. Nevertheless significant levels of funding are available to 'pump prime', through a range of initiatives including:

- ◆ the Scottish Arts Council's local authority partnership scheme (to help 'low spending' authorities)
- ◆ the Lottery New Opportunities Fund for Physical Education and Sport, for out-of-school activities
- ◆ the Scottish Arts Council's "*links officer*" scheme (see paragraph 6.7.20)
- ◆ artform development posts (e.g. artists in residence)
- ◆ sports development officers
- ◆ cultural co-ordinators (pilot programme became live in Autumn 2002)
- ◆ Scottish Museums Council education officer posts
- ◆ the new Scottish Museums Council's strategic change fund
- ◆ heritage officer posts, e.g. provided through local authorities/Historic Scotland.

### *The National Lottery*

3.5.7 National Lottery grants can provide funding for a range of sports, arts, heritage, and community-based revenue and capital projects. They can provide a source of capital funding for facility upgrading, which otherwise would not take place. Many of Scotland's most successful recent architectural projects in the cultural sector have been supported by the National Lottery. The National Lottery distributors <sup>(1)</sup> are making increasing effort to assist applicants including local authorities. At the time of writing, a UK-wide review of National Lottery is underway, and this is expected to identify future improvements in procedures for applying for support. Also, the Scottish Executive is drafting guidance in consultation with Lottery distributing bodies in Scotland, to identify good practice among Scottish local authorities in maximising Lottery funding opportunities and giving assistance to local groups in drawing up Lottery bids. This good practice guidance for authorities will be published later in 2003.

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<sup>1</sup> *The following National Lottery distributors make grants in Scotland – the Scotland-only distributors: the Scottish Arts Council, **sportscotland** and Scottish Screen - and those which operate UK-wide: the Heritage Lottery Fund, the New Opportunities Fund, the Community Fund, Sport UK and the Millennium Commission.*

3.5.8 There are some points of good practice for local authorities in approaching Lottery distributors:

- ◆ consider how proposed projects will meet their strategic aims, and the objectives and priorities set out in relevant cultural/community plans and strategies
- ◆ establish links with Lottery distributors and consult them at an early stage to check that proposals fit grant scheme criteria
- ◆ identify how much funding will be found (this will often mean securing the involvement of partners)
- ◆ ensure they can find the additional funding required to match grants and sustain projects in the longer term.

3.5.9 Partnerships based on funding arrangements are discussed in section 4.3.

#### *Other sources of funding*

3.5.10 There are other potential sources of funding:

- ◆ UK schemes (e.g. Foundation for Sports & The Arts, National Endowment for Science, Technology and the Arts)
- ◆ European grants
- ◆ grants from national and local charitable trusts may be available for certain types of project
- ◆ sponsorship is always worth seeking, either through national schemes such as Arts and Business Sponsorship Awards or support from local firms
- ◆ the National Cultural Strategy has led to several new funding initiatives which can benefit local authorities such as cultural co-ordinator in schools pilot posts.

Local authorities should be aware that funding opportunities change from time to time. There also are different sources of advice on funding opportunities – not only from the funding bodies themselves but also from other sources (e.g. the International Cultural Desk, which is jointly supported by the British Council and the Scottish Arts Council).

3.5.11 Another model which is relevant here may, in some circumstances, be available to local authorities through the land use planning system. It is possible that, under section 75 of the Town and Country Planning (Scotland) Act 1997, (formerly section 50 of the Town and Country Planning (Scotland) Act 1972) a developer may, in agreement with a local authority, provide or contribute towards facilities required as a direct result of new development. This may include, e.g. community facilities which are considered essential consequences of a new residential scheme, or the safeguarding and enhancement of monuments, habitats, access/educational opportunities which are directly affected by the development. It is also possible that such agreements can be made outwith the Act. Such agreements, commonly referred to as planning agreements, are only appropriate in certain circumstances. Scottish Office Circular 12/1996 (The Town and Country Planning (Scotland) Act 1972 Planning Agreements) gives guidance on the use of section 75 agreements.

3.5.12 If successful in obtaining project funding, local authorities are likely to have to account for any resources used, since funders (e.g. the European Union) apply project monitoring and audit arrangements. To satisfy these, the local authority will require to

ensure that (amongst other things) it has evidence of achievement of the agreed goals for which funding was provided, without which grant may be 'clawed back'.

### *Charging*

3.5.13 Local authorities should also consider the potential for generating additional income from charges where there are no contrary legal restrictions. This has to be balanced with the concern that no one should be deterred from use/participation by charges that are too high, particularly those on low income. Authorities' research into what people are prepared to pay is limited and there are wide variations in pricing policies and levels of charges between authorities. It is good practice to:

- ◆ take account of existing guidance and advice (e.g. by the Accounts Commission and The Voice of Chief Officers of Culture, Leisure and Community Services in Scotland)
- ◆ carry out relevant market research on the impact of existing and/or proposed charging policies.

### **Staffing resources**

3.5.14 Staff are an important asset. A wide range of skills and expertise is employed in the provision of cultural services. In most local authorities, two-thirds of revenue spending is accounted for by staff costs. The expertise of staff is therefore an invaluable resource, not only for authorities themselves but also in building the capacity of the voluntary sector.

3.5.15 Best Value requires that local authorities consider the use of staff. It is good practice to consider issues such as:

- ◆ the scope for managers to develop a broad working understanding across the range of cultural provision
- ◆ the scope for using 'multi-skilled' staff
- ◆ the need for skills training and continuing professional development
- ◆ whether staff are deployed effectively in relation to strategic objectives
- ◆ opportunities for co-ordination between different professional groups, to support effective networking between staff, and to achieve corporate working that avoids 'territorialism'.

### **Managing facilities**

3.5.16 As demonstrated by Table A, local authorities provide many of Scotland's cultural facilities including:

- ◆ public libraries
- ◆ sports and leisure centres (which not only serve local communities but can also cater for national and international events)
- ◆ museums and galleries (which range from buildings which house artefacts of primarily local interest to internationally-renowned collections)
- ◆ theatres and arts centres (through direct management or financial support)
- ◆ most of Scotland's urban and country parks
- ◆ historic buildings.

3.5.17 Effective management of these facilities requires:

- ◆ periodic audit of existing facilities and provision
- ◆ asset management plans
- ◆ careful consideration of issues of access
- ◆ well developed policies and procedures for health and safety
- ◆ information on usage, including participation rates for different activities and at different times of the day/week etc and, if possible, information on the age and sex of users, where they travel from, frequency of use etc.

3.5.18 Facilities and circumstances change over time. For example:

- ◆ facilities in urban areas being used by residents of other local authorities
- ◆ local authority-managed facilities which can be considered regional/national resources (e.g. art galleries, museums, sports facilities).

These situations require careful and considered handling.

3.5.19 In such cases, it is helpful for the local authority to have the information on users mentioned at 3.5.17, above. It may also be desirable to consider the possibility of inter-authority charging and support.

### **3.6 Options for delivery of provision**

3.6.1 Best Value requires that options for delivering services are examined. There may be a case for considering alternative arrangements (e.g. tendering of management of a facility or some aspect of service delivery such as catering or cleaning; use of a trust).

3.6.2 This part of the guidance discusses the alternatives to direct provision, without recommending either the need for change from direct provision or any particular alternative model. The most suitable solution will depend on the circumstances of each case.

#### **Trusts**

3.6.3 Trusts are most frequently found in relation to leisure and sport services, but can also include theatres, museums and other types of provision. Examples of established and newly formed trusts include West Lothian Leisure, Edinburgh Leisure, and the North Ayrshire Trust. Realising the benefits from forming a trust requires careful planning.

3.6.4 It is good practice for local authorities to consider the following questions, both for existing and new trusts:

- ◆ how do the trust's activities relate to the authority's corporate goals?
- ◆ which tangible benefits would be created (e.g. in relation to the quality and affordability of services, their availability to communities, etc)?
- ◆ related to this, what are the financial implications?
- ◆ is the breadth and scope of the trust's activities appropriate?
- ◆ is there a detailed service level agreement?

- ◆ do the governance arrangements comply with existing guidance (including the Scottish Executive guidance that no more than 25% of the Board should be elected members of the local authority)?

### **Competitive tendering**

3.6.5 Local authorities can invite tenders for the management of facilities and/or provision of services. It is no longer compulsory to submit the management of sports and leisure facilities to competitive tendering but authorities may do so voluntarily if they feel that a private contractor could provide the service more cost effectively. Local authorities which opt to do so should ensure that tender documents make clear the respective responsibilities of the authority and the contractor. Contracts should set out details of the services to be provided and they key target groups to be catered for.

3.6.6 To ensure good practice when establishing these arrangements, authorities should:

- ◆ check that any arrangement is not at odds with local government legislation or regulations relating to local government finance
- ◆ take account of guidance by the Accounts Commission and CoSLA
- ◆ consider the capacity of the private sector to provide the service
- ◆ set out specifications for the services to be provided, invite tenders and enter into contracts with private companies selected to provide services on their behalf.

3.6.7 Authorities which continue to manage facilities or services “in-house” should clearly identify the income and expenditure involved and maintain trading accounts for activities such as sport and leisure management and grounds maintenance where the activity counts as a trading operation according to the criteria used in the Best Value Accounting Code of Practice, which is recognised as consistent with proper accounting practice.

### **Public Private Partnerships**

3.6.8 Public Private Partnerships (PPP) specific to cultural provision, or which include a ‘cultural’ element, are examples of provision involving private sector funding. Such partnerships need not always relate to major capital projects, as some relate to service delivery rather than asset creation. Fitness facilities/suites, swimming pools and games halls are the main examples where the private sector provides a service on behalf of a local authority. Community access to cultural facilities can operate as part of school PPP projects. Local authorities should ensure that adequate time for use by the community, other user groups and activities is built into contracts, and that charges are not set at a level that could deter use.

3.6.9 Wherever Public Private Partnerships are developed, the local authority should:

- ◆ follow existing guidance relating to such partnerships
- ◆ manage the partnership to avoid risks which may arise (e.g. failure to deliver the agreed service in the way required; expected cost savings not being achieved; differing expectations between the local authority and its partner(s) on mutual responsibilities such as level of investment; any barriers to the optimal involvement of other potential partners and stakeholders)
- ◆ adhere to the Protocol produced by the Scottish Executive and the STUC relating to employment issues and the use of PPP.

3.6.10 It is also good practice, in relation to any project which wholly or in part relates to cultural provision, for the local authority to ensure that:

- ◆ the project supports its policies for culture
- ◆ information is provided by the contractor to allow the authority to monitor performance
- ◆ it recognises and complies with National Wage Agreements and National Guidelines, where they exist, when acting in the capacity of employer; and
- ◆ where an asset is created -
  - the facility is one which will continue to be required over time
  - the funding arrangements are consistent with the principles of Best Value
  - the commercial arrangement supports the authority's social inclusion goals (e.g. will not result in unhelpful restrictions; see paragraph 3.6.8, above).

### **3.7 *The significance of decision-making and management structures***

3.7.1 Because of the diversity of activities that local authorities deliver and support, responsibility for culture is often split between several committees and departments. Committee and departmental structures vary considerably across Scotland. Clearly it is for each local authority to determine its decision-making arrangements and departmental structures but authorities should ensure that there is a coherent and co-ordinated approach to the planning, delivery and evaluation of cultural provision.

3.7.2 As shown, culture can contribute to a number of local authority services and to the attainment of corporate aims and objectives relating both to cultural and to non-cultural provision. In view of this, authorities should consider how best to co-ordinate overall strategic direction for culture policy and how to deal with major cultural issues; options include the establishment of a dedicated cultural services committee or including culture within a wider committee remit.

3.7.3 Although different professional groups are required to deliver culture, the core activities set out in Table A should not be seen as discrete and unrelated. Professional groups should work together within an integrated strategic framework for culture. This will require leadership and co-ordination. Local authorities need to consider how best to achieve this in terms of management responsibilities and departmental structures. Fragmented management and committee responsibilities can make it difficult to identify who has responsibility for cultural activities and can hinder the development of a co-ordinated and consistent approach to planning and provision.

## 4. Community planning and partnerships

### ***This part of the guidance discusses***

1. *community planning*
2. *the role of partnership within community planning*
3. *local authorities' cultural partner organisations*
4. *consultation with partners & stakeholders*
5. *planning delivery*
6. *the capacity-building role of local authorities*

### **4.1 Community planning**

4.1.1 Community planning recognises that the needs of individuals and communities must be addressed collectively. Community planning is about involving communities themselves in agreeing priorities and how those priorities can be delivered. It is also about bodies and partnerships working together more effectively to improve service provision. Increasingly, community planning will be the key mechanism for making better connections between national and local priorities. It will also place responsibility for delivering change with those agencies and providers most able to respond.

4.1.2 The Local Government in Scotland Act which comes into force in April 2003 establishes the statutory underpinning for effective community planning. This underpinning will have value in building on the success of existing arrangements. Local authorities already have a history of working with community groups for joint activity. This experience will contribute to community planning, the co-operation this requires, and to ensuring the on-going engagement of key participants.

4.1.3 Local authorities will have a duty to initiate and facilitate the community planning process – consulting and co-operating with local community bodies. Key partners will also be under a duty to participate in the process. Authorities will also be given a power to “advance the well-being” of their respective areas. This will provide them with greater scope and flexibility to undertake their community leadership role. Ministers will also have a duty to promote and encourage community planning when discharging any of their functions that may affect community planning.

4.1.4 The role of culture and recreation has great potential for development within community planning. This guidance demonstrates the real opportunities and benefits available at local level from the development of cultural provision – within recognised cultural activity (Table A) and in its contribution to cross-cutting areas (Table B). This will call for the involvement of some new community planning partners – and the greater involvement of those engaged at present. Ministers have signalled that they look to cultural agencies such as the Scottish Arts Council and **sportscotland** to extend their engagement in community planning; and there also is good scope for other bodies and companies which make cultural

provision at local level (see below) to take a more active part in the process, working in partnership with local authorities and other stakeholders.

4.1.5 It is good practice for local authorities to promote cultural provision within community planning, where its intrinsic and instrumental contributions can bring important benefits for the well-being of communities and individuals.

4.1.6 The current and future role of the voluntary sector will be important in developing cultural provision within community planning. Volunteering already makes an important contribution to many cross-cutting objectives; many cultural and sporting organisations rely on the contributions of volunteers, whose needs in terms of training and partnership support will require attention if they are to make their full impact upon community planning.

#### **Community Planning Task Force**

The Community Planning Task Force was established in March 2001, for two years, to provide guidance and advice to local authorities, their partners and Ministers. The Task Force is independent of the Executive, and has 21 members drawn from a wide cross-section of the public, private, voluntary and community sector.

The Task Force has had a key role in assisting the development of legislation and associated guidance and has 'spread the message' about Community Planning to a wider audience. Research has also been published on Community Planning issues. This and further information about the Task Force can be viewed at <http://www.communityplanning.org.uk/>.

## **4.2 The role of partnership within community planning**

4.2.1 Community planning gives local authorities the lead role among local bodies for fostering partnerships – including partnerships relating to cultural matters.

4.2.2 A partnership is where there is a shared agenda between two or more bodies, to achieve an agreed goal or goals. Partnerships are crucial to the successful provision of culture because of the number of agencies that have a role to play in cultural provision. Partnership is also essential in ensuring culture contributes to the cross-cutting agenda set out in Table B. The Scottish Executive has indicated that it has a role itself in fostering partnerships; and it looks to each national provider to develop and implement strategies collaboratively with other national bodies, where cross-cutting interests apply (e.g. museums and tourism), and with their dispersed local authority partners. Some partnerships involve individual local authorities, whereas some are collective (e.g. regional ones involving several local authorities, or a national one involving CoSLA). The partnerships will vary in nature and purpose (e.g. funding, planning, service delivery).

#### *"A framework for partnership*

*Culture focuses upon shared experiences and therefore partnerships are of particular importance. The key cultural partnership is the one between artist, producer or presenter and participant, audience or consumer. However, in order to reach their audience, those working in the cultural sector also need to work in partnership with a range of others, including those who fund and facilitate cultural provision and access, such as commercial bodies, local authorities and the Scottish Arts Council. Activity which is supported by public funds needs to have tangible benefits measurable in terms of meeting people's requirements, promoting inclusion and excellence, widening access, stimulating creativity and removing barriers to enjoyment and participation."*

*(Creating Our Future... ...Minding Our Past, p 56)*

4.2.3 Partnerships can be formed for many different reasons, including:

- ◆ developing inter-agency policy
- ◆ developing facilities
- ◆ consulting service users and citizens (e.g. local planning fora and rural partnerships)
- ◆ accessing funds which are external to local authorities
- ◆ pooling of budgets and other resources
- ◆ making resource transfers between partner bodies
- ◆ sharing experience/practice
- ◆ enhancing service quality.

4.2.4 Partnerships are not merely desirable but often essential when the goals are complex. It is good practice for local authorities actively to seek and develop partnerships with relevant bodies. As discussed, an important *local* type of partnership is formed through community planning. Meanwhile, *local-national* partnerships between local authorities and national cultural bodies are important for cultural provision because they can result in bringing work of an international standard to audiences throughout Scotland, and therefore widen access (see below).

4.2.5 Where cultural provision cuts across local authority boundaries, it is important to consider and plan for this strategically beyond the level of an individual authority. There are instances of successful cross-boundary partnerships between local authorities, sometimes linking city regions. Such '*regional consortia*', in exercises like the marketing of major cultural venues within the cities, can provide a focus for more meaningful relationships with national funding bodies, and help promote Best Value and economies of scale. These approaches to partnership and co-operation can also assist substantially in producing meaningful strategies for wider economic and social regeneration.

4.2.6 The Local Government in Scotland Act 2003 gives impetus to local authorities in their role as facilitators of the community planning process to work together across local authority boundaries, where it is in the interest of local communities to do so.

### **4.3 Local authorities' cultural partner organisations**

***"Key priority 4.1: Action to develop a national framework of support for cultural provision appropriate to the 21<sup>st</sup> Century***

*We shall:*

- ◆ *'Work with CoSLA and others to promote effective local partnerships between groups of local authorities and key local bodies to provide a wide range of local cultural activities in line with local priorities.'*

*(Creating Our Future... ...Minding Our Past, p 68)*

4.3.1 Many partners in the cultural area can be identified – the private and voluntary sectors, artists and sportspersons, governing bodies and other public agencies. And of course, the community which will use the cultural provision is an important stakeholder, whose aspirations and preferences should be taken into account.

4.3.2 Local authorities' cultural partner organisations are diverse, and include (\*):

- ◆ the Scottish Executive
- ◆ the Executive's agencies (e.g. Historic Scotland)
- ◆ public bodies (e.g. Scottish Arts Council, **sportscotland**, Scottish Screen, health bodies, economic development bodies, Area Tourist Boards)
- ◆ National Lottery distributors (see paragraph 3.5.7, above)
- ◆ cultural provider bodies (e.g. the national companies, local sports councils)
- ◆ local groups, youth work organisations and voluntary sector bodies (e.g. YouthLink Scotland, Voluntary Arts Scotland)
- ◆ other community planning partner organisations (e.g. social care bodies, universities, private sector bodies)
- ◆ other local authorities.

(\* *The listing above is illustrative, rather than definitive.*

4.3.3 All of these organisations and many others contribute to the Scottish Executive's National Cultural Strategy, and to the strategies of other national bodies (e.g. health boards; the further and higher education sector and tourism bodies). Many also contribute to the strategies and plans of individual local authorities. This part of the guidance considers the circumstances in which local authorities can and should positively shape those contributions.

#### **“National companies” and other bodies**

4.3.4 It is important that local authorities appreciate the potential for forming cultural partnerships with bodies which are national or regional providers of arts and cultural services. There are four bodies with 'national company' status – Scottish Opera, Scottish Ballet, the Royal Scottish National Orchestra and the Scottish Chamber Orchestra. There is also a much wider group of bodies whose role is national or regional – rather than local – and which currently provide, or are able to provide, services in local authority areas. Examples include the National Galleries and Museums of Scotland, and theatre and dance companies.

4.3.5 It is good practice for local authorities to:

- ◆ use the services such bodies provide as a means of widening access (e.g. through visiting performances; arranging workshops)
- ◆ in addition to considering funding such bodies by means of a grant, to look for opportunities for them to visit their area to mount performances on the basis of a partnership in which not just the performances but the opportunities for creating access are included in the local authority commission
- ◆ make use, through partnership, of the outreach responsibilities (e.g. in communities and schools) of arts and cultural bodies in receipt of public funding.

4.3.6 This more sophisticated commissioning role relies on effective co-ordination mechanisms. National and regional bodies face what for them can be a problematic 'one to many' relationship with Scottish local authorities. This suggests that partnerships between local authorities to co-ordinate their approach on a 'cluster' basis may be one way of achieving effective partnerships with national and regional bodies. Any such partnerships would have to recognise that individual local authorities may have different needs and circumstances (e.g. how much use and which type of use a local authority wishes to make of a visiting performing body).

#### **International cultural exchange**

4.3.7 Through partnerships with other bodies, local authorities are able to contribute to, and benefit from, international culture. They do so in a number of ways, including:

- ◆ town twinning
- ◆ school exchanges and contacts by young people's groups
- ◆ exchanges of cultural bodies (e.g. in sport, arts)
- ◆ festivals (e.g. major festivals such as the Edinburgh International Festival)
- ◆ linking with the overseas activities of regional and national bodies (e.g. VisitScotland, Scottish Enterprise, British Council).

4.3.8 In turn, local authority support helps national and regional bodies to flourish – which helps them take culture (including Scottish culture) overseas. National and regional bodies based in Scotland, can also present culture from overseas. That way, cultural variety and creative exchange can be promoted by the actions of local authorities.

4.3.9 The Scottish International Forum is a grouping of about 30 (mainly public sector) organisations, including CoSLA and Scottish Local Authority Economic Development (SLAED), all having a significant interest in promoting Scotland overseas. Through a shared secure website, and through plenary meetings, Forum members exchange information on their strategic priorities in Europe and beyond. The Forum has started the process of developing a framework for possible integrated promotional activity over the next 2/3 years, in particular regions in Europe, the US and elsewhere. This approach aims to deliver a timed 'critical mass' of Scotland-related activity in a particular target region. Local authorities which are developing cultural, economic or educational projects overseas may wish to consult the Forum, through CoSLA and/or SLAED, to assess whether their plans might be enhanced by being linked with related activities being undertaken by other Forum members.

4.3.10 Local authorities should therefore, in preparing their cultural strategies and plans, discuss the following questions and, where possible, bring forward proposals:

- ◆ what scope is there for partnerships with national and regional 'provider' bodies?
- ◆ how can these best address local needs (e.g. for access)?
- ◆ how do local plans relate to the local tourism strategy?
- ◆ what opportunities are there for supporting international cultural exchange?
- ◆ might collaboration with cultural bodies add value to local authorities' (non-cultural) international projects?
- ◆ will joint working with another local authority or authorities help create opportunities?

### **Partnerships based on funding**

4.3.11 Partnerships based on shared funding are helpful to local authorities as they create possibilities which might not otherwise be affordable to the individual local authority.

4.3.12 Examples of inter-local authority partnerships include:

- ◆ 'Activ-8', between Aberdeen City, Aberdeenshire and Moray Councils, sports clubs, and governing bodies in sport supported by **sportscotland** to increase participation in sports and develop performance standards in targeted sports
- ◆ North East Arts Touring: Aberdeen City, Aberdeenshire and Moray Councils with support from the Scottish Arts Council to tour performing and visual arts throughout the North East.

## **4.4 Consultation with partners and stakeholders**

4.4.1 Consultation is widely accepted as an important element in any public service. There is little inherent in cultural provision which suggests that local authorities must take a different approach to consultation. However, because people will be less likely to take part in activities that do not meet their expectations, consultation has particular importance in relation to cultural provision. Consultation adds value by:

- ◆ providing information
- ◆ involving and informing stakeholders
- ◆ inviting participation (e.g. through creating opportunities for 'design' proposals from consultees)
- ◆ seeking evaluative comment (includes 'before' and 'after' comment on provision and initiatives).

4.4.2 It is important to recognise the different stakeholders who have a claim to be consulted; for example:

- ◆ users (actual or possible future users, non-users)
- ◆ citizens (not the same as users)
- ◆ the local authority's partner and non-partner organisations
- ◆ the authority's own staff.

Most quality improvement systems rely on such consultation and require evidence of this having taken place.

4.4.3 Within these broad categories of 'stakeholder' there are groups whose interests are being increasingly recognised – for example, people with disabilities, young people, and people from ethnic minorities. Others may be excluded from participation and service delivery by virtue of their geographical isolation. Special effort is required to reach less 'accessible' consultees (including non-users), whose views may otherwise be under-represented.

4.4.4 For this reason, local authorities should select consultation and participation mechanisms with a view to widening opportunities for involvement. Options include:

- ◆ analysis of existing research and/or commissioning of new research
- ◆ surveys of user groups
- ◆ focus groups
- ◆ citizens' panels
- ◆ freesheets
- ◆ websites (which may have particular advantages in consulting young people)
- ◆ the use of established consultation techniques tailored to specific groups such as the toolkit for consulting children and young people on policy issues, produced by Save the Children.

4.4.5 Some activities associated with cultural, and other, provision should always be the focus of consultation:

- ◆ strategies and plans
- ◆ existing service delivery
- ◆ major capital projects.

4.4.6 It is also good practice to provide feedback on what has been concluded after consultation – and then, subsequently, feedback on how the strategy or initiative is being implemented.

## **4.5 Planning delivery**

***“Key priority 4.1: Action to develop a national framework of support for cultural provision appropriate to the 21<sup>st</sup> Century***

*We shall:*

- ◆ *Embed cultural strategies within the local community planning process and within community learning plans, forming links with key local agencies”*  
*(Creating Our Future . . . Minding Our Past, p 68)*

4.5.1 As shown in Part 3, cultural provision is embedded in almost the full range of activities in which local authorities are involved. The systematic planning of delivery is of critical importance. Planning must consider the strategic issues and the service delivery.

4.5.2 It is good practice for each local authority to have a single over-arching authority-wide cultural strategy (\*), which draws together all the authority's cultural goals and how it proposes they should be achieved.

*(\*) In England, the Department of Culture, Media and Sport (DCMS) has advised local authorities that they should prepare a single cultural strategy or plan.*

DCMS's guidance concerns each local authority's cultural goals. It distinguishes:

- ◆ "guidance", part of which local authorities are expected to follow (comprising "scope, benefits, principles, and policy context"), and
- ◆ "general advice" which local authorities are not required to follow (e.g. management issues such as the form and content of the strategy, and arrangements for monitoring and review).

While preparation of a strategy is not a statutory duty, the DCMS expected all authorities to develop one by late 2002.

4.5.3 In addition to the single cultural strategy, it is a matter for each local authority to decide whether it is desirable to have additional, service-specific plans for key areas of cultural activity. If it so decides, ideally, the plan(s) will set out, for each year covered -

- ◆ service objectives
- ◆ key quantitative information (including volume of service to be delivered, the expected number of service users, budget provision for each service)
- ◆ how success is to be measured.

4.5.4 Similarly, if the local authority has external partnerships relating to cultural matters, these may require additional plans or strategies. Whether they are set out in separate documents is a matter for each local authority to decide. However, consistency of approach and complementarity are essential if a suite of documents is used.

4.5.5 Service planning should be guided by Best Value principles (see Part 5 of this guidance).

#### **Good practice in preparing an over-arching cultural strategy**

A local authority, in preparing its cultural strategy, may wish to consider each of the following 'building blocks', and to reflect in the document that they have been taken into account:

1. a statement of the local authority's own strategic goals and targets (including key issues such as access)
2. a statement of how these goals relate to the Scottish Executive's National Cultural Strategy
3. a statement of the strategic goals (where these exist), which it has agreed with its partner organisations, including how these can be actioned through community planning
4. the conclusions the local authority has reached following an analysis of needs (including, for example, how demographic change has been taken into account)
5. the conclusions arising from both consultation and market research carried out by the local authority
6. a description of the intended provision which quantifies key issues, including the volume of provision and number/categories of users who will benefit - and how these compare in relation to present arrangements - the cost etc (possibly using the listing of core activities in Table A)
7. a statement of how far the local authority feel this achieves 'adequacy'

8. a description of service provision arrangements (i.e. where direct provision, externally commissioning, and partnerships will be used)
9. a statement of the resources intended to be committed, in each year covered by the plan, to achieve 6., above
10. the performance measures the local authority will use to assess successful achievement of its plan/strategy
11. the review mechanisms the local authority proposes to employ
12. a statement that sources of guidance have been taken into account – for example, relevant advice by the Scottish Arts Council/CoSLA and by **sportscotland** on how strategies/plans should be prepared and what they should contain.

4.5.6 At the strategic level local authorities need to consider:

- ◆ their leadership role, including their role in relation to community planning (restating principles and purposes, and their strategy for promoting community well-being through cultural provision)
- ◆ the value of a strategy covering their area – rather than one for each separate local authority - which is comprehensive in its discussion of cultural goals and associated service provision
- ◆ arrangements to achieve the policy aims and objectives of the Scottish Executive and the local authority
- ◆ how their view of 'culture' reflects the wider view proposed in the National Cultural Strategy (and in this guidance)
- ◆ the partners they will work with and the role of the partners, and the resources they will provide
- ◆ the role of cultural provision in their corporate strategies, and in particular the community plan
- ◆ how their policies on cultural provision and other related authority policies (e.g. tourism, economic development, creative industries, etc) are mutually supportive
- ◆ whether policy, planning and service provision relating to culture are narrowly focused within departments, or whether they adopt the local authority-wide focus envisaged above
- ◆ arrangements to encourage citizen and user participation.

4.5.7 It is acknowledged that the development of more detailed guidance may be of assistance to local authorities in relation to the production of cultural strategies. This further work is being considered.

## **4.6 The capacity-building role of local authorities**

4.6.1 'Capacity building' usually refers to helping individuals or groups to grow and develop to identify and achieve their ambitions. Local authorities have a role in helping this to happen, e.g. through partnership working with specialist voluntary arts bodies. The process of capacity building can also have the effect of raising ambition, confidence and civic pride in an area or sector. Local authorities can help build capacity in many ways including the provision of:

- ◆ advice and information
- ◆ encouragement for networking
- ◆ the opportunity to see best practice
- ◆ training and skills development
- ◆ community workers and facilities
- ◆ funding which allows leverage of further funding from other sources.

## Part 5. Quality, Best Value and performance management

### ***This part of the guidance discusses***

- 1. the importance of quality and quality assessment*
- 2. the need for clear information and research on cultural provision*
- 3. Best Value and performance management*

### **5.1 Quality**

#### **Why quality of provision is important**

5.1.1 In cultural provision – as in public service provision as a whole - quality is of growing importance. This is recognised in the proposed statutory duty of Best Value which asks local authorities to secure continuous improvement with an appropriate balance between quality and cost. It matters how good service provision is, because poor services do not meet the needs of their users, fail to meet the intentions of those who arrange them, and are not a good use of public resources. In the particular area of culture, poor services undermine cultural provision as having value in its own right and as a means to achieving policy goals. An example of the latter is where poor services alienate those who already experience exclusion.

#### **The responsibility of local authorities**

5.1.2 Where local authority services are inspected by central government, this provides a means of independent and rigorous evaluation. However, the local authorities' role in cultural provision is generally not inspected. Therefore, in the absence of external inspection, the onus is on local authorities to be rigorous in managing cultural activities so as to achieve quality in service delivery. External audit has a role to play in terms of quality control.

#### **User views**

5.1.3 The guidance has already discussed the need for taking user views into account. It is good practice to test service quality by inviting user feedback, and local authorities should consider how adequate their current arrangements are for seeking opinion in relation to cultural provision.

#### **Quality improvement schemes**

5.1.4 In addition, as managers of service provision (whether this is direct, external or based on partnership), local authorities need to form a view on quality which provides a managerial perspective (and may reflect but differ from the user's perspective). There are different quality improvement models available to local authorities, each of which is compatible with Best Value:

- ◆ some are 'generic', for example standards relating to processes (e.g. those created by the British Standards Institution, such as ISO 9000) and to training and support for staff (e.g. Investors in People) and pursuing quality-related awards for public sector bodies (e.g. the Charter Mark scheme)
- ◆ others are particularly relevant to cultural provision, for example -

- the 'QUEST' quality improvement scheme, which was developed by UK Sports Council and based on the 'business excellence model' developed by the European Foundation for Quality Management, and relates to both facilities and sports development
  - museums registration standards, and
  - VisitScotland's Visitor Attraction Grading Scheme
- ◆ a further option is adapting schemes which exist in one cultural area for use in another.

5.1.5 It is also acknowledged that there would be benefits in giving further consideration to the development of a qualitative self-assessment model which could apply to cultural provision in a similar way to the HM Inspectorate for Education's "How Good is Our School".

## **5.2 Information and research on cultural provision**

### **The need for clear information for managing performance**

5.2.1 Traditionally, routine statistical and research information on cultural provision has been incomplete. As the National Cultural Strategy commented:

*"There was little comprehensive data collection or analysis of spending on cultural activities and its effects."*

*(Creating Our Future... ...Minding Our Past, p 57)*

5.2.2 Effective planning of cultural provision needs to be based upon good management information. Routinely-available information on service provision is essential, including data on:

- ◆ the volume of services provided
- ◆ the number/categories of service users
- ◆ the cost of provision, and
- ◆ gaps and needs.

This information is needed by local authorities whether they provide the services directly, commission them externally or provide them in partnership.

5.2.3 The routine data available for local authorities' arts services are among the stronger of local authorities' cultural data – but even here there are known difficulties. For example, the main source of detailed information on spending is the annual survey commissioned jointly by the Scottish Arts Council and the Convention of Scottish Local Authorities. While its value is considerable, there are problems with the consistency of reporting from one local authority to another. Meanwhile when more detailed data (relating not only to spending but also to service provision) were sought by the Scottish Executive, in the period before publication of the National Cultural Strategy, there were limitations to the data reported – at least partly because of the accessibility and quality of data held by local authorities.

5.2.4 It is acknowledged by both the Scottish Executive and Scottish local authorities that better routine information to improve the national dataset is desirable – in particular, to plan policies and provision from an established evidence base, and to assess the outcomes and impacts of spending, across the entire of range of local authorities’ cultural activities. Work is currently underway in conjunction with the national cultural agencies and the Chartered Institute of Public Finance and Accountancy (CIPFA) to identify a positive baseline model.

### **Market research**

5.2.5 Cultural provision – like other provision by local authorities – should be based on an assessment of the needs and preferences of service users, to ensure as far as possible that the provision arranged matches these – and takes account of the likely needs of future users, including visitors.

5.2.6 As discussed, *consultation* involves informing citizens and service users about e.g. the local authority’s policies and service proposals, and gathering information on their preferences etc. However, *market research* is an activity which seeks other information - e.g. on services arranged by other providers/other local authorities; or more detailed information (e.g. in-depth user satisfaction information). Market research has a key use in terms of the delivery process, in assessing user reaction to the actual service provision, including issues of quality and delivery methods.

5.2.7 Market research should draw on local authorities’ existing information and that collected routinely. However, market research often involves gathering information which is not routinely available. Cost may prevent local authorities carrying out large-scale surveys, but it is possible to gather information using methods which are relatively inexpensive (e.g. surveys which are carried out at the point of service delivery, rather than as a separate exercise) and use published results from relevant research in other localities.

5.2.8 It is good practice for local authorities to make use of market research at the stages of:

- ◆ planning cultural provision (see Part 4)
- ◆ monitoring delivery

and to use this information in a systematic way to inform future planning and delivery.

## **5.3 Best Value and performance management**

5.3.1 Effective performance management is of course of increasing importance for local authority services in general, not solely cultural provision. The main current development in local authorities’ performance management is Best Value. Its importance is certain to increase as the Local Government in Scotland Act 2003, will introduce a new statutory requirement to secure Best Value.

5.3.2 The importance of performance management links to a range of initiatives and requirements, including:

- ◆ local authorities’ own initiatives to improve the different dimensions of performance and to secure continuous improvement (including economy, efficiency, effectiveness and quality)

- ◆ the role of external audit and Audit Scotland (working on behalf of the Accounts Commission for Scotland)
- ◆ the statutory duty on local authorities to manage their services so as to achieve value for money, as required by the Local Government Act 1994 (repealed by the Local Government in Scotland Act 2003 and replaced by the duty of Best Value)
- ◆ Scottish local authorities' voluntary commitment, since 2000, to have in place a public performance reporting framework to ensure stakeholders are fully informed about performance issues
- ◆ a growing focus on outcomes, associated with three-year budgeting.

5.3.3 The policy objective of Best Value is to modernise local government management and business practice so that local authorities can deliver better, more responsive public services. Best Value is about:

- ◆ pursuing continuous improvement
- ◆ achieving a balance between quality and cost
- ◆ improving accountability by being more responsive to stakeholders.

5.3.4 One way of achieving this is through benchmarking – that is, where a local authority makes comparisons between one service and one or more other services (either within the same local authority, or, more commonly, in other local authorities) with a view to identifying where there is scope for improvement. The improvement may be in relation to issues such as quality, cost, effectiveness. Benchmarking in cultural provision is currently under-developed, and holds much scope for local authorities to identify improvements. However, to achieve this, good quality information is necessary.

5.3.5 When planning service reviews, local authorities should:

- ◆ use existing guidance (e.g. the toolkit for benchmarking library services published by the Scottish Library Association)
- ◆ devise their own measures of performance - and recognise that this may necessitate going beyond information currently reported to Audit Scotland and the Scottish Executive
- ◆ aim to have available an appropriate and wide range of measures (a 'balanced scorecard')
- ◆ consider the value of joining or forming 'benchmarking families' with other local authorities, in order to inform reviews.

5.3.6 Having carried out a review, it is essential to arrange to make changes which the review suggest are necessary – that is, to act on the review. Possible changes which a review may prompt include one or more of the following:

- ◆ re-design of policy
- ◆ amendment of an existing plan or strategy
- ◆ re-allocation of resources
- ◆ changed operational practice

- ◆ a change in partnership arrangements
- ◆ a new focus in monitoring.

The Scottish Executive has published guidance to local authorities on certain aspects of Best Value – “*Best Value: Making Choices - a Guide to Best Value, Procurement and Competitiveness*”. This document sets out some of the choices that local authorities can make in response to a review process.

5.3.7 The Local Government in Scotland Act 2003 proposes to place Scottish local authorities under a duty to report publicly on both their financial and general performance. Regulations issued under powers taken in the Act will set out minimum requirements on authorities in relation to what information they need to make available, stressing the importance of citizen involvement and consultation in service delivery.

## Part 6. Local authorities' key cultural activities

### ***This part of the guidance***

- ◆ *discusses local authorities' roles in each of the core areas of cultural provision identified in Part 3 (see Table A), and*
- ◆ *identifies the key issues in each, and provides guidance*
- ◆ *considers other core areas of provision in which culture can play an important part (see Table B in Part 3).*

*The wealth of opportunity to enrich Community Plans and to engage in cross-cutting activity with initiatives that include cultural provision is demonstrated by the range of activity discussed*

### **The 6 core areas of cultural activity**

#### **6.1 The arts**

<b>The Arts</b>	<ul style="list-style-type: none"><li>□ Promotion of performing arts, visual arts, literature, community arts, cultural traditions, creative industries, moving image/film e.g. through projects, performances, festivals, information</li><li>□ Provision of venues e.g. theatres, galleries, arts centres, and the inclusion of arts activities in multi-purpose facilities</li><li>□ Building capacity of arts organisations (including voluntary sector)</li><li>□ Audience development (including development and outreach)</li><li>□ Support for artists and artistic organisations (including national and local companies/providers, voluntary arts bodies)</li><li>□ Promoting artistic standards in architecture and the built environment</li><li>□ Public art e.g. sculptures in open spaces</li></ul>
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6.1.1 The above excerpt from Table A confirms the very considerable diversity of arts activities in which local authorities are involved. This ranges from the promotion of artforms, events and traditions, to support of providers and recognised talent in individual artists, to a variety of development work and infrastructure provision.

6.1.2 That list also suggests the considerable financial significance for local authorities of these services. Beyond that, arts development also impacts on other cross-cutting activity, such as tourism, health, children's play and social care.

*NB: For further discussion of art gallery provision, see section 6.3.*

## **Arts plans**

6.1.3 The main source of advice in planning arts provision is the 1996 joint CoSLA/SAC guidance on Arts Plans (see “References”). This includes sections on:

- ◆ what the arts can offer local authorities
- ◆ ways in which local authorities support the arts
- ◆ the benefits of an arts plan
- ◆ preparing, implementing and reviewing an arts plan.

6.1.4 However, this advice must be updated by latest thinking on key subsequent major policy developments including:

- ◆ Best Value
- ◆ community planning.

In addition, as advised elsewhere in this guidance, planning should always take place on a ‘whole-local authority’ basis.

## **The creative industries**

6.1.5 The term ‘creative industries’ refers to a very wide set of activities which are of both cultural and economic significance. As defined in the National Cultural Strategy, they include the screen industries, architecture and design, publishing and music. Many are distinguished by their use of digital technology. The role of local authorities is essentially a facilitative one, achieved through mechanisms such as:

- ◆ recognising the importance of the creative industries in a local authority’s cultural strategy and related plans (e.g. for skills and employment reasons; for their special attraction for young people)
- ◆ supporting development through planning and economic development mechanisms, to create local infrastructure (includes use of planning consents, provision of industrial sites)
- ◆ direct financial and non-financial support for particular initiatives.

### *Moving image*

6.1.6 Film and video offer creative, employment, and recreational opportunities to a broad range of constituencies. For young people, particularly those disengaged from statutory education, they provide a platform for re-engagement which often reflects their interests. For community groups, they provide a means of self-expression. The industry also offers real and growing employment opportunities. The economic benefits of local spending by visiting production companies can be important, through direct and indirect (car hire, hotels, catering) employment.

6.1.7 Several local authorities have taken an active interest in supporting film-making (including documentaries, commercials, short and feature films, for cinemas, television and other outlets). The ‘screen commission’ model, which is supported by Scottish Screen, the national screen agency, encourages each Scottish local authority to develop its location and other support services. Many local authorities simply have a ‘liaison officer’. However, in some parts of Scotland (e.g. Glasgow, Highlands & Islands, Edinburgh & Lothian, Dumfries & Galloway and Tayside), the local authorities, supported by Scottish Screen have gone further and established a more developed commission-type body. In some cases, these bodies have considerable powers to pursue opportunities – e.g. production grant powers.

Other examples include financial and other support for the establishment of the newly emerging 'digital media access centres' – a new type of body, which serves both economic development and education/social inclusion goals. Dumfries & Galloway Council has also developed a 'moving image strategy'.

6.1.8 It is good practice for local authorities to:

- ◆ develop policies in relation to the moving image
- ◆ distinguish the different social, cultural, educational, recreational, industrial training and economic benefit reasons underlying these policies
- ◆ consider the 'film charter' being developed by Scottish Screen
- ◆ express these policies in an appropriate plan or strategy
- ◆ consider the effectiveness of the local authority's current support arrangements including -
  - use and effectiveness of liaison officers
  - use and effectiveness of screen commissions (includes formation of a screen commission where none currently exists)
  - level of support for community media access centres
  - use of regulatory powers (including land use planning) to secure facilities.

#### *Music*

6.1.9 In the field of popular music, several local authorities have supported the creation of recording studios (e.g. Aberdeenshire and Dumfries & Galloway Councils), or vocational courses relating to the music industry (e.g. South Ayrshire Council). It is good practice for local authorities to:

- ◆ support the full range of music, including popular music and traditional music (which includes music of minority ethnic cultures, and music in rural areas)
- ◆ recognise the particular appeal of music for young people, and to develop opportunities for engaging with young people
- ◆ develop the skills building and economic development aspects of music and new technology.

6.1.10 Overall, to maximise cultural and economic benefits from the creative industries, local authorities should consider what they can do to nurture them through the creation of infrastructure. It is good practice for local authorities to:

- ◆ recognise the inherent value in these newer cultural activities (e.g. by developing more coherent policy and practice; linking the contributions of different 'departments')
- ◆ promote these activities for the benefits which they can bring (e.g. economic development, social inclusion).

#### **Audience development**

6.1.11 Audience development is an important issue for local authorities and should be addressed in the local cultural strategy. It has at least two distinct meanings – helping to develop or expand the tastes of audiences for the arts, and encouraging those who are excluded or exclude themselves to consider participation across the diversity of cultural provision. There are two types of participation – as a spectator/consumer and as a participant. The Scottish Arts Council has in recent years led research and supported project work to explore methodologies promoting audience development and approaches to marketing, analysing attendance, access, education and development of provision.

## Issues arising

6.1.12 There are several issues which are important in relation to arts provision:

- ◆ the need for appropriate structures (for example, working in partnerships with community bodies; participating in the Scottish Arts Council's regional 'clusters' model' - see reference to local authority clusters in paragraph 4.3.6, above)
- ◆ the need to put resources in place (e.g. allocate staff – with consideration given to reorienting their tasks away from the organisation of events and activities and towards developing partnerships with community bodies)
- ◆ the benefits of benchmarking, showing what other local authorities have achieved by supporting the arts (includes getting other local authorities to make presentations; identifying 'pathfinders')
- ◆ the need to create and facilitate access (see Part 3).

## Promoting standards in architecture and the building design

6.1.13 The quality of contemporary architecture and design is important in creating attractive, lively and successful places that contribute towards the cultural life of Scotland as a whole. The cultural image and identity of a place can either be enhanced or undermined by the quality of new development. There is also a growing recognition of the importance of good quality new architecture in encouraging cultural tourism. Many new cultural projects (e.g. Dundee Contemporary Arts) have benefited significantly from an investment in good design and architecture. Local authorities should not overlook the opportunity to promote *new* buildings, public realm projects or green spaces as part of their cultural assets.

6.1.14 Local authorities should take account of the Scottish Executive's Policy on Architecture for Scotland and its planning policy statement "Designing Places" when formulating policies on the built environment as well as undertaking specific projects. Local authorities may wish to consider, when each develops its own cultural strategy and any related plans, including specific provision for architecture, public art and percent for art.

6.1.15 In developing a local cultural strategy, it also is good practice for a local authority to consult with relevant non-governmental and professional bodies which advise on the historic environment. These bodies includes the members of the Built Environment Forum for Scotland.

## 6.2 Community recreation

<b>Community Recreation</b>	<ul style="list-style-type: none"><li>□ Providing facilities for community activities (including halls, community centres)</li><li>□ Children's play areas</li><li>□ Community use of schools for recreation</li><li>□ Provision of local activity programmes (including local festivals, civic weeks and galas)</li></ul>
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6.2.1 Table A (excerpt above) lists relevant service provision. Community recreation refers to non-competitive involvement in sport; it also includes other cultural activities which people engage in on an informal basis. It refers to occasional participation (and excludes sustained and/or regular involvement). It includes local community events such as galas and festivals, participation in activities organised in public halls, local schools and other community facilities, allotments, use of parks and play areas, and access to the countryside. *NB: The guidance here should be read with guidance on arts (e.g. hall hire)(section 6.1), heritage (section 6.3), parks, open spaces and countryside access (section 6.5), and sport (section 6.6).*

6.2.2 Because community recreation is not the responsibility of any single national agency, local authorities have the primary role in ensuring that the recreational needs of local communities are adequately provided for. It is good practice to do this by:

- ◆ auditing existing provision and planning for the future
- ◆ providing facilities for use by community groups
- ◆ awarding grants to support groups delivering community recreation activities
- ◆ organising recreation activities for communities
- ◆ supporting local events with professional advice, financial assistance, equipment loan and making facilities available at rates which local groups can afford
- ◆ building the capacity of voluntary organisations - this is a key feature of community learning strategies and plans so approaches should dovetail with the work of the local community learning partnership.

### **Access to facilities**

6.2.3 In smaller communities, particularly in rural areas, regular access to larger purpose built cultural facilities may be difficult for many people. Often the local hall or school is the focal point for community life. Local authorities should ensure these facilities meet the needs of local communities for recreation and cultural activities. Some facilities will be directly managed by local authorities; others may be owned by or leased to community groups. Local authorities should ensure that voluntary groups managing halls or other community facilities are adequately supported.

6.2.4 Many public and village halls throughout Scotland are relatively old and some are in poor condition. The issue of securing funding to invest in repairs and improvements is discussed in Part 3. Local authorities should consider if community ownership or leasing halls or other facilities to local organisations could reduce operating costs or facilitate fund-raising including access to Lottery grants from the Community Fund. It is good practice for each local authority to have an authority-wide approach to promotion of access to facilities – including school facilities. This should be based on what might be termed the principle of ‘asset management from the point of view of the community’.

### **Community access to schools**

6.2.5 It is good practice for:

- ◆ local schools to be made available, where possible, for community use
- ◆ management arrangements, particularly for janitorial or other staff cover, to take account of the demand for community use rather than just the needs of the school and its pupils
- ◆ charges to be based on what community groups can afford rather than necessarily having to offset costs completely, particularly if this involves meeting the costs of overtime for staff

- ◆ local authorities to decide whether there should be a single management model (i.e. the Head Teacher responsible for both school and community use) or dual management (i.e. the Head Teacher responsible for school use only and another officer responsible for community use)
- ◆ arrangements for apportioning costs and sharing the use of equipment between the school and community to be established in advance
- ◆ consideration to be given to the inclusion of facilities for community use in plans, where new schools are to be built.

*NB: Where this is done through Public Private Partnerships account should be taken of the time required for community use and provision made for meeting the costs of this within the contract. The Scottish Executive/STUC Protocol on employment issues should also be observed.*

6.2.6 The Cultural Co-ordinators in Schools scheme has the potential to develop the relationship between schools and their local communities, including community arts groups. This will help enrich the range of experience available to children and develop outreach skills amongst co-ordinators, teaching staff and local groups.

### **Children's play**

6.2.7 Play is crucial to children's development and has many links with a range of cultural activities including sport, arts and outdoor pursuits. Local authorities are the main providers of local play facilities and opportunities for children and young people, including outdoor and indoor play areas, playing fields, participatory cultural activities and sports events.

6.2.8 The role of play in children's development is well recognised and local authorities have worked in partnership with a range of specialist agencies to maximise this potential in imaginative ways. Play can foster autonomy, independence, a strong sense of personal identity, respect for others and a positive attitude to diversity and the difference of others (e.g. race, gender, ability). Play provision supports the development of well-rounded young people by promoting creativity, helping young people to gain knowledge and understanding of the world around them and by enhancing the development of physical health and skills.

6.2.9 Responsibility for 'play' is devolved to the Scottish Executive. Play Scotland is the national organisation for children's play, campaigning to make the right to play a reality for every child in Scotland and is core funded by the Scottish Executive. Further information about policy development, standards and best practice can be obtained from Play Scotland. Play Scotland represents the Scottish Executive on the Play Safety Forum, which is supported by the Children's Play Council (funded by the Department for Media, Culture and Sport). Health and Safety issues are reserved to the UK government.

6.2.10 In addition to following statutory guidelines and established good practice to achieve high standards in health and safety, it is good practice for all local authorities to:

- ◆ support children's play through the provision of play facilities and the development of the widest range of opportunities for play linked to local policy on culture, health, physical activity, education, pre-school education, childcare, environment and social inclusion and any other national guidance
- ◆ take account of advice from community planning partners when developing facilities and services.

### 6.3 *Heritage, museums and historical records*

<b>Heritage, Museums and Historical Records</b>	<ul style="list-style-type: none"><li>❑ Museums (including the collection, recording and preservation of artefacts)</li><li>❑ Heritage sites and attractions</li><li>❑ Promoting interest, awareness and understanding of national and local heritage including access to collections, education, outreach, and the use of Information Technology</li><li>❑ Conservation of the built heritage (including implementation of national policy, stewardship of the historic environment) and good management of listed buildings</li><li>❑ Local history and local studies</li><li>❑ Archive management (including responsibility for maintenance and cataloguing of the Dean of Guild and other records)</li><li>❑ Archaeology</li></ul>
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6.3.1 The above list demonstrates the range of local authorities' heritage provision.

#### **Museums and galleries**

6.3.2 Scotland has approximately 400 museums and galleries of different sizes, covering a range of subjects. Many are managed or funded by local authorities, including:

- ◆ directly managed museums and galleries
- ◆ independently managed museums and galleries, run and funded by trusts, but often heavily reliant on local government financial support, and other forms of support (e.g. professional and curatorial support).

#### **Local authorities' strategies and plans**

6.3.3 General guidance on strategies and plans is discussed in detail in Part 4. Each local authority should include in its over-arching strategy and relevant specific plan(s) its museums and gallery provision, and should:

- ◆ set out the aims and objectives of the local authority, and how they relate to national policy
- ◆ set out how it shapes service provision (including any direct service provision by the local authority itself and also any support - including financial support - given to independent museums and galleries)
- ◆ discuss issues of access, use of technology, and how the existing service can be improved.

#### **National support structures**

6.3.4 Local and independent museums can look for project funding support to the Scottish Museums Council; and the National Museums and Galleries provide a range of professional and practical advice. Further consideration is being given by the Executive to relations between the national Institutions and local and independent museums.

#### **Audit of museums collections**

6.3.5 Local museums and galleries have a special role to play in showing and interpreting local history and identify. Their contribution to education both through contacts with schools

and to lifelong learning is significant and local authorities should seek to maximise that contribution. Local museums can also be significant visitor attractions and part of an area's tourist profile.

6.3.6 The National Audit of Museum Collections published in July 2002, reports on museum collections throughout Scotland, identifying the significance of separate collections in 5 separate categories – local, regional, national, UK and international. The Audit confirmed the importance and significance of many collections held and supported by local authorities.

6.3.7 It is good practice for local authorities to:

- ◆ have acquisitions and disposals policies
- ◆ have registered each museum and gallery (i.e. the individual facility) under the national registration schemes for museums
- ◆ invest in continuing professional development
- ◆ promote access
- ◆ promote museums as an educational resource
- ◆ ensure museums are properly recognised in local tourism activities
- ◆ pursue partnerships with other museums and galleries.

#### **Outreach and ICT**

6.3.8 The conventional idea of a museum service assumes a building-based service, with access to the collections restricted to display space (affecting how much of the museum's own collection can be displayed, what can be collected, and capacity for displaying visiting collections). As notions of access have become more sophisticated, it is considered desirable for a 'museum service' to include outreach and education activities delivered off-site.

6.3.9 The public's expectation (made explicit in the National Cultural Strategy) is that physical access to collections will increasingly be complemented by virtual access. This requires substantial investment in infrastructure, training and content creation as is already available for libraries. Local authority investment in ICT for all services should be considered in light of the Modernising Government agenda and this should include the ICT agenda for museums. This should also be informed by experience of The People's Network and the development of SCRAN.

#### **Improving services through partnership**

6.3.10 Partnerships between several local authorities, and between authorities and academic bodies, can help improve services and achieve economies of scale. This also is possible in relation to specialist services, where individual authorities can achieve things in partnership which they could not achieve on their own (e.g. sharing of curatorial posts, storage, improvements in quality of service relating to exhibition exchanges).

6.3.11 While there are few formalised arrangements in Scottish local authorities, there are numerous examples of cross-boundary co-operation within individual services including loan programmes, exchanges of exhibitions, specialist networks (e.g. the Scottish Local Authority Museums Group) and co-operation between specialist curators. The Strategic Change Fund, managed by the Scottish Museums Council, is intended to encourage consideration of radical options, which may include cross-boundary initiatives.

6.3.12 Another type of partnership is between authorities and national bodies – for example in relation to how access, exhibition and marketing can be planned on a joint local-national basis.

### **Heritage and visitor attractions**

6.3.13 Local authorities can provide heritage and visitor attractions which have appeal to local people (including school pupils) and tourists. It is good practice to plan and manage such attractions and centres with both audiences in mind. Social inclusion is central to such provision. And the appeal of these centres can sometimes be enhanced by appropriate inclusion of an environmental context to aid the interpretation of cultural collections.

6.3.14 Capital funding can be accessed, though local authorities need to consider the level of continuing revenue spend required. It is good practice to investigate tourist potential. Some attractions earn income, so the local authority should consider charging options.

6.3.15 It is good practice for local authorities to:

- ◆ research the size of the market
- ◆ consider carefully their ability to retain planned visitor numbers over the lifespan of the project
- ◆ consider how to sustain the appeal of existing attractions to make facilities viable (e.g. the need for a large number of visitors beyond a particular exhibition), and explore issues of viability carefully in assessing the need for new attractions.

### **Historic sites**

6.3.16 Local authorities have a significant role - in addition to working in partnership with Historic Scotland, other agencies, trusts and property owners - in safeguarding and promoting the historic environment, and identifying the wider benefits that it offers to communities. The historic environment includes any or all of the structures and places in Scotland of historical, archaeological or architectural interest or importance.

6.3.17 The Scottish Executive's *National Planning Policy Guideline (NPPG 18): Planning and the Historic Environment* sets out national policy on the historic environment which local authorities are advised to consider in formulating and assessing development proposals. This recognises that local authorities have a range of duties and powers with regard to the historic environment and that the stewardship of that environment should be reflected in local development plans. Historic Scotland's guidelines promoting best practice also set out Executive policy. (For Historic Scotland's policy and technical publications, see "References".)

6.3.18 Local authorities can also have an important role as guardians of listed buildings, monuments, sites of archaeological interest and designated landscapes. In relation to archaeology, again, local authorities should consider the relevant Executive planning guideline and planning advice (see "References").

6.3.19 Current planning guidance urges local authorities to ensure that they call on sufficient specialist advice on conservation, archaeology and other relevant aspects to inform their decision-making (e.g. on compliance with national policy) and to advise owners of historic buildings and other members of the public regarding any development proposals. (The evidence of such skills in a number of local authorities is variable and in some cases non-existent.)

6.3.20 It is good practice for local authorities to work in partnership with local interests, as well as with key national agencies such as Scottish Natural Heritage, Historic Scotland and others, to develop sensitive local schemes for managing the natural and historic landscape. Strategic planning for the natural and historic landscape has led some authorities to develop Heritage Strategies linking the natural heritage with the work of other heritage sectors including museums, local history groups, and archives.

### **Records**

6.3.21 Scotland's records and archives play an important role in its economic and cultural life. Archives provide the documentary guarantee of individual and collective rights, and are also vital in defining cultural identity. The National Audit of Scotland's Museums identified that over 1 million items were held in the archive collections of non-national museums (some 8.3% of the distributed national collection).

6.3.22 Local authorities have a duty under sections 53 and 119 of the Local Government (Scotland) Act 1994, to make "proper arrangements" (\*) for their records; to consult the Keeper of the Records of Scotland on the proposed arrangements and any material change to them; and to have regard to any comments which the Keeper may make. Section 58 allows local authorities to make joint or agency arrangements for their records, provided they have consulted the Keeper. Making proper arrangements for managing records and archives also enables compliance with the Data Protection Act 1998 (which now applies to conventional as well as electronic records), and with the requirements of Scotland's Freedom of Information Act (\*\*).

*(\*) The phrase "proper arrangements" is not fully defined. Nevertheless, the need for such arrangements is now more pressing than ever, as local authorities face the challenge of creating, preserving and providing access to records electronically as part of the Modernising Government initiative. Records are also needed for accountability, including records of the local authority's own business.*

*(\*\*) Freedom of Information legislation establishes a general public right of access to information and a duty to meet requests within a specified period. The legislation does not distinguish between records kept in paper, electronic or other form.*

6.3.23 The records that a local authority collects need not be confined to those which it itself generates. Section 54 of the 1994 Act allows authorities to purchase records or accept them as a gift or deposit when they appear to be of local or general interest. Such records often complement the official ones and provide valuable insights into a particular action or course of events.

6.3.24 Local records constitute one of the most valuable cultural resources of a local authority. They promote local and community identity, have an important role in education, and assist social inclusion. They also help develop tourism - particularly in the growing niche market of genealogy - and they provide the a unique source of local information and knowledge.

6.3.25 Local authorities' records – whether archives, local history or corporate records - serve important cultural needs. Certain records are of growing importance to the public, including:

- ◆ photographic records
- ◆ oral history (which, in some cases, has involved local authorities arranging exit interviews of senior staff, as part of knowledge management; and in other cases, recordings have been made of the memories of people in the local community).

6.3.26 Records can be expensive to create and to maintain, and must always be considered and managed as corporate assets. The physical bulk of paper records and the information bulk of electronic records can be managed by scheduling that determines when and why they are created, how long they should be retained, and which records should be passed to the archive service for permanent preservation.

6.3.27 When records are 'born digital' - that is they are created in electronic systems - it is essential to identify at the planning stage what their potential long-term value is, so that mechanisms to safeguard the data and guarantee access across time can be built in. Failure to build in such mechanisms threatens the loss of corporate memory and huge waste of resources in future; it is good practice for each authority's Records Management Policy to incorporate the consideration of these aspects.

6.3.28 Every local authority should develop and implement a clearly stated policy on the creation, collection, management and disposal of all its records, both paper and electronic. This will not only promote local knowledge, identity and culture, but also improve administrative efficiency. The development of a collecting policy will also assist local authorities to participate in joint cultural projects with libraries and museums within their own areas or with similar bodies elsewhere in Scotland.

#### *Archive management*

6.3.29 Looking after archives and records needs specialised knowledge and skills, and a management policy compiled with the assistance of a qualified archivist. Authorities will typically acquire the services of an archivist, who also has skills in the management of current records, to:

- ◆ provide expertise in the management of the local authority's records, both current and historical, and inform the development of policy in this area
- ◆ provide expertise in the authority's rights and obligations
- ◆ advise the authority on compliance with relevant legislation relating to records and archives
- ◆ appraise the authority's records, retaining those worthy of permanent preservation
- ◆ operate a public service for access to the authority's records and archives (typically a public search room)
- ◆ develop community education and outreach programmes for local schools and groups, including visits, talks and publications
- ◆ provide high quality content for the authority's website.

6.3.30 Larger authorities should also consider obtaining the services of a qualified archive conservator to provide professional advice on the long-term preservation of their records. A conservator will support 'disaster control', advise on storage and exhibition facilities and carry out specialised treatments to stabilise fragile records.

6.3.31 It is good practice for local authorities to review their arrangements and consider how effectively they meet:

- ◆ the requirements of the 1994 Act
- ◆ good practice standards for records conservation and management
- ◆ national and local policy objectives, in particular, Best Value
- ◆ the needs of the range of cultural interests which may use their records.

Archive services will also identify records which are appropriate for disposal – this can lead to the freeing-up of significant amounts of valuable storage space. Further information on archives is mentioned in the “References” section; see also <http://www.hmc.gov.uk/pubs/electronic.htm>

## 6.4 Libraries and information

<b>Libraries and Information</b>	<ul style="list-style-type: none"> <li>❑ Promoting access to resources (manuscript, printed, electronic, and multi-media materials, and community information)</li> <li>❑ Contributing to lifelong learning (including school library services, flexible and open learning, e-literacy and training)</li> <li>❑ Promotion and development of literature (including events, literacy, publications and national promotions)</li> <li>❑ Promotion of cultural heritage and community identity (including local studies and publications)</li> <li>❑ Providing information for active citizenship (including partner libraries, the Scottish Parliament library (and SPICE) and European Information Relay and information provision)</li> <li>❑ Provision of electronic access to public services (including ‘modernising Government’ and “21<sup>st</sup> Century Government”)</li> </ul>
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### Role of libraries

6.4.1 The first Scottish public library legislation was enacted in 1853 to allow Town Councils the power to raise revenue for expenditure on public libraries. Section 163(2) of the Local Government (Scotland) Act, 1973 places on local authorities a statutory duty “... to secure the provision of adequate library facilities for all persons resident in their area”. Archives are covered by sections 53 and 54 of the same Act, obliging local authorities to make proper arrangements for the preservation and management of records and allowing them to acquire, use and dispose of records.

6.4.2 Within the Scottish Executive’s National Cultural Strategy, there is a key priority 2.2. to “review current library legislation to ensure that it is appropriate to the 21<sup>st</sup> Century”. The Strategy recognises the traditional strengths of libraries in inclusiveness, availability of resources, and the comprehensive nature of services. It also emphasises their new role in embracing new technologies.

6.4.3 To assist local authorities with the definition of the term ‘adequate’, CoSLA produced “Standards for the Public Library Service” in 1986 and updated them in 1995. The Standards are a mixture of indicators describing a minimum level of service which all Scottish public library authorities were expected to provide. Since 1995, professional thinking has suggested that the Standards require revision to reflect the changing role of libraries, and that this should take place once The People’s Network infrastructure is fully in place.

6.4.4 The role of libraries is in a state of continuous change. Books remain a major component of the service, but the balance is changing towards electronic sources of information, new media and - through ICT development - the increasing role of libraries as community learning centres.

6.4.5 New technologies and digital media place the emphasis on access to information in its widest sense and on ensuring that services are available across the social spectrum. These recent technological developments equalise access to electronic information between large and small centres of population and also between urban and rural libraries. As the balance between traditional and electronic sources of information tips towards the electronic so the differences between large and small and urban and rural libraries will reduce.

6.4.6 Local libraries can also be expected to become access points for a wide range of services supplied on behalf of other service providers, whether local government or other local or national agencies.

6.4.7 Since local government re-organisation in 1995, local authorities have been moving progressively towards flatter management structures and larger departments. This has created the opportunity for a greater integration of school and public library services and for delivering these services from within a single management structure. The degree of integration varies from sharing a management structure and central support to a more radical sharing of facilities and professional expertise at branch level.

### **School libraries**

6.4.8 School libraries provide access to culture. Almost all of Scotland's secondary schools employ a professional librarian. School librarians promote reading, which encourages writing skills and develops literacy, and they offer access to cultural information and also support culture in the curriculum. The "Writers in Schools" project run by the Scottish Book Trust and funded by the Scottish Arts Council enables pupils to meet with writers and encourages a greater understanding of contemporary Scottish literature.

6.4.9 Some school librarians run lunchtime reading groups for pupils, organise events to support World Book Day and organise programmes of visiting authors, storytellers and speakers to stimulate interest in reading and writing.

### **Partnership working**

6.4.10 Some libraries have developed a wide range of strategic and tactical partnerships with bodies such as Lifelong Learning Partnerships and local colleges; some have also played an active role in the formulation of Community Learning Strategies and their associated Learning Plans.

6.4.11 The delivery of the Scottish Executive's policies for lifelong learning, social inclusion, 21<sup>st</sup> Century Government, and *Digital Scotland*, will mean that libraries have to establish partnerships with other services within local authorities, with other local authorities, and with a host of other agencies. They will also have to produce flexible solutions to service delivery – both in terms of joint provision and in terms of the range of staff expertise which will be required to deliver new services. This process can be seen in a number of local authorities e.g. Dundee, Glasgow, Dumfries and Galloway, East Renfrewshire and West Lothian.

6.4.12 Such partnership working is seen as crucial to the future progress and development of public libraries.

6.4.13 As well as intra-local authority partnerships, there will be a need for those which are inter-local authority – for example: the provision of joint training; identification of resources, including special collections; collaborative purchase of material linked to Best Value; and benchmarking with comparable services.

### **E-services**

6.4.14 Computer based e-services, such as Internet access and on-line training, represent one aspect of the way services are being developed. Open and flexible learning within local libraries, including computer based learning, is seen as a vital element in ensuring that the people of Scotland are not economically or socially disadvantaged by lack of access to computer based technologies or the new media. It is good practice for local authorities to be aware of the full potential of new technologies in delivery of library services, and to should recognise the role that libraries are expected to play in relation to lifelong learning and 21st Century Government. The impact of The People's Network on library and information services should be considered also.

### **Reader development**

6.4.15 The establishment of a National Readership Development Officer by the Chartered Institute of Library and Information Professionals in Scotland (CILIPS), supported by the Scottish Arts Council Lottery Fund, will encourage the combination of traditional and electronic resources to promote reading to the public, and allow greater, more focused, interaction with readers of all ages. It is good practice for local authorities to encourage reader development activities through local libraries, and through integration of initiatives such as The People's Network.

### **Writing development**

6.4.16 The development of writing ability can make an important contribution to an individual's creativity and general level of achievement. There are special advantages where support and coaching are delivered on a group basis led, for example, by a professional writer in residence. Many successful contemporary writers have developed their work and that of others in writers groups; and it is good practice for local authorities to promote 'writer in residence' schemes. Support may be available from the Scottish Arts Council, through its Writers In Scotland Scheme.

### **Cultural heritage, communities and active citizenship**

6.4.17 Libraries, through their 'local studies' collections, act as the *collective memory of communities* in terms of local history. These primary sources of information are rich pickings for genealogists and historical researchers and are supplemented by printed books, ephemera, maps, photographs, illustrations and digital videos.

6.4.18 Many of these items, for reasons of value, fragility or rarity, cannot be made easily available to the public. Local authorities should make adequate arrangements to conserve and preserve local studies materials. One way to do this and to increase public access to these materials is by digitisation. It is good practice for this to be considered.

6.4.19 Many libraries publish material of local interest as a means of making local studies material more accessible. This can be done in partnership with community groups, local writers' groups or other agencies. Local authorities should consider publishing as part of an access strategy. New guidelines on local studies libraries have been approved by CILIPS in March 2002 (2<sup>nd</sup> edition): *Local Studies Libraries: Library Association Guidelines for local studies provision in public libraries*.

6.4.20 The Scottish Parliament Information Centre (SPICe) has developed Partner Libraries, one in each constituency, which maintain a collection of Scottish Parliament Information. This arrangement allows local communities to gain information about the Scottish Parliament within their local areas.

6.4.21 The European Union has established a series of Public Information Relays with local authority libraries. This arrangement is similar to SPICe in relation to EU information.

## 6.5 Parks and open spaces

<b>Parks and Open Spaces</b>	<ul style="list-style-type: none"><li>❑ Public parks (urban, city) and their promotion, maintenance and development</li><li>❑ Country parks</li><li>❑ Provision of access to countryside/ranger services</li><li>❑ Historic parks</li><li>❑ Open space provision</li><li>❑ Horticultural provision</li></ul>
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### Urban parks and open spaces

6.5.1 The role of urban parks has been particularly relevant to the development of towns and cities over the previous two centuries and the legacy of these parks remains vital to local communities as a focus for leisure activity and community identity.

6.5.2 Because parks are generally accessible, free to users and flexible in the activities they can accommodate, they are used by a broad social spectrum. They provide a sense of local identity and continuity in changing urban environments.

6.5.3 Most large parks contain play areas, outdoor sports facilities and several have indoor sports centres located within them. A number of parks also have cultural facilities such as the People's Palace in Glasgow Green.

6.5.4 Many parks have excellent floral displays which offer a pleasing amenity and can provide educational opportunities on horticulture. Parks and trees have ecological value in urban areas by removing toxins from the air.

6.5.5 Many parks are a legacy from the Victorian era, and declining investment can lead to some local authorities experiencing difficulty in maintaining them. Research commissioned by the Department of Transport, Local Government and the Regions identified barriers to people using urban parks (e.g. poor or inadequate children's play areas or other facilities, anti-social behaviour, concern over dogs and dog mess, public safety fears, and environmental quality issues such as litter and graffiti). However, a positive approach to the design of new urban parks and green space can contribute to developing cultural identity and a sense of place.

6.5.6 Few local authorities collect information about visitors to parks, how parks are used, which parks are most used and why, and the contribution parks make to the cross-cutting agenda.

6.5.7 While this guidance cannot advise on appropriate levels of investment, it is good practice for local authorities to:

- ◆ actively manage open space for the purposes of community recreation, and as an asset of value to local people and visitors
- ◆ develop policies and practices to realise the full potential of parks and open spaces

- ◆ take a view of the overall importance of this type of provision, and the appropriate spending on it, in the context of the local authority-wide strategy or plan for cultural provision as recommended in this guidance
- ◆ develop percent for art and public art policies.

6.5.8 Some local authorities group the management and provision of parks, open spaces and school grounds with the management of the natural and historical landscape and these groupings may provide additional opportunities for partnership working and cultural initiatives. *Planning Advice Note 65: Planning and open space* also encourages all local authority departments with responsibility for open space to work more closely together in identifying open space needs and requirements for management.

### **Access to the countryside**

6.5.9 The countryside, landscape and remaining wilderness areas constitute a critical resource and are a central defining element of Scottish culture. Events and activities in the countryside promote interest and understanding, can instil a sense of pride in a local place, and may also stimulate artistic expression. Many local authorities operate country parks and have countryside rangers part of whose remit will include the organisation of events and other activities such as work with schools to promote interest in and understanding of the countryside.

6.5.10 Path networks offer opportunities to experience and enjoy the natural heritage, and walking in the countryside or by the coast is a highly popular active pursuit. "Paths for All" is an initiative sponsored by Scottish Natural Heritage to encourage local authorities and other bodies to promote access to the countryside from towns and villages by means of public paths. Similarly the Forestry Commission has developed paths, sometimes with artworks along their route, to enhance enjoyment of the outdoors. Some local authorities have used these initiatives to develop new pathways and encourage public use of existing path systems.

6.5.11 In addition, Part 1 of the Land Reform (Scotland) Act 2003 provides a duty on local authorities to draw up a plan for a system of core paths sufficient to provide reasonable public access throughout their area. Local authorities also have a duty to establish a local access forum which will provide advice on the exercise of access rights and also provide assistance in cases of dispute. The membership of the forum will consist of recreational and land management interests. Also relating to countryside access, regard must be had to Part 1 of the Land Reform (Scotland) Act 2003 and the Scottish Outdoor Access Code, which provides guidance on the rights and responsibilities both of those taking access and land managers.

6.5.12 Rights of way also facilitate access to the countryside. As planning authorities, local authorities are responsible for ensuring established rights of way are kept open to the public.

## 6.6 Sport

<b>Sport</b>	<ul style="list-style-type: none"><li>❑ Increasing participation in sport and physical activity</li><li>❑ Facilitating the improvement in performance of clubs and individuals</li><li>❑ Building the capacity of the voluntary sector</li><li>❑ Providing indoor and outdoor facilities (including sport and leisure centres, swimming pools, playing fields and other outdoor sports facilities), including school and community provision</li><li>❑ Sports events</li></ul>
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6.6.1 Research for **sportscotland** indicates that more than two thirds of people in Scotland take part regularly in sport and active recreation. There is a public expectation that local authorities will provide facilities for sport and recreation to meet this demand. A recent survey for **sportscotland** revealed that 68% of those questioned believed that local authorities have the primary responsibility for meeting the demand for sport and recreation at local level (*Sport 21*, 2003).

6.6.2 Local authorities in Scotland have a statutory duty to ensure the adequate provision of facilities for their area for sport and recreation. Some facilities are provided by the private and voluntary sectors but many sports rely on local authorities to provide facilities either directly or through deficit funding to trusts or clubs. Local authorities are the main providers of indoor sports centres, swimming pools, playing fields, synthetic pitches and athletics facilities. They are also major providers of golf courses, bowling greens and tennis courts. Local authorities run community centres and halls often offer sport within a wider programme of activities. Schools' sports facilities cater for both pupils and wider community use.

6.6.3 Most local authority facilities cater for local demand but many accommodate regional and national sporting events and training squads.

6.6.4 It is good practice for local authorities to assess the number and type of facilities required to meet demand for communities in their area. **sportscotland** can assist by running their Facilities Planning Model. Authorities should work in partnership with other providers, as far as possible, to establish how best to meet this demand. This should include plans for providing new facilities where they are needed.

6.6.5 Local Plans should identify where new facilities for sport will be required. Local authorities must also have regard to *National Planning Policy Guidance Note 11 (NPPG 11) - "Sport, Physical Recreation and Open Space"* - also in relation to planned developments for playing fields and other space for outdoor recreation. *Planning Advice Note 65: Planning and Open Space* is also relevant.

6.6.6 The scope for making better use of existing facilities should always be considered. Community use of sports facilities in schools, particularly secondary schools, could be increased in many areas although this is likely to require action being taken by local authorities in relation to letting and charging policies and arrangements for staff cover.

6.6.7 Local authorities have generally recognised that more needs to be done than simply seeking to ensure there is an adequate number of facilities. Facilities need to be in good condition if they are to attract and retain users. The *Ticking Time Bomb* report published by

**sportscotland** in 2001 (Kit Campbell and Associates, 2001) highlighted the need for investment of £540 million in Scotland's public swimming pools over the next 20 years. Investment is also required in many other local authority sports facilities. Audits of existing facilities should be carried out to establish what major repairs and improvements will be required.

6.6.8 The difficulty of securing funding to build new facilities and upgrade older ones is acknowledged; however, local authorities should consider the use of Lottery Sports Fund programmes and the additional scope that will be afforded by the new Prudential Code when it is introduced in 2004. Local authorities are set to benefit from the New Opportunities Fund programme to improve PE and sport. A substantial element of the £87 million which will be invested will go towards improving facilities. With appropriate management arrangements, Public Private Partnerships could provide additional sports facilities particularly those being supported by the Scottish Executive to build new schools. Local authorities should ensure that adequate provision is made within school PPP contracts for sufficient and affordable access by local clubs and for general community use.

6.6.9 The extent to which facilities are used also depends on effective marketing. Programmes, pricing policies and opening hours need to reflect the needs of different sections of the community. Decisions taken by local authorities should be based on sound market research and robust management information systems. Programmes should be based not just on approaches to developing particular sports but ensuring that sport is contributing to policies to promote social inclusion, better health and community safety. Local authorities should also consider the use of quality assurance schemes such as Quest.

6.6.10 Increasing participation and improving standards in sport depends not only on having accessible, affordable and attractive facilities but on effective sports development programmes. Most local authorities employ sports development officers, who often work in partnership with governing bodies and local clubs to promote sport. Many local authorities support local sports councils as a means of working in partnership with clubs in the voluntary sector. For example, Aberdeenshire Sports Council has 240 member clubs and works in partnership with Aberdeenshire Council to implement the area's Sport and Active Lifestyles Strategy.

6.6.11 Local authorities can help build the capacity of voluntary sports clubs through grant schemes, assisting with coach development programmes and providing training courses and support to club leaders and administrators. They can assist with identifying and supporting talented athletes through grants, providing access to facilities for training and working with other partners to co-ordinate a range of services, for example through the Area Institutes of Sport, in which many already play a leading role.

6.6.12 A number of local authorities promote major sporting events. These can raise the profile of the city, town or area concerned. Some events can motivate people to take up sport or work towards improving their performance. Care should, however, be taken, to weigh the time and costs involved in staging these events with the longer terms benefits.

6.6.13 School is where many young people are introduced to sport either through Physical Education classes or extra curricular activity. Her Majesty's Inspectorate of Education has reported that 60% of schools have good programmes of physical education. Only a third, however, have very good programmes and there is scope for improvement. Particular concerns have been raised by HMIE about the provision for PE in primary schools (HMIE, 2001). Recent research indicates that the average number of hours of physical education in secondary schools is lower than ten years ago (Littlefield et al, University of Strathclyde, 2001, quoted in *Sport 21*, 2003). Participation in extra curricular sport is patchy. A PE Review Group has been established to review the place of physical education in Scotland's

schools. It is due to report in the summer of 2003. As a first step, the Scottish Executive will carry out a review in 2003-4 of current levels of provision. An Active Schools Implementation Plan will be produced by the Executive by 2004.

6.6.14 Many young people take part in sport outside school hours. This ensures a wider choice of activities and provides opportunities for young people who do not find sport or PE at school appealing. There is scope to improve the links between sport in schools and the wider community through initiatives like the School Sports Development Officer programme. This and the Active Primary Schools programme will be substantially developed and extended from 2004-05.

6.6.15 The Physical Activity Strategy, *Let's Make Scotland More Active*, was published in February 2003. Through their sports facilities and programmes, local authorities can make a major contribution to increasing levels of physical activity and improving the nation's health. A number of authorities work in partnership with health authorities to promote sport, e.g. through GP referral schemes, and to deal with injuries through local sports injuries clinics.

6.6.16 In March 2003 an update of the national sports strategy, *Sport 21*, was launched. The aim of the strategy is that by 2020 60% of adults in Scotland will take part in sport at least once per week. Eleven targets have been set for the next four years. These are, by 2007, that:

1. 80% of primary schoolchildren will be physically active
2. We will have made progress towards all schoolchildren taking part in at least two hours of high quality physical education classes a week
3. 85% of those aged 13-17 will take part in sport, in addition to the school curriculum, more than once a week
4. 49% of those aged 14 plus in Social Inclusion Partnership areas will take part in sport at least once a week
5. 55% of those aged 17-24 will take part in sport more than twice a week
6. 43% of those aged 45-64 will take part in sport at least once a week
7. Over 250 Scots will have been medallists on the world stage
8. Scotland will have over 500 sports halls available to the public so that 70% of Scots have access to a hall within 20 minutes' walk
9. Over one million Scots will play sport in membership of clubs
10. Scotland will sustain 150,000 volunteers who are contributing to the development and delivery of Scottish sport
11. Every local authority area's community planning process will have contributed to the targets of *Sport 21* 2003-2007

6.6.17 The strategy identifies local authorities as the lead partner for implementing plans for targets 1, 3, 4, 5, 6, 8 and 11 and a supporting partner in working towards each of the other four targets.

6.6.18 The national strategy needs to be mirrored at local level with strategies for sport developed through the community planning process (e.g. targets 4 and 11). Local authorities will wish to take account of the national targets in *Sport 21* however community planning allows local circumstances to be taken into account. This may mean slightly altered or additional priorities being identified within local sports strategies and the sports element of the community plan.

## **6.7 Other activities in which culture plays a part**

6.7.1 As shown in Table B (pages 16/17), culture can play an important role in helping to deliver a range of core local authority activities which are not part of the culture agenda. In the rest of this Part some key cross-cutting areas are identified, and culture's delivery role discussed.

### ***Economic activity***

6.7.2 As this guidance recognises, it is increasingly acknowledged that cultural provision is not only valuable in its own right but that it can have important economic development impact within each local authority area. Cultural provision is a recognised economic growth area, with more people being employed and small businesses being set up. In addition to these employment and business start-up impacts, cultural provision can attract significant visitor numbers and associated spending. This has spin-off benefits to local businesses such as hotels, restaurants and shops.

6.7.3 There have been local authority-led initiatives to use the 'cultural industries' as a way of driving urban regeneration. Examples of this include:

- ◆ cultural festivals (e.g. in Glasgow, Sheffield and Manchester)
- ◆ support for particular cultural/economic sectors (e.g. the craft sector in Dumfries & Galloway, where the Council has supported the sector by appointing a crafts officer to stimulate activity)
- ◆ unique initiatives (e.g. the establishment of Wigtown as Scotland's 'Book Town')
- ◆ heritage-led social and economic regeneration projects (e.g. The Millennium Link and Dundee's Discovery Point)
- ◆ cultural landscape (e.g. the Nortail North Sea Coastal Path Project, contributing to the regeneration of coastal communities through the creation and support of employment, by preserving the natural and cultural landscapes as visitor attractions).

6.7.4 Events can also bring economic benefits, for example, the impact of "T in the Park" (Perth & Kinross Council). Major events can attract large numbers of visitors generating additional expenditure in the local economy and supporting local jobs. The right events - whether large or small - if they are well-executed and linked to the tourism and other strategies for the area can also play an important role in raising its national and international profile. The Braemar Highland Games (Aberdeenshire Council) is perhaps one of the best examples of this. Key factors appreciated by visitors are distinctive aspects of local culture (e.g. traditional music, archaeology of the Scottish islands), providing unique and authentic experiences of Scotland.

6.7.5 The Scottish Executive has published a Major Events Strategy for Scotland: "*Competing on an international stage*", in partnership with CoSLA, Glasgow and Edinburgh Councils, Scottish - and Highlands and Islands - Enterprise, VisitScotland and **sportscotland**. This aims to help local authorities and others involved in events to co-ordinate their activities. It will also provide a growing centre of expertise to assist with both the bids for and organisation of events. A new public agency, EventScotland, will be established during 2003 which will support and promote major events designed to attract visitors to Scotland.

6.7.6 It is good practice for local authorities to network with the relevant bodies including VisitScotland and the Area Tourist Boards in developing, supporting and marketing projects that have appeal to national and international markets. A wide range of cultural activity provides proven appeal to visitors. This includes the historic and built heritage - e.g. VisitScotland/Scottish Tourist Board data show: 65% of visitors associate Scotland with “*interesting history and culture*”, and “*visiting built heritage*” is the second most popular activity, undertaken by 69% of all visitors.

*NB: For discussion of the creative industries, see paragraph 6.1.5 et seq.*

## ***Lifelong learning***

### *Using culture to support lifelong learning*

6.7.7 It is clear that local authorities have a key role to play as co-ordinators, enablers and partners for community and schools-based culture and sports as part of the lifelong learning agenda.

6.7.8 Partnerships between arts, sports and heritage agencies and the formal education sector often involve drawing additional funding into a local authority area and linking with local strategic aims and objectives to maximise impact. Local authorities should seek to identify opportunities for collaborative working between internal departments, cultural agencies and private business to ensure that they can achieve greatest impact and value for lifelong learning within their local area. Local authorities should consider ways of working in partnership with further and higher education to maximise the potential for linking the skills and expertise of this sector with the needs and interests of schools and the wider community.

6.7.9 There are also benefits in giving people an active role in creating their own learning process, and informal education located in the public and voluntary sectors uses participation in, and organisation of, cultural activities in this way (for example, the Adult Learning Project in Edinburgh).

6.7.10 When cultural strategies are being developed/reviewed, it is good practice to maintain close consultation with education colleagues, and to liaise with the range of internal and external partners mentioned above, to achieve maximum impact.

### *Culture in schools*

6.7.11 Experiencing the arts and sports through school provides the basis for a lifetime of enrichment and personal development. As the managers and co-ordinators of the statutory education infrastructure, local authorities are uniquely positioned to promote and develop cultural provision through Scotland’s schools. The responsibility for educating the generation that will be the mainstay of the nation’s future economic and social stability has long been recognised as one of government’s most significant responsibilities. The role of the arts and sports in underpinning, augmenting and inspiring can be maximised through a range of cross-curricular and extra-curricular activities as well as being subject-focused through the 5-14 curriculum and the national examination framework to meet national priorities.

6.7.12 The National Priorities in Education recognise the importance of creativity in education, especially as a means to prepare pupils for work. National Priority Five aims to “equip pupils with the foundation skills, attitudes and expectations necessary to prosper in a changing society and to encourage creativity and ambition”. Authorities should be aware that a measure for creativity is being developed. The document “Creativity in Education”,

published by Learning and Teaching Scotland, is a recommended starting point for reading more about this area.

6.7.13 The infrastructure to support and develop the full and significant contribution that involvement and participation in culture can make exists throughout Scotland, in primary and secondary schools. The Scottish Executive's response (early in 2003) to the 2002 National Debate on Education acknowledges this contribution.

#### *Community learning*

6.7.14 A range of other integrated lifelong learning initiatives such as Community Learning Strategies, New Community Schools, Social Inclusion Partnerships, Early Intervention, The People's Network, Out of School Hours Learning, Out of School Care (where this provides opportunities for learning and access to culture) and the wide variety of work undertaken by Community Education organisations extend and complement the state school infrastructure. In so doing, they provide a range of opportunities for linking cultural provision in education with the community infrastructure of arts, sport, outdoor learning and community centres, museums and libraries. The links between schools and community provision can also be made through a range of partnership projects involving the professional culture sector and the organised sports sector and a range of examples of innovative projects have been undertaken across Scotland. It is important, when planning such provision, that authorities should take care to ensure that activities do not duplicate or displace each other.

6.7.15 Community based arts provision is also educational and can be a dynamic focus for both individual creative experience as audience member, participant, organiser or arts practitioner and for social development and community-capacity building. Creative skills are not only important for the development of quality of life for the individual and of communities, but also have the potential to impact directly on prospects for employment (including employment in the creative industries), for community regeneration and the building of social capital.

6.7.16 With the advent of the information society, creative skills are key to a wide range of employment opportunities where general creative and strategic thinking is increasingly prioritised by many employers. Further and higher education are key to the development of many creative industries where students become highly trained for entry to a range of posts in this sector and indeed other sectors which value creative thinking and problem-solving skills. Many local authorities work in partnership with further and higher education to form a dynamic partnership linking the professional development of students with the interests of local communities and schools. Local authorities should have regard to the duty in the Education Scotland Act (1980) (section 1, (5)(b)(iii)) to secure adequate and efficient provision of further education for their area. The Act describes further education as including "social, cultural and recreative activities and physical education and training, either as voluntary organised activities designed to promote the educational development of persons taking part therein or as part of a course of instruction".

6.7.17 The community learning and development sector is playing an increasingly central role in supporting community-based arts and sports provision. Community arts and sports work has long been supported by youth workers and community workers as a vehicle for personal, educational and social development and as a way of tackling issues of concern to local communities.

#### *Important links*

6.7.18 Many opportunities exist for promoting the aims of the schools and community learning and development sector through the cultural agenda. Objectives such as raising attainment, promoting inclusion and active citizenship and meeting special educational

needs can all be supported and promoted through culture. As discussed, involvement in culture (including sports activity) provides additional support for learning, and can have an enormous impact on the lives of individuals and communities. It is particularly important for building the confidence of children and young people, but also as part of a lifelong learning strategy well into the third age. Culture can also link educational and social benefits to strengthen community identity and local pride; and it is often key to the development and promotion of the positive ethos of a school. Cultural activity offers the opportunity for collaborative working with families, schools and the community at large and has played a significant role in social inclusion programmes.

#### *Championing culture in schools – the co-ordinator pilot*

6.7.19 As well as making a general contribution to the wider aims of school education, culture has a subject focus within the 5-14 curriculum through the expressive arts, art & design, physical education, drama, dance, and music. Teachers with considerable expertise and enthusiasm for culture are a major resource for local authorities, and linking their activity with the wider cultural sector offers considerable potential for further enhancement and development.

#### ***The Scottish Executive's Cultural Co-ordinators in Schools scheme***

The establishment of the Scottish Executive's Cultural Co-ordinators in Schools scheme seeks to build upon the success of the School Sports Development Officer programme (see section 6.6) and to strengthen links between schools, the professional cultural sector (including the arts, museums, galleries and heritage) and the wider community.

The scheme is managed by the Scottish Arts Council on a pilot basis; applications were invited from all local authorities, welcoming in particular those seeking to address issues of disadvantage. In an excellent response, 31 local authorities applied and have been accepted onto the scheme. Each participating local authority has considered the model best suited to its local circumstances; and cultural co-ordinators will develop activity which maximises pupils' cultural experiences and encourages the development of skills (e.g. communication, networking, creativity etc.) and self-confidence.

*Successful project applications include:*

- ◆ *8 cultural co-ordinators appointed across the Highland Council's area, each with a specialism and dedicated to building partnerships with arts providers in their area. Working as a team, the co-ordinators will develop a wide range of participative arts activities for schools*
- ◆ *in Falkirk, the cultural co-ordinator will work with 4 clusters of schools, secondary and associated primary schools and co-operating with the specialist arts teachers to develop good practice and linked opportunities within the curriculum*
- ◆ *in the Western Isles, the co-ordinators will develop a mixed media project in partnership with local history societies on Lewis, while on Harris, the co-ordinator will support a storytelling project in Gaelic and English*
- ◆ *in Edinburgh, 4 posts will work with the Education Department to develop artists' residencies in schools, bring visiting arts companies into schools and establish the city's Arts Unit as a 'one-door' provision for arts and education.*

The Executive has committed additional resources to extend the programme to 2005-06. In the additional 2 years, the object will be to build on the successes of years 1 and 2 of the pilot.

6.7.20 A number of local authorities have already been working in partnership with the Scottish Arts Council as part of their Creative **links** Programme scheme which complements the Cultural Co-ordinators scheme by supporting local authorities to develop a strategic infrastructure for arts education.

### ***The Scottish Arts Council Creative links Programme***

The **Creative links Programme** is a partnership project between the Scottish Arts Council (SAC) and individual local authorities through their education services, and between the SAC and youth/education umbrella bodies. A number of partnership projects have been established including:

- ◆ Aberdeen City
- ◆ Dundee
- ◆ East Ayrshire
- ◆ North Ayrshire
- ◆ North Lanarkshire
- ◆ South Lanarkshire
- ◆ West Dunbartonshire
- ◆ West Lothian
- ◆ Children in Scotland
- ◆ YouthLink Scotland
- ◆ Young Scot

The remit of the **Creative links Programme** posts created is to use local and national arts resources to enhance the arts experience of children and young people in their area by accessing the professional arts constituency locally, nationally and internationally. The projects are expected to be policy driven and cover a wide range of activity including the following:

- ◆ creation of partnerships with other local authority departments and outside agencies
- ◆ liaison with arts organisations and artists
- ◆ creation and management of projects and programmes
- ◆ provision of information and advice to teachers
- ◆ identification of additional funding

The first post in the programme was established in South Lanarkshire and has brought in over £4 million in funding to the area over a five year period including Lottery and other sources. Hundreds of artists and arts organisations have been employed and partnerships have been formed with other local authority departments including Planning and Social Work.

There is a similar pattern for other local authorities and the posts within umbrella bodies have focused particularly on advocacy and information. Each post is negotiated individually, with the SAC providing funding for a fixed period of time. The SAC's funding support normally declines over a three year period and it is hoped that the local authority will continue with the post once the SAC partnership funding has ended. This has been the case for the four **Creative links Programme** pilot posts so far.

All of the **Creative links Programme** posts are part of a wider network – the National Arts and Education Network which includes at least one person from each of the 32 local authorities. The SAC works in partnership in relation to the Network with the Association for Directors of Education Scotland, and supports the Network through training initiatives, conferences, advocacy events and a 'go and see' fund.

A pilot programme in four areas has shown that the *links* officers boosted the spending on arts education in those areas by 4,500% (to achieve a total of £6,341,000). In August 2002, the SAC announced plans to extend the *links* programme with Lottery funding, to include all local authorities in Scotland.

### *Music services*

6.7.21 Provision of music services by local authorities relies on important contributions from schools based instrumental services and activities outwith schools.

6.7.22 An audit commissioned by the Scottish Arts Council, Youth Music, and the Musicians' Union to establish a full 'map' of youth music provision in Scotland has provided essential data. The audit covered all styles of music and music-making across the formal and informal sectors in Scotland and its findings are published in the Report, 'What's going on?' on the Scottish Arts Council website: [www.scottisharts.org.uk/publications](http://www.scottisharts.org.uk/publications). The audit found that children's experience and opportunities vary according to where they live. The Report estimates that 100,000 children and young people could participate regularly in music making if they had the opportunity. It also identifies many barriers to participation – such as tuition fees charged by local authorities, limited availability of instruments, tutors and other facilities.

6.7.23 The Report's findings will play a significant part in the Scottish Arts Council's development of a strategic approach to youth music provision in Scotland and is available directly from the Council or can be downloaded from its website.

6.7.24 On 26 February 2003, following publication of the audit Report, the First Minister announced that the Executive is providing an extra £17.5 million over 3 years so that by 2006 all primary school children can have a year's free tuition before primary six. The Scottish Arts Council will now work with local authorities and music organisations to develop a strategy which will:

- ◆ improve the availability of musical instruments
- ◆ widen the spread of instruments and musical styles in which children can participate
- ◆ maximise the role of the voluntary and informal education sector.

6.7.25 Advice on the management of instrumental services in schools was prepared by the Scottish Executive in consultation with CoSLA and the Heads of Instrumental Teaching Scotland (HITS). It was published on 5 March and contains detailed advice which all those involved in planning or providing any part of an authority's music services should consider with care.

### *Languages*

6.7.26 Language is critical to culture. There are 2 aspects of language that local authorities have to pay particular attention to in the development of policy:

- ◆ the wider implications of linguistic diversity, which is a feature of modern Scotland
- ◆ the particular role and place of Scotland's indigenous languages.

Authorities will have wider corporate policies on aspects of language and, for example, the provision of translation services to ensure that services are accessible.

6.7.27 In making cultural provision, authorities need to ensure that the requirements of linguistic groups are addressed and that they have appropriate opportunity to celebrate and develop their own linguistically-based cultural traditions. This is an important part of “*One Scotland, Many Cultures*”.

6.7.28 Scotland's indigenous languages have a particular place. The National Cultural Strategy recognises Gaelic as an important aspect of Scotland's cultural identity. In local authority areas where Gaelic culture has a central place, it will impact on strategy and planning for a wider range of activities, and its support and promotion will be ‘mainstreamed’ appropriately. For example, in the Western Isles, the Comhairle and Local Enterprise Company strategy document “Creating Communities of the Future” recognises ‘Gaelic Heritage and Cultural Development’ as one of six inter-related drivers to secure private investment in the islands.

6.7.29 Gaelic-medium education is crucial to the survival of Gaelic as a living language. The Education (Scotland) Act 1980 (following on from previous legislation) enables local authorities to provide Gaelic-medium education, and the Scottish Executive makes specific grants available to local authorities for this purpose. This education is not confined to the Highlands and Islands area, and some local authorities in the central belt of Scotland have made provision at nursery, primary and secondary levels. Gaelic arts projects have also been an important way of developing a dynamic and contemporary role for the language.

6.7.30 The Standards in Scotland's Schools etc. Act 2000 states that local authorities must now publish an annual statement of education improvement objectives. These were first published in December 2001. Authorities must now give an account of the ways and circumstances in which "they will provide Gaelic medium education and, where they do provide Gaelic medium education, of the ways in which they will seek to develop their provision of such education" (section 5(2)(c)). National Priority Three (as set out in The Education (National Priorities) (Scotland) Order 2000) also aims "To promote equality and help every pupil benefit from education, with particular regard paid to pupils with disabilities and special educational needs, and to Gaelic and other lesser used languages". Local authorities will be measured by the number and percentage of written requests for Gaelic medium education met within the local authority and elsewhere (measure 3.3.A). The reports will be for three academic years, starting with 2002/03.

6.7.31 In addition, Scots language and Doric language, and their (and other distinctive local) dialect traditions, are a feature of life in many parts of Scotland, and also have a distinct cultural role. A significant proportion of the writing which the Scottish Arts Council supports, including some of the literary publications, is in Scots. The Executive guidance on the curriculum stresses that pupils should learn to understand and appreciate Scots and that they should develop their ability in self-expression, including their proficiency in Scots.

6.7.32 In summary, local authorities are required to:

- ◆ include an account of their support of Gaelic medium education in their annual statement of objectives as per statutory requirements in the Standards in Scotland's Schools etc. Act 2000
- ◆ prepare to report on National Priority measure 3.3.A by monitoring the number and percentage of written requests for Gaelic medium education met within the authority or elsewhere.

6.7.33 It is good practice for local authorities to:

- ◆ consider the extent of their current support for indigenous languages (e.g. by reviewing current policies, and auditing current support such as service provision)
- ◆ assess the 'coverage' of current arrangements for each language
- ◆ assess the range and effectiveness of current arrangements (includes use of festivals and workshops), and opportunities for promoting indigenous languages
- ◆ consider the need to support other languages used by Scots as part of their cultural heritage, e.g. Urdu, Hindi, Cantonese etc and their arrangements for integrating provision into mainstream services and broader cultural provision.

### ***Health and social care***

#### *The roles of culture in health and inclusion*

6.7.34 Through their contribution to the quality of life, cultural activities bring positive benefits to community health and well being. They therefore have a valuable contribution to make to community planning, and can have preventative and remedial roles as well as being a vehicle for the promotion of healthy living. The Executive's Health Improvement Agenda as set out in the White Paper 'Partnership for Care' <http://www.scotland.gov.uk/library5/health/hwpl-00.asp> sets out the wider context. The Physical Activity Strategy: Let's Make Scotland More Active <http://www.scotland.gov.uk/library5/culture/lmsa-00.asp> sets out a detailed strategy for raising the levels of physical activity across Scotland in which sport and leisure services provided by local authorities have a major role to play.

6.7.35 Historically many different cultures have recognised the role that arts play in health. Increasingly, current orthodox medical practice is recognising the interplay between mind, body and spirit and that treating one in isolation from the rest will not necessarily prevent ill health or restore good health. Also, research shows the value of creative expression and having a creative outlet, which the arts provide, in helping instil in people a sense of control and self worth which are the building blocks of health, and mental health in particular. The role of the arts in health, therefore, has been considerably understated and there is good scope to develop this important link and to raise its profile.

6.7.36 Sport also has a critical contribution to make towards physical and mental health and well being. Walking in the countryside also promotes good health and social cohesion. Certain activities, such as dance and physical theatre, make a similarly beneficial contribution. In relation to good mental health there is a considerable body of evidence about the positive benefits of physical exercise, sport and activities such as music, art, and drama. The National Programme to Improve the Mental Health and Well Being of the Scottish Population (see: [www.show.scot.nhs.uk/sehealth/mentalwellbeing](http://www.show.scot.nhs.uk/sehealth/mentalwellbeing)) has been established by the Scottish Executive Health Department, Public Health Division. More information on how to promote positive mental health through cultural activities will be made available from this work.

#### *Role of culture in social care*

6.7.37 Cultural provision can play a significant role in promoting the well-being of those with learning or physical disabilities, those experiencing mental health problems, the socially isolated, older people and those with dementia. It is good practice for each local authority, together with its planning partners, and working alongside disabled people themselves, to

find ways of ensuring their integration and inclusion in to the life and activities of their community.

*Local authority sponsored cultural activities promoting and improve health and well being*

6.7.38 Many activities provided and supported by local authorities promote the links discussed above, and contribute to physical, social and mental well being. These activities and initiatives include:

- ◆ sport and physical activity (including “GP referral” and “active lifestyles” schemes to promote health and physical activity)
- ◆ reminiscence groups
- ◆ visual arts, drama and music therapy
- ◆ yoga, Tai'chi, dance and movement classes
- ◆ recreational activities, such as art, woodwork, pottery and creative writing classes
- ◆ library services for people in hospitals and the house-bound
- ◆ ‘artist in residence’ schemes in health and social care settings
- ◆ health promotion, prevention and educational work which may include theatre work
- ◆ “Book Start” and “books for babies” schemes
- ◆ participation in a range of artforms, such as community theatre.

*Reaching less accessible groups through cultural projects*

6.7.39 The health and social needs of young people can be tackled imaginatively and successfully through creative and cultural projects. More creative techniques such as drama can be a particularly useful ‘tool’ for use in health education where professional advice on some key issues (e.g. sexual health, emotional and mental health and wellbeing, drug and alcohol misuse, healthy eating, etc.) may be resisted by young people.

6.7.40 Other cultural projects have successfully engaged with ‘difficult to reach’ social groups by approaching subjects such as homelessness, ageing well and early literacy from a creative perspective to allow people to tap into their own resources to bring about changes to their lives. In this way people develop more of a sense of ownership, coming up with their own ideas and learning by doing rather than being told, but with support on hand (for example, “Book Start” which is a national scheme to encourage family reading, working in partnership with the NHS health visitors and local authorities’ library services). There are many examples of other multi-agency partnership projects which adopt non-medical approaches to improving health.

6.7.41 It is good practice for local authorities to:

- ◆ plan their cultural provision with health boards and trusts so as to maximise its impact for the general population
- ◆ plan their social work services (and also education, housing and community services) to ensure that the contribution of culture is made explicit
- ◆ take account of relevant sources of information and advice (e.g. that of the Scottish Executive’s Physical Activity Strategy, making recommendations for local authorities; see <http://www.scotland.gov.uk/pages/news/2003/02/SEHD310.aspx>.)
- ◆ consider within community planning partnerships the contribution that sport and arts and culture can make to the wider health improvement agenda

- ◆ ensure that the services they provide are as accessible as possible for both the general public and for those with special care needs
- ◆ plan services to meet the needs of those who are disadvantaged
- ◆ overall, recognise the role of cultural provision in promoting inclusion.

### ***Environmental improvements***

6.7.42 The National Cultural Strategy recognises the significance of the natural landscape as a key element of Scotland's cultural identity. Local authorities are often very active in their work as managers of the landscape and countryside and have a key role to play to conserve and manage the environment, and to promote countryside access through environmental outdoor education and pursuits, tourism initiatives and the management of sites, and provision of community involvement in the local natural heritage. The work of the local authority often relates to land owned by others as well as areas managed directly by the local authority itself.

6.7.43 There is good potential to include the work of landscape and countryside management within a local authority's cultural strategy. Consideration should be given to ways in which activities and initiatives such as countryside access, outdoor education, countryside ranger programmes, and 'Grounds for Learning' (a school grounds improvement scheme) can be maximised in relation to the wider cultural agenda.

6.7.44 Specific projects to link culture and natural environment have also been developed in partnership with national agencies such as the Scottish Arts Council and Scottish Natural Heritage. The Scottish Executive's *National Planning Policy Guideline (NPPG 14): Natural Heritage* sets out national policy on the conservation and enhancement of Scotland's natural heritage. Natural heritage embraces the combination and interrelationship of landform, habitat, wildlife and landscape and their capacity to provide enjoyment and inspiration. Appropriate specialist advice should be applied to inform activity in this area.

### ***Conclusion***

6.7.45 As mentioned in section 6.1, culture exerts a strong beneficial influence upon urban – as well as rural - environments, in terms of design quality, public art and other features, such as community-based projects which can enhance the attractiveness of an area and contribute to civic pride. In these, as in all aspects discussed in this Part, culture has the ability to contribute to community well-being and social inclusion. It promotes confidence, health, lifelong learning and creativity in young people and adults, assisting them to engage more ably and actively in their communities and to contribute imaginatively to local regeneration.

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