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Culture, Tourism and Sport Programme Board Forward Plan

Purpose of report

For discussion and direction.

Summary

To ensure that the LG Group's work remains focussed on supporting and representing our Member councils, Programme Boards are discussing their forward plans for 2011/12. This discussion will identify priorities for the Board that will shape the development of a more detailed programme plan that will underpin the Group's overarching business plan for the coming year.

Recommendation(s)

Members are asked to give any further steer on the headline improvement and policy priorities suggested in this report.

Action

Officers to develop a culture, tourism and sport programme plan for 2011/12, in line with Members' comments, and the LG Group business plan.

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Culture, Tourism and Sport Programme Board Forward Plan

Background

1. The role of the Culture, Tourism and Sport Programme Board is to provide strategic oversight of the LG Group's policy and improvement activity in relation to:
 - 1.1 Cultural services, including heritage, museums, libraries, archives and the arts;
 - 1.2 Tourism;
 - 1.3 Sport;
 - 1.4 The licensing of regulated entertainment;
 - 1.5 The 2012 Olympic and Paralympic Games;
 - 1.6 Digital media and communications technology.
2. To ensure that the LG Group's work remains focussed on supporting and representing our Member councils, the Programme Boards are each discussing their forward plan for 2011/12. This discussion will identify priorities for the Board that will shape the development of a more detailed programme plan that will underpin the Group's overarching business plan for the coming year.
3. In September 2010 Programme Boards were given specific responsibility for political oversight of improvement in their policy areas, as well as lobbying and policy development. The proposed new structure for the LG Group brings together policy and improvement staff to work in programme teams that will provide a more joined-up offer to Member councils. This reflects the continuum between improvement and policy and the fact that they are mutually reinforcing.
4. The LG Group draft business plan for 2011/12 has two high level aims:
 - 4.1 Represent and advocate for local government;
 - 4.2 Help councils to tackle their challenges and take advantage of new opportunities to deliver better value for money services.
5. The draft plan also identifies six outcomes, which reflect what councils told us is important to them, and which the work overseen by the Programme Boards should help to achieve:

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- 5.1 Local budgets and accountabilities;
- 5.2 Strong political leadership;
- 5.3 Improve local productivity;
- 5.4 Strong local economies;
- 5.5 Improving local performance and value for money;
- 5.6 Transformed workforce.

Annex 1 shows how the headline priorities suggested in this report will help to achieve the six key outcomes in the draft Group business plan.

Annex 2 highlights key lobbying and improvement achievements from 2010/11.

The new culture, tourism and sport landscape

- 6. Councils are facing a radically different service landscape for culture, tourism and sport, which will need to shape the Board's forward plan. This partly reflects significant national economic and political changes; namely:
 - 6.1 **The tough financial climate** – local councils are faced with significant budget reductions but there is also less ring fencing and in the 16 Community Budget areas greater flexibility to pool central Government spending and spend it on what matters locally;
 - 6.2 **Localism** – the Government has published its flagship localism bill which it believes will facilitate the Big Society locally. The bill includes a new general power of competence for councils and proposals to give local people and the voluntary sector a greater role in running local services;
 - 6.3 **Sector led improvement** – the Government has dismantled much of the top-down performance management regime imposed upon councils. Local government will take greater collective responsibility for its own improvement and the LG Group is developing a new approach to sector led improvement that will take effect from April 2011.

- 7. This context has helped to shape recent developments in culture, tourism and sport policy, which will continue to be important in 2011/12, including:
 - 7.1 **New models of service delivery** – the culture and sport sector has pioneered the use of social enterprise and trust models to find more efficient ways of delivering services. In many ways the sector already represents and delivers a “Big Society”;
 - 7.2 **A place based approach to investing in culture and sport** – councils such as Birmingham are leading the way with developing a radical new way to spending money locally on culture and sport;

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- 7.3 **Future Libraries Programme** – one quarter of library authorities are now involved with this sector-led improvement programme, supported by the LG Group;
- 7.4 **Local improvement networks** – councils and partners have already developed in most regions particularly the East Midlands, West Midlands, London, North West, South West and the East local networks to drive self improvement and efficiency in culture and sport;
- 7.5 **A changing, and uncertain, nationally funded improvement landscape** - the Museums, Libraries and Archives Council (MLA) is being abolished by April 2012, and its responsibilities for museums and libraries will be transferred to the Arts Council. The other major DCMS NDPBs – Sport England, English Heritage and VisitEngland – face budget cuts of around one third each, which will mean a much reduced regional presence and less resource to support joint work with us on improvement.

Forward Plan

- 8. It's suggested that the aim of the headline priorities identified in this report might be to:
 - 8.1 Represent effectively councils' concerns and interests to Government;
 - 8.2 Provide practical support to councils to help them meet the challenge of modernising and improving culture and sport services with less funding;
 - 8.3 Support councils to make the most of the opportunities posed by the new service landscape;
 - 8.4 Support councils to improve the positioning, performance and efficiency of culture and sport in their area.

- 9. Headline **policy priorities** for 2011/12 might be:
 - 9.1 Building our relationship with the **Arts Council** to reflect their new responsibilities for libraries and museums; in particular to secure continued support for the Future Libraries Programme and a sector-led approach to museums improvement;
 - 9.2 Influencing the re-designing of the **Renaissance Programme** for museums so that the maximum amount of resource possible is devolved to the frontline to keep museums open;
 - 9.3 Developing and advocating for a new approach to **local community sport** that achieves greater local connectivity between councils, County Sport Partnership Networks, schools, National Governing Bodies, local sports clubs, health and the voluntary sector;
 - 9.4 Advocating for Local Economic Partnerships' lead role in the **visitor economy** and lobbying for any central government funding for tourism to be devolved to LEPs so that tourism support can be commissioned locally.

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- 9.5 Representing effectively councils' key issues and concerns arising from hosting the **2012 Games** to the Organising Committee and Government, and specifically that preparation for the Games is not adversely affected by the winding down of Regional Development Agencies;
 - 9.6 Leading a partnership between councils, Race Online and business to promote **digital inclusion** and discuss opportunities to form partnerships that bring together access to recycled computer kit, broadband access and community training programmes;
 - 9.7 Campaigning for a more flexible approach to **live music licensing** that also gives councils appropriate safeguards on issues like safety and noise;
 - 9.8 Campaigning and further developing our model for **local community banks** that will take a place based approach to investing devolved lottery and other funding in the voluntary and community sectors;
 - 9.9 Leading the setting up of a **Community Services Board** that brings together LGA Members and Ministers to discuss the policy connections between digital inclusion, superfast broadband, the post office network, the future of library services and the use of community buildings;
 - 9.10 Advocating for how local culture and sport services are already the **Big Society** locally.
10. Clearly there will need to be some flexibility in these priorities as issues become more or less important to our Members, and as there is a need to influence and respond to new Government policies.
 11. The policy priorities will be taken forward in a number of ways, depending upon the resource that is allocated in the new structure, but this is likely to include a combination of meetings between LGA Members and Ministers, political and officer representation on key national decision-making bodies, maintaining effective networks across local and central government and other relevant organisations, research and policy development, advocacy publications, proactive media work, Parliamentary activity such as briefing MPs and submitting evidence to inquiries, and maintaining appropriate linkages with other Programme Boards.
 12. In line with these policy themes, we should aim to offer **improvement support** in the following areas:
 - 12.1 **Future Libraries Programme**

The LG Group led the setting up of the Future Libraries Programme, which is providing targeted support to help one quarter of library authorities find new and more efficient ways to deliver library services and identify and share the learning with other councils. In 2011/12, the Programme could expand to directly work with more councils and provide support for all councils to access the learning, including action learning sets, on-line case studies and bespoke peer mentoring.

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12.2 New Heritage Modernisation Programme

We have developed a proposal for a joint programme with English Heritage to help local historic environment conservation services adapt, modernise and continue to improve through a time of budget reductions. Its focus is on helping councils, English Heritage, and civic amenity societies self-improve and learn from each other, with an emphasis on protecting conservation outcomes through reducing processes, bureaucracy and overheads, and working better together in partnership.

In line with the model provided by the Future Libraries Programme, between six and a dozen areas will be supported under the initial phase. In Phase 2 the learning from the Phase 1 areas will be shared with other areas through a publication, a seminar/conference, online resources and peer-to-peer contact, and disseminated through professional and other networks.

12.3 Tourism

Discussions are taking place with Visit England to consider how support can best be provided to help councils better utilise the benefits of tourism to improve place and generate better economic and social outcomes in the new landscape of LEPs.

12.4 Museums

The LG Group has offered to help develop a proposal on behalf of the sector to enable councils to re-design the £43.4 million Renaissance programme, and to support councils and their partners to lead improvement and efficiency in museum services locally.

12.5 Archives

The Government has decided not to transfer MLA's responsibility for archives to the Arts Council and we will need to work with the new arrangements as they develop.

12.6 2012 Olympic and Paralympic Games

The LG Group supports councils to maximise the wider social and economic benefits from the 2012 Games through a national network of councillors and officers responsible for the Games in their area, facilitating targeted peer mentoring through the Local Legacy Local Leadership programme, and sharing good practice through communities of practice and events.

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12.7 Digital inclusion and superfast broadband

The Government is investing over £800 million in superfast broadband infrastructure where it is not commercially viable. The LG Group is working with Broadband UK to ensure that local government's leading role is recognised and to develop an improvement offer that will support councils with procuring broadband infrastructure in the pilot areas and ensure that the lessons from the pilots are widely shared across the sector. This links to LGID's wider work to support the sector with their online and IT strategies.

12.8 Licensing of regulated entertainment

Once the government has agreed its new approach (which we are seeking to influence as one of our policy priorities), Local Government Regulation will provide support to councils with implementing the changes.

13. Some ways that these service improvement offers will be delivered include:

13.1 **Leadership support** - through a continued offer of member leadership academies and officer leadership delivered in partnership with professional bodies and NDPBs.

13.2 **Data and transparency** - through access to a knowledge hub containing up to date information, tools and examples of good practice to support councils with sector-led improvement. A core offer could include content covering:

13.2.1 The service specific improvement offers, such as libraries and heritage;

13.2.2 Content relevant to specific topics, such as library reform, school sport, parks, future funding of the arts;

13.2.3 Content that helps councils address particular areas of need or weakness such as performance management, partnership working, commissioning and contributing to wider outcomes.

13.3 **Peer challenge and support** - by access to a pool of member and officer peers and where required consultancy support.

14. In addition, we would want to retain the flexibility to commission and co-ordinate specific and time limited improvement projects, either across the sector as a whole for a particular service, or for a particular council or group of councils.

14.1 **Working in Partnership** - it will still be necessary to work effectively in partnership with others providing aspects of improvement support, including:

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- 14.1.1 DCMS, other government departments and NDPBs, mainly in terms of policy development, data and evidence and possible ongoing regional support.
- 14.1.2 The National Culture Forum and individual professional bodies, mainly in terms of skill and competency development, service standards and communications.

Conclusion and next steps

- 15. A programme budget for next year will be developed as part of the Group's budgeting process to reflect the steer the Board gives officers. This in turn will shape the development of a more detailed programme plan for culture, tourism and sport, which will set out specific actions, impact, deliverables and give details of the resources allocated to activities.

Financial Implications

- 16. The headline improvement and policy priorities agreed by the Board will help to inform the LG Group's budget setting process for 2011/12.

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Annex 1 How the headline priorities suggested in this report will help to achieve the six key outcomes in the draft Group business plan.

Outcome in draft LG Group Business Plan	How CTS work programme helps to achieve it
Local budgets and accountabilities	<ul style="list-style-type: none"> The Board's lobbying positions and improvement offer reflects, and is contributing towards, local budgets and stronger local accountable, for example, through continued support of Birmingham's radical new model for place based investment in culture
Strong political leadership	<ul style="list-style-type: none"> Leadership support through a continued offer of member leadership academies delivered in partnership with professional bodies and NDPBs The Board's emerging proposals on museums and archives, as well as continued lobbying on libraries and other policy areas, will continue to make the case that locally elected councillors must be free to take decisions about local culture and sport services Sharing learning from the Member peer mentoring carried out as part of the 2012 Games Local Legacy Local Leadership Programme
Improve local productivity	<ul style="list-style-type: none"> The Future Libraries Programme is already helping councils to deliver libraries more efficiently and the new Heritage Modernisation Programme will do the same for local heritage assets
Strong local economies	<ul style="list-style-type: none"> The Board's lobbying and improvement offer on tourism is supporting councils to maximise the local economic benefits of a thriving visitor economy. Tourism is the fifth largest industrial sector in the UK - it generated £114 billion in 2008, which represented 8.2% of total Gross Domestic Product, and sustained 2.65 million jobs The Board's offer on digital inclusion and superfast broadband will support councils to achieve service transformation that will enable them to save money and ensure that the government's investment is spent in partnership with local councils Through continued support of a national 2012 Olympic and Paralympic Games network, the Board will help councils to realise the wider economic and social benefits from hosting the Games
Improving local performance and value for money	<ul style="list-style-type: none"> A future National Improvement Programme for culture and sport would seek to provide the capacity and access to data and good practice examples to support the needs of individual councils and groups of councils to improve local culture and sport services, including support to local improvement networks. Where there are performance concerns, the Programme would seek to make available bespoke support and peer mentoring to support sector-led improvement
Transformed workforce	<ul style="list-style-type: none"> Supporting a continued offer of officer leadership academies delivered in partnership with professional bodies and NDPBs Working with the National Culture Forum and individual professional bodies, mainly in terms of skill and competency development, service standards and communications

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Annex 2 Key lobbying and improvement achievements from 2010/11 include:

Lobbying

1. Successfully lobbied government for a sector-led efficiency programme to help councils work together to deliver public libraries more efficiently. The Future Libraries Programme was launched on 16 August 2010 and one quarter of library authorities are now participating
2. Argued for councils to benefit from the underspend of the over 60s element of the government's free swimming scheme – participating councils benefitted from a 10 to 15% uplift in the funding they were entitled to
3. Lobbied government to recognise the leading role of Local Enterprise Partnerships in tourism. The LGA has also long argued for the localisation of business rates, which the Prime Minister said he would consider in relation to income generated by tourism in a speech in August 2010
4. Successfully lobbied government for the creation of the UK Volunteers Scheme so that councils outside London have the opportunity to be a part of a national Olympics volunteer scheme to support hosting Olympic-related events or activities
5. Worked in partnership with London Councils and London Fire Brigade to secure additional Home Office funding for a new national Olympics Resilience Team to support councils across the country to meet the resilience burdens of hosting the 2012 Games
6. Lobbied government to recognise councils' leading role in getting people online and rolling out superfast broadband, resulting in the joint working with the Race Online campaign that is outlined in the paper for item 3
7. Lobbied government to acknowledge and accept the central role of councils in delivering community sport and the role they will play in supporting the new national school Olympics-style competition. The LGA also developed a new sports legacy strategy to promote the role of local councils in creating a legacy of mass participation
8. Successfully ensured that councils continue to play a leading role in live music licensing so that they can use a range of criteria to determine whether a particular performance of live music will have a detrimental impact

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Key outputs from the 2010/11 Improvement programme include:

Service specific improvement programmes

1. Supported 36 libraries involved with the Future Libraries Programme and developed plans for sharing the learning across the whole sector.

Strategic commissioning

2. Supported 11 councils to develop their approach to strategic commissioning based round health improvement, adult social care or children's services
3. Published new case studies on strategic commissioning and an advocacy document on the role the sector can play to support adult social care in partnership with the NCF.
4. Provided three residential events for 38 council heads of service of strategic commissioning.
5. Provided three training events for 47 staff of NDPBs to enable them to better support councils on strategic commissioning.

Efficiency

6. Published two good practice documents introducing councils to different delivery vehicles for culture and sport services and asset transfer.
7. In conjunction with Local Partnerships provided four training events on choosing the right option for delivering culture and sport services, attended by 79 senior managers and 16 elected members.
8. Piloted a new benchmark for self assessing efficiency and supported three regional improvement networks using the benchmark.

Leadership

9. Ran one member leadership academy for 11 elected members in partnership with Manchester City Council.
10. Completed the 2009/10 leadership programme for 31 officers in partnership with the NCF and commenced the 2010/11 programme attended by 14 officers.

Outcomes framework

11. Developed and published a new toolkit helping councils position and measure the contribution culture and sport can make to a range of priority outcomes including a new evidence based identified through the CASE research programme.

Other

12. Addressed 12 national conferences and events
13. Supported Visit England and Greenspace develop improvement offers