

**HERITAGE AND SPORT:  
AN APPRAISAL OF POLICY-MAKING**

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January 2018

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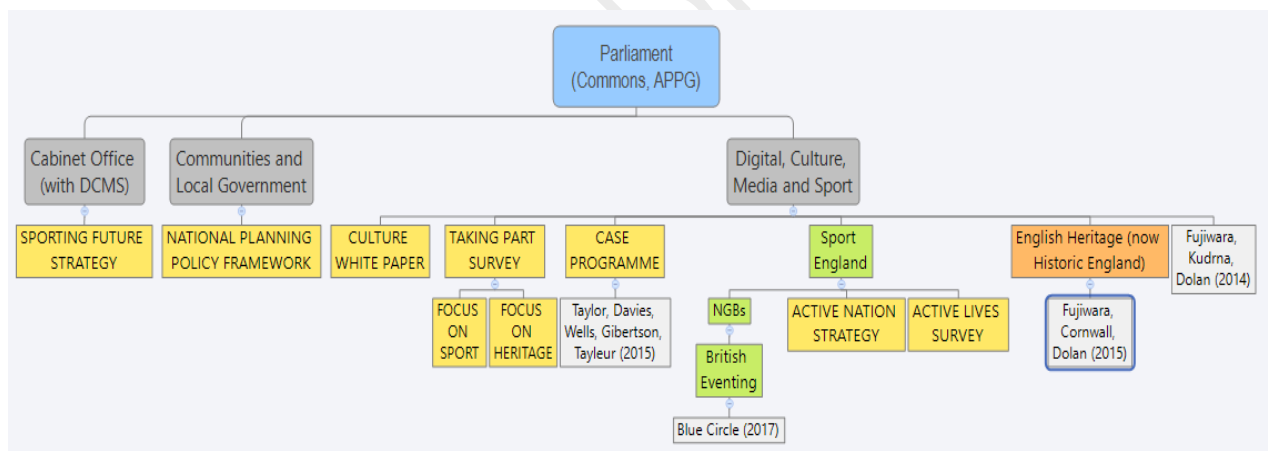
## **Introduction**

Wellbeing is important to everyone. It is widely accepted that the ways to achieve this are different for different sectors<sup>i</sup> <sup>ii</sup>. Wellbeing comprises in part mental health which itself is promoted through strong social connections and – some would say – a clear sense of identity, knowing one's place in space and time<sup>iii</sup>. Heritage is about a culture's shared history and places objects and activities in a temporal frame relative to the present and reveals elements of our collective memory. This links the act of remembering and cherishing embodied in the care of objects and practices with the act of taking care of ourselves, our mental health and with it our wider wellbeing. Likewise, sport is most focussed on wellbeing viz physical health, but actually both heritage and sport link to mental health, and not all sport is about physical health (in a strength/conditioning way at least). Therefore can it ever be claimed that heritage seeks to achieve wellbeing by interaction with objects and practices<sup>iv</sup> while sport seeks to achieve the same by connecting directly with people<sup>v</sup>, or are heritage and sport more closely intertwined through their wellbeing goal? Our pragmatic, as well as academic goal has been to understand whether policy-making could deliver common wellbeing goals.

This review of heritage policy-making and sport policy-making, including Eventing literature looked at the evidence<sup>vi</sup> and we framed our work by asking the question – what is sport (and the supporting activities that enable it at different levels) for? Likewise, we asked what is heritage (as enacted by heritage policy bodies) for? At a fundamental level they are arguably for the same thing – enriching society, enriching our lived experience in different but related ways. This is the sense in which wellbeing can be understood to fundamentally connect sport and heritage. For historic reasons and decisions made on the basis of the New Public Management ethos - an effort to make the public service more 'business-like' and to improve its efficiency by using private sector management models - introduced by New Labour, the funding of sport and heritage became subsumed under simpler goals for society – employment, education and health, combined with a focus on monitoring impact of investment in these terms and prising apart the cultural aims of sport and heritage. The fundamental rationales for doing these things remain but the value of them and the way of organising them has been distorted under the current frame.

Eventing literature has been included as an example of the implementation of policy-making because the pilot project, of which this review is a part, has the designated Burghley Park and the international Burghley Horse Trials as its case study. Research by British Eventing, the national governing body of the sport, shows the strong connection of the sport to historic houses and estates<sup>vii</sup> which are described as high profile venues<sup>viii</sup> and with 5.8 million people engaging with equestrianism<sup>ix</sup> the number of people connecting with heritage settings from another sector is significant.

Yet we have been struck by the differences in strategic goals/challenges between sport policy-making and heritage policy-making. Sport generally focusses on people, on attracting new talent and sports participation<sup>x</sup> while heritage is fundamentally about assets and their protection<sup>xi</sup>. By examining the policy literature, we set out to discover how the gap can be bridged. The map (below) shows the specific policy sources and outputs that were used in this review:



## The literature

There is evidence in the National Planning Policy Framework<sup>xii</sup> and government commissioned research<sup>xiii</sup> to suggest good potential in working towards common wellbeing goals. This is exemplified by the National Trust's initiative supported by Sport England which is redefining place-making<sup>xiv</sup> by encouraging physical activity on their land to increase their visitors' experience. In reviewing the state-of-the-art of heritage and sport policy, we have also taken on board the DCMS 'Taking Part' surveys<sup>xv</sup> <sup>xvi</sup> and Sport England's 'Active

Lives' survey<sup>xvii</sup> in which we discovered positive if slight overlaps. The Active Lives Survey is a new Sport England-led survey about people aged 14 and over and their participation in leisure and recreational activities, including sport, physical activity and culture. The key strength of the Active Lives Survey is its depth of coverage in each local authority area in England, rather than the breadth of information collected about specific art-forms. The national Taking Part Survey measures adult and child participation in culture and sport via a face-to-face household survey of 10,000 adults (aged 16+) and around 2,000 children and young people aged 5-15. Taking Part is jointly funded by DCMS, Arts Council England, Sport England and Historic England. It has been running since 2005/06 and also includes a longitudinal sample of respondents who are tracked each year. Taking Part is an Official Government Statistic and provides robust estimates at a national-level about rates of arts and cultural participation and attendance.

The key differences between the Taking Part Survey and the Active Lives Survey relates to<sup>xviii</sup>:

	Depth of geographical coverage & sample size	Breadth of data collected about different art-forms	Methods of data collection
Taking Part	Statistically robust at a national level & for each English region	Data about attendance & participation in range of different art forms & artistic genres	Via household surveys face-to-face with a representative sample of households across England
Active Lives	Widespread at local authority level for each of the 326 local authority areas in England, the regions & nationally	High level data about overall rates of attendance & participation in arts & culture	Via postal & online survey of a representative sample of households in each local authority area in England & across England as a whole

We have proposed to DCMS that the Taking Part survey could interrogate the activity levels of visitors to museums, galleries and heritage sites. The literature is helping us to make the case for common wellbeing policies for sport and heritage by enabling the following questions to be addressed: how can sport policy-making and heritage policy-making connect to wellbeing, what is fundamental to each industry and what is adaptable to the respective industries? We were encouraged by the published experience of the Cultural Development

Network based at RMIT in Victoria, Australia which showed that the development of common wellbeing goals are possible. Ten years ago, they published a report on a workshop for cultural development workers in Government and the community on cultural wellbeing indicators in programmes and policy-making<sup>xix</sup>. The workshop was a starting point for discussion about improved well-being indicators in cultural policy, thus attempting to bridge a similar gap to the one we are attempting in this project.

### **Making the case**

According to the review of wellbeing published by Go-Science, *'It (wellbeing) is enhanced when an individual is able to fulfil their personal and social goals and achieve a sense of purpose in society'*<sup>xx</sup>. Social purpose involves having social identity [or location], social connections, physical health, a sense of place [and time] and a cultural brand. These are the indicators of wellbeing we are using in this review underpinned by the high level National Planning Policy Framework (NPPF) which *connects heritage, sport and wellbeing demonstrating that common wellbeing goals for sport and heritage are possible as demonstrated below:*

The NPPF states that a planning system's social role should, *'reflect the community's needs and support its health, social and cultural wellbeing'*<sup>xxi</sup>.

- On social identity, the NPPF states that plans need to *'respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation'*<sup>xxii</sup>.
- On social connections, the NPPF states that *'Planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment'*<sup>xxiii</sup>.
- On a sense of place, the NPPF states that plans need to establish a strong *'sense of place...to create, attractive...places to live, work and visit'*<sup>xxiv</sup>.

- On physical health, the NPPF states that ‘*access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of communities*’<sup>xxv</sup>.

The NPPF states that Local Plans should bring these connections together to safeguard ‘the natural and historical environment (and) human health’<sup>xxvi</sup> which in terms of this review connects sport and heritage.

This table below maps these connections:

Wellbeing	Sport		Heritage	
Social Purpose:	Fundamental	Associative	Fundamental	Associative
• Social identity [location]	X		X	
• Social connection	X			X
• Physical health	X			X
• Sense of place [& time]		X	X	
• Cultural brand		X	X	

Social identity is fundamental to both sport and heritage. Social connection such as bonding and bridging capital including racial integration through participation and volunteering, and physical health are fundamental to sport while for heritage, they are created by association. According to A Review of the Social Impact of Culture and Sport: ‘*Much of the limited literature is more an assessment of the potential of heritage to contribute to individual, social or economic impacts, rather than empirical assessments of the scale and nature of such impact creation*’<sup>xxvii</sup>. A sense of place and the cultural brand are fundamental to heritage, whereas for sport they are both created by association. For example, the value of the Burghley Horse Trials is enhanced by its association with Burghley. Further research is needed to test these wellbeing strands and to identify any others that can bridge heritage and sport policy.

## **Analysis**

The analysis above has opened up the contradictions<sup>xxviii</sup> in the way sport and heritage policy are framed historically. What follows is an appraisal for how the opportunities for aligned policy-making could play out in practice.

### **Analysis I**

*Ensuring adequate resources -> dependent on heritage being seen as priority by ministers -> if it can deliver multiple benefits across different domains like sport<sup>xxix</sup>, more ministers will see benefits of cross-sectorial links unlocking revenue streams -> heritage benefits could contribute to sports goals (-> through a sense of identity and attachment to place and then to other goals linked to sport (health ->NHS spending, global brand<sup>xxx</sup> (tourism/trade -> Brexit)-> heritage supports these too.*

**Heritage can therefore be framed as a key catalyst to achieving high level policy strategic goals. It has arguably a multiplier effect on health outcomes which should be explored further.**

### **Case for policy action**

Could net wins be identified through combining sport and heritage policy-making? Could combining the resources needed to manage sport with those for managing heritage result in a sum of benefits greater than is otherwise achieved with the individual sum of costs? The analysis above suggests that there are three ways in which this can occur.

### **Analysis II**

- *Could the same total wellbeing for less investment achieved by combined funding for sports/heritage settings be got for less? Could more be got for the same? Could more be got less?*

Can heritage be supported by enabling appreciation/'action of heritage' (e.g. its role in identity-formation, place attachment, distinction) via routes not normally accessed e.g. via the (effective) cross-subsidy from simultaneous other activity

enjoyment (e.g. including but not limited to sport)? This may mean one can increase the resources available to maintain/enhance the heritage offer by increasing the resource input from citizens who would not otherwise consider contributing directly to it? This is a 'more for same' argument.

### **Analysis III**

- *Is the scale of the upfront cost of realigning management resources to take advantage of the win-win commensurate with the scale of the overall win?*

How much effort does it take in policy and institutional change terms to enable the release of resources based on the above arguments? What kinds of change are needed to achieve the catalytic effect identified above? How much unpicking of policy and practice is required to ensure sufficient catalytic episodes? What is the level of that sufficiency?

For example: to enable the placement of sport facilities in heritage sites, certain regulatory, wider policy and institutional changes will be necessary (e.g. relaxing of certain rules or thresholds, establishment of new metrics or codes of practice; these in turn will demand new training and forms of cross-disciplinarity and subsequent changes to institutional policies, structures and practices.

### **Next steps**

Understanding what new world of possibilities are opened up by such realignments will require establishing an estimate of the potential benefits both to the heritage sector as it currently is, and to the wider sectors set to benefit, so that both might have an interest in making the necessary investment for change.

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<sup>i</sup> All Party Parliamentary Group on Wellbeing Economics (2014) Wellbeing in four policy areas., New Economics Foundation, Report Number: 978-1-908506-67-2

<sup>ii</sup> House of Commons (2015) The Economic Value of Outdoor Recreation Debate. London, House of Commons: Col 155WH - Col 172WH

<sup>iii</sup> Russell R, Guerry, AD, Balvanera P, Gould RK, Basurto X, Chan K M A, Klain S, Levine J and Tam J (2013) 'Knowing and Experiencing Nature Affect Well-Being' in Annual Review of Environment and Resources, Vol 38, pp 473-502 <http://www.annualreviews.org/doi/10.1146/annurev-environ-012312-110838> (accessed: 250118)

<sup>iv</sup> Fujiwara D, Cornwall T, Dolan P (2014) Heritage and Wellbeing, English Heritage

<sup>v</sup> Sport England (2016) Sport England: Towards an Active Nation Strategy 2016-2121. London, Sport England



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- <sup>vi</sup> Mansfield, L (2017) Academic Perspective: Sport, the Arts and Wellbeing Evidence, Blog: What Works Centre for Wellbeing <https://www.whatworkswellbeing.org/blog/academic-perspective-sport-the-arts-and-wellbeing-evidence/> (accessed: 011217)
- <sup>vii</sup> 'Behind the Beautiful Eventing Locations' in British Eventing Life Newsletter (no date) <https://www.britisheventinglife.com/articles/behind-the-beautiful-eventing-locations> (accessed: 250118)
- <sup>viii</sup> British Eventing (2017) A Commercial Content Guide to Eventing in the UK, Two Circles, p 17
- <sup>ix</sup> British Eventing (2017) A Commercial Content Guide to Eventing in the UK, Two Circles, p 5
- <sup>x</sup> Cabinet Office (2015) Sporting Future: A New Strategy for an Active Nation
- <sup>xi</sup> DCMS (2016). The Culture White Paper
- <sup>xii</sup> Communities and Local Government (2012) National Planning Policy Framework [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/6077/2116950.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf)
- <sup>xiii</sup> Fujiwara D et al. (2014) Quantifying and Valuing the Wellbeing Impacts of Culture and Sport
- <sup>xiv</sup> Graves, A., et al. (2016) The role of culture, sport and heritage in place shaping
- <sup>xv</sup> DCMS (2015) Taking Part 2014/15, Focus on: Heritage, Statistical Release Historic England
- <sup>xvi</sup> DCMS (2015) Taking Part 2014/15, Focus On: Understanding Changes in Sports Participation Statistical Release Sport England
- <sup>xvii</sup> Sport England (2016) Active Lives Survey 2015-16 Year 1 Report
- <sup>xviii</sup> Arts Council (Active Lives Survey: FAQs <http://www.artscouncil.org.uk/participating-and-attending/active-lives-survey#section-3> (accessed:12.12.17)
- <sup>xix</sup> Salvaris M (2007) Cultural Wellbeing Indicators in Programs and Policy making, Report on a Workshop for Cultural Development Workers in Government and the Community.
- <sup>xx</sup> Foresight Mental Capital and Wellbeing Project (2008). Final Project report. The Government Office for Science, London, p 10.
- <sup>xxi</sup> Communities and Local Government (2012) National Planning Policy Framework, para 7
- <sup>xxii</sup> Communities and Local Government (2012) National Planning Policy Framework, para 58
- <sup>xxiii</sup> Communities and Local Government (2012) National Planning Policy Framework, para 61
- <sup>xxiv</sup> Communities and Local Government (2012) National Planning Policy Framework, para 58
- <sup>xxv</sup> Communities and Local Government (2012) National Planning Policy Framework, para 73
- <sup>xxvi</sup> Communities and Local Government (2012) National Planning Policy Framework, para 143
- <sup>xxvii</sup> Taylor P, Davies L, Wells P, Gilbertson J, Tayleur W (2015) A Review of the Social Impacts of Culture and Sport [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/416279/A\\_review\\_of\\_the\\_Social\\_Impacts\\_of\\_Culture\\_and\\_Sport.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/416279/A_review_of_the_Social_Impacts_of_Culture_and_Sport.pdf)
- <sup>xxviii</sup> Immanent critique definition from Wikipedia [https://en.wikipedia.org/wiki/Immanent\\_critique](https://en.wikipedia.org/wiki/Immanent_critique) [accessed: 031217]
- <sup>xxix</sup> Cabinet Office (2015) Sporting Future: A New Strategy for an Active Nation
- <sup>xxx</sup> Deloitte (2016) Sporting Attendances in 2016: Top 10 attended annual sporting events in the UK in 2016 of which 5 were either horse racing or horse trials and included the Burghley Horse Trials