

Inclusive Arts, Tourism, Sport and Recreation for People with a Disability

Ways Forward Report

Prepared by the
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Executive Summary

In 2007, the Department of Planning and Community Development (DPCD) commissioned Deakin University to develop an evidence base to strengthen Government and the community's capacity to strategically influence the development of inclusive policy across the arts, tourism, sport and recreation domains in Victoria. This project investigates access and inclusion for people with a disability in the arts, tourism, sport and recreation sectors. The study involved analyses of Victorian Government social policy documents, a comprehensive academic and industry literature review and interviews with a broad range of Government officers and community program providers. A cross-disciplinary project team, coordinated through the Centre for Leisure Management Research at Deakin University, undertook the project during the months of April 2007 to March 2008.

Context

This report on inclusion for arts, tourism, sport and recreation is intended to provide recommendations on ways in which inclusion for people with a disability may be improved. The recommendations aim to identify opportunities for State Government to work in partnership with agencies, Local Government and communities. This approach is intended to strengthen the links between the arms of Government, Local Government and communities by a number of inter-related factors, some of which fall outside the usual ambit of the State Government sector.

The development of this report has been underpinned by the following three principles:

- Inclusive policy occurs within an 'inclusive model' framework
- Inclusive policy works best if implemented as a whole-of-government initiative
- Inclusive policy seeks to build healthy communities by providing opportunities for arts, tourism, sport and recreation being provided for all people

The 'inclusive model' is intrinsic to the progressive social framework of the State Government seen in its *Disability Act 2006*. The *Disability Act* takes a new inclusive approach focused on fostering self determination and enhancing community membership and citizenship of people with a disability. It recognises that people with a disability are an integral part of society with rights to participate in all aspects of its life and work, if they wish. Underpinned by inclusive theory, the State Government has adopted a progressive framework aimed at creating a fairer, more equitable and just society.

Background

The background to the socially progressive policy project on inclusion in arts, tourism, sport and recreation for people with a disability in Victoria was influenced by three matters.

First, the *Disability Act 2006* recognises the interrelated role and position of Government in developing inclusive policy. The Disability Act 2006 does not relate to people with a psychiatric disability. The *Mental Health Act 1986* provides legislative framework for care, treatment and protection of people with a mental illness in Victoria but it does not reflect the Victorian Government's progressive social inclusion policy in a similar manner to that in the *Disability Act 2006*.

Second, the formation of the Round Table—comprised of representatives from different Government departments and peak bodies, such as Arts Access—recognises the value of working in partnership in a whole-of-government approach to guiding policy development and implementation on inclusion in arts, tourism, sport and recreation for people with a disability. Representatives of the round table provided input to the draft report development. They also reported back as part of the structure of 'refreshing' policy in the case of the cultural policy, *Creative Capacity +* and as part of developing policy in the case of the *Draft Tourism Strategic Plan*. There is a need for data in Australia on this topic. There are a range of recent legislative and policy changes occurring. Debates are integral to the policy development and analysis processes, even though not all parties active in the field agreed with the approach taken or had a shared concept of inclusion for people with a disability in arts, tourism, sport and recreation. Although development of a shared understanding of inclusion is possible, part of the analysis of the structures, tools and levers that support the policy process showed that participants in the study are at different stages in understanding policy and practice. In other words, they are supporting the policy development process but knowledge of inclusive policy and practice depends on the position and/or sector in which they work.

Third, the development of policies in art, tourism, sport and recreation occurred both before and after the implementation of the *Disability Act 2006*. The timing of policy development has affected both provision of opportunities for integrated policy development as well as the approach to policy analysis, and the structures, tools and levers that support the policy process, in this report. There is evidence of significant change in some sectors; this study was able to compare the position of disability and the arts with the 1995 study conducted by the Australia Council: *Arts and Disability*. It is pleasing to be able to state that the attitudinal and systemic barriers identified in that report were not in evidence in the arts sector, which—with sport—showed a keen understanding of the issues. Nonetheless, this report identifies some important areas of possible change for the future in all sectors.

Definitions

Definitions of the term 'inclusion' as it pertains to the policy environment were offered, explaining the contentious nature of the term but nonetheless resulting in a workable definition. Robust debate with Round Table members and wide consultation with academics and disability service providers facilitated the development of a composite definition of inclusion. Notwithstanding, lack of common agreement of the term 'inclusion' presents one difficulty discussed in this report for translating policy into practice.

The second stage of the project was undertaken concurrently with the first stage of the project and informed the engagement with communities of location and communities of interest. In other words, definitions were both literature based and experientially based, resulting in understandings of the difficulties of common agreement of the term inclusion. Other key terms defined were arts, tourism, sport, recreation and policy.

A recommendation on how to enhance the impact of these progressive policies:

- Adopt a whole-of-government approach to inclusion definition, so that everyone works from the same baseline in this important area of Government social policy

Desk Top Review of Literature

The impact of policy is not limited to service delivery staff at the local level. Hence, the project undertook a comprehensive desktop review of literature, in order to frame the study. The literature was organised into a searchable database provided to Round Table members at meetings, including reference details, summary of inclusion and disability focus, methodology and country of origin. All industry and academic literature was entered into the database. The single biggest group of studies addressed disability in employment; however literature on the subject of employment was excluded from the literature review in order to ensure that the project remained within the parameters set by the project brief. Academic literature lags behind industry literature in most of the areas examined and is regularly concerned with theoretical issues, whereas industry literature provides constructive information which is grounded in practice. Much of the literature discussed barriers to inclusion for people with a disability. The fields of the arts and sport contained the most progressive and practical industry literature.

There was little literature on inclusion in arts, tourism, sport and recreation in the academic literature and a dearth of material analysing inclusion from a quantitative perspective. Not surprisingly, the disability studies journals had a greater coverage of inclusion, but with a relatively narrow focus. Much could be done in the academic field to research and report inclusion in the domains covered by the

current study. Industry literature from Victoria demonstrated that it is concerned in providing practical guidelines on how to implement inclusive practices and in that regard is supportive of State Government inclusion policy.

Recommendations from the literature review include:

- The need for institutional policies on disability inclusion
- The need for accurate, appropriate information on tourism and travel, including transport and accommodation needs for people with a disability
- The need for a major quantitative study, using ABS data and data collected from people with a disability, measuring the level of involvement and engagement of people with a disability in arts, tourism, sport and recreation
- The Victorian Government to continue to foster and develop the arts, tourism, sport and recreation sectors as conduits to social inclusion
- The development of targeted intervention strategies to address barriers to inclusion
- The Victorian Government implement long term behavioural change campaigns regarding inclusion for people with a disability, using a combination of education, social marketing and enforcement
- The Victorian Government examine the social constructs of successful social change and develop strategies evolving from such a study addressing inclusion for people with a disability
- Social ecological issues be incorporated as a holistic approach to addressing inclusion
- The Victorian Government commission a large scale, longitudinal quantitative study linking policy to practice

Three critical success factors flow from the literature review:

- The need for a sound and well researched social marketing campaign in order to overcome physical, economic and attitudinal barriers to social inclusion
- The need for education of people in the community about social inclusion
- The need for education of program delivery people in the importance of sound research bases for their programs

Desk Top Review of Policy

Policy is analysed critically using a systems framework, in order to enhance policy design and implementation. The first stage of the project analysed the policy environment that related to key sectors of interest for the Round Table. This incorporated an analysis of State Government policy documents

and a macro analysis of one piece of State Government legislation. The policy documents analysed for this study are:

- *Growing Victoria Together* 2001
- *A Fairer Victoria* (2005) plus update progress reports 2006 & 2007
- *Victorian State Disability Plan 2002-2012*
- *New Directions for Victoria's Mental Health Services: The Next Five Years (2002)*
- *Sport and Recreation Victoria Strategic Plan 2005-2010*
- *Creative Capacity+ Arts for all Victorians* 2003 (being refreshed) plus update progress reports in *Artlook* 2004, 2005 and 2006
- *Victorian Accessible Tourism Plan 2007-2010* (draft)

The legislation analysed for this study is the:

- *Victorian Disability Act 2006*

The next stage analysed the policy documents.

The third stage entailed a tri-level analysis of two State Government policies, *Creative Capacity+* and *Sport and Recreation Victoria Strategic Plan 2005-2010*.

Recommendations on how to enhance the impact of these progressive policies include:

- Review and revise all legislation pertaining to people with a disability, particularly the *Mental Health Act 1986*, to ensure that legislation reflects the new inclusive policies expressed in the *Disability Act 2006*.
- Implementing a whole-of-government approach to the language used in policies to ensure plain language provides consistency, access and equity in policies for people with a disability
- Update policy to ensure legislation more clearly defines social inclusion and explicitly states the inclusion outcomes that Government intends

Critical success factors were:

- To use the same base line for all policy documents, that is, by ensuring that policies developed before the *Disability Act 2006* are 'refreshed' and that there is one definition of inclusion and that language use in policies is in plain English
- To use the principles of social marketing of policies in arts, tourism, sport and recreation to ensure the key messages are underpinned by behavioural change

Field Work and Inclusive Framework

The Victorian Government seeks to build a fairer Victoria through research and implementation of results into social justice initiatives that promote an inclusive community. To this end, this project has developed a framework that links policies, strategies and programs into a holistic framework that seeks to increase social inclusion for Victorian communities. The structures, tools and levers that support the policy process (including policy development) are addressed here. Key structures, tools and levers required for effective policy implementation became evident during the field work. The framework was developed from the results of the researchers' fieldwork undertaken within Victoria. This was the third stage of the project.

The third stage of the project involved consultations, interviews and case studies. Consultations took place with key stakeholders, including industry groups and representatives. Fifty consultation interviews and focus groups with stakeholders were held over a three month period. Some people were interviewed on two or three occasions to ensure that the information and data analysis was comprehensive and accurate.

At the local level, program delivery people must work either directly or indirectly with Local Government or State Government officers and with their local community to implement policy. In order to investigate this nexus between State Government policy and local implementation, two case studies were undertaken. One was a case study of a community of location and the other was a case study of a community of interest. The community of location case study was undertaken in the South and South West of Victoria, focusing on arts and tourism program delivery. It entailed visits to Geelong, Surf Coast Shire and Warrnambool. This case study enabled the researchers to compare the arts policy, *Creative Capacity+*, with policy implementation at the community level. The second case study was a community of interest, using cricket and netball as sport examples of program delivery. It entailed interviews with cricket and netball State peak bodies, regional development officers and with club managers. This case study enabled the researchers to compare the *Sport and Recreation Victoria Strategic Plan 2005-2010* to policy implementation in a community of interest. The critical success factors and key issues and barriers associated with policy implementation were identified through these comparisons.

The consultation process and case studies provided the fieldwork that enabled the development of a framework that may be used to inform future engagement of key stakeholders in relation to policy processes.

Recommendations on how to improve inclusion for people with a disability in arts, tourism, sport and recreation at community level are:

- Support and train volunteers and paid staff in community arts, tourism, sport and recreation programs. Build on mentor programs in the community
- Build on goodwill that is extant at a community level
- Disseminate results of projects conducted by DPCD back to communities which participated in projects, in order to boost knowledge of inclusion and worker capacity for implementing inclusive practices
- Include people with a disability in the policy development process
- Review worker training to improve their capacity to contribute more meaningfully to the policy development process

Critical success factors are:

- Provision of sufficient funding for community inclusion program delivery and development
- Training of program delivery staff and volunteers
- Education of the community at large on inclusion for people with a disability
- Provision of social marketing campaigns to encourage behavioural change

As part of this project, the researchers identified through the consultations and case studies how the Victorian Government inclusive policies are currently contributing to community capacity building and how more robust application of inclusive actions through arts, tourism, sport and recreation projects may further expand this community development. The consultations and case studies led to the development of five pillars on which effective inclusive capacity building rests.

The recommendation is to use the five pillars of the framework to support the capacity building of workers in arts, tourism, sport and recreation in relation to policy development and implementation process. The five pillars are:

- Community Partnering
- Education
- Social Marketing
- Resourcing
- Quality Assurance

Community Partnering covers engaging the community in joint initiatives to progress social policy. *Education* covers State Government social policy, its social philosophy and social justice. *Social*

Marketing entails the planning and implementation of programs designed to bring about social and behavioural change. *Quality Assurance* is the provision of feedback to program providers as a form of quality improvement and ongoing consultation and engagement. In this way, the program workers in the community are informed and given greater ownership of State Government social policy initiatives.

A critical success factor was:

- The inter-connectivity between the five pillars at an individual, community and State Government level. These critical success factors and their connectivity are discussed in the report using the Model of Inclusion for People with a Disability in Arts, Tourism, Sport and Recreation. This model was developed for this report.

In order for this framework to be effective, the case study results identified that the following six levers are needed to support the implementation of policy:

- Change champions
- Definitional consistency
- Community consultation
- Partnerships
- Training
- Funding

These six levers are covered elsewhere in this report. In general, the results suggest that the DPCD should continue to make effective use of those levers associated with positive results (especially AAA Officers, Metro Access and Rural Access Workers, community consultation and partnerships), while revisiting other perceived shortcomings such as definitional consistency, funding and training. Specifically, DPCD could do more to:

- Let people know that senior leadership wants to see progress in achieving well-specified inclusive goals
- Provide effective training on inclusion
- Align program staff personal evaluation criteria with reform goals on implementing inclusive practices in line with policy.

Worker Capacity Building

This report discusses the overall findings in relation to inclusion for people with a disability in arts, tourism, sport and recreation. It presents gaps in knowledge and priorities for implementation. Findings resulted in identification of key issues and barriers that constrain successful translation of inclusive policy into practice; gaps, commonalities and variations across policy environments; and the development of a framework which supports capacity building of workers in arts, tourism, sport and recreation in relation to policy development and implementation.

Capacity building is a relatively new concept with much of the Australian and international literature emanating from the 1990's and many of the constructs being informed by the United Kingdom's 'New Labour' social policies (Banks and Shenton, 2001). Community capacity building is a parallel concept to worker capacity building in this project and some discussion on the topic is germane as many of the principles are also relevant to worker capacity building, which is addressed as an integral part of the research. Socially active Governments recognise the important role of empowered and invigorated communities, and the potential offered by inclusive activities to regenerate neighbourhoods. Governments also recognise the importance of actively involving community members in planning and implementing strategies to improve the physical, economic and social infrastructures in their area through community consultation, involvement and participation. The Victorian Government's commitment to this concept is evident in their social policies, as articulated in *Growing Victoria Together*, *Sport and Recreation Victoria's Strategic Plan* and *A Fairer Victoria*.

As part of this project, the researchers identified how the Victorian Government inclusive policies are currently contributing to worker capacity building and how more robust application of inclusive actions through arts, tourism, sport and recreation projects may further expand this community development.

Recommendations on worker capacity building include:

- Provide training for workers delivering the inclusion programs to build their capacity to train others, and to enhance their ability to make a meaningful contribution to the consultative development process inherent in the Victorian Government's approach to social policy
- Increase the understanding of program workers regarding funding models and in particular the provisions for consultations, community development, and policy development
- Government inclusive policy mostly focuses on the subsidised sector and there is a significant commercial sector, such as theatre, film, tourism, over which the Government has less policy influence. Anecdotal and case study evidence from this project (covered later in this report) suggest that there are significant barriers in the commercial arts and tourism sectors,

accompanied by strong demand from the public. The subsidised sector can show leadership in inclusion in arts, tourism, sport and recreation to provide help to the commercial sector so that they are brought into better alignment to the needs of inclusion policy

The critical success factor was:

- The inter-connectivity between the five pillars at an individual, community and State Government level. This critical success factor and its connectivity are discussed in the report using the Model of Inclusion for People with a Disability in Arts, Tourism, Sport and Recreation. This model was developed for this report.

Key Recommendations

A summary table of key recommendations from this project follows:

Area	Conclusions	Recommendations
Definitions	There is no clear definition of 'inclusion' and this may confound both policy development and workers in the Arts, Tourism, Sport and Recreation sectors, subject of this research project.	The Victorian Government to develop a firm definition of 'inclusion' for use in social policy. The composite definition used for the purposes of this study could be used as a model.
Desk Top Review of Literature	<p>Arts and recreation organisations can promote and champion social change (Newman and McLean, 2004; Haynes, 1999).</p> <p>Literature identified a number of barriers to inclusive policy implementation: institutional policies; physical, economic, and attitudinal barriers; lack of training and consultation; lack of planning; and a need for large robust quantitative studies on inclusion.</p> <p>Behavioural change is difficult to produce and requires sustained multimedia promotion, education and possibly non-compliance penalties. Examples of successful behavioural change campaigns are those associated with the wearing of seat belts and drink driving. Provide accurate, appropriate information on tourism and travel, including transport and accommodation for people with a disability.</p> <p>Clement raises some significant questions regarding broad community acceptance of inclusion for people with a disability. Unlike some other social change movements, such as 'Gay Rights' or 'Women's Rights' there is no popular movement towards social inclusion for people with a disability.</p> <p>Many barriers to inclusion are not directly related to the</p>	<p>The Victorian Government to continue to foster and develop the arts, tourism, sport and recreation sectors as conduits to social inclusion.</p> <p>Targeted intervention strategies be developed to address these identified barriers to inclusion.</p> <p>Undertake a major quantitative study, using ABS data and data collected from people with a disability, in order to measure their level of involvement and engagement in arts, tourism, sport and recreation sectors.</p> <p>The Victorian Government implement long term behavioural change campaigns regarding inclusion for people with a disability, using a combination of education, social marketing and enforcement.</p> <p>The Victorian Government examine the constructs of successful social change movements and develop strategies evolving from such a study in addressing inclusion for people with a disability.</p> <p>Social ecological issues be</p>

	<p>individual's disability; issues such as low income, access to transport and poor social networks also adversely affect participation and inclusion.</p> <p>The literature indicated that there is a dearth of robust quantitative studies on inclusion for people with a disability in the Arts, Tourism, Sport and Recreation sectors.</p>	<p>incorporated as a holistic approach to addressing inclusion.</p> <p>The Victorian Government commission large scale, longitudinal quantitative studies linking policy to practice.</p> <p>The need for institutional policies on disability inclusion.</p> <p>The need for accurate, appropriate information on tourism and travel, including transport and accommodation needs for people with a disability.</p>
Desk Top Review of Policy	<p>The Victorian Government has adopted a progressive social framework aimed at creating a fairer, more equitable and just society. However, this social philosophical approach to inclusion is not present in all current Victorian legislation pertaining to people with a disability.</p> <p>There was inconsistency and unclear language used in industry policy documents reviewed as part of this research.</p> <p>Key concepts such as 'disability', 'access' and 'inclusion' were not uniformly applied in the reviewed policy documents.</p> <p>Inclusion outcomes are not clearly defined in the Victorian Government and industry policy documents reviewed as part of this research.</p>	<p>Review and revise all legislation pertaining to people with a disability, particularly the <i>Mental Health Act 1986</i>, to ensure that legislation reflects the new inclusive policies expressed in the Disability Act 2006.</p> <p>Implement a whole-of-government approach to the language used in policies to ensure plain language provides consistency, access and equity in policies for people with a disability.</p> <p>Update policy to ensure legislation more clearly defines social inclusion and explicitly states inclusion outcomes that Government intends.</p>
Field Work and Inclusive Framework	<p>All the organisations and individuals interviewed (some of whom were people with a disability) during this project expressed a keen interest in enhancing inclusion practice and enhancing participation of people with a disability in their activities.</p> <p>The interest was not always matched with a deep knowledge of disability inclusion issues or of Government and/or organisational inclusion policies.</p>	<p>Build on this goodwill at community level by enabling people with a disability and others to affect practice by disseminating research results to the community.</p> <p>Support and train volunteers and paid staff in community arts, tourism, sport and recreation programs, including people with a</p>

	<p>Some community program workers indicated that they did not get feedback on the results of development workshops/consultations in which they had been engaged.</p> <p>People with disabilities were not always involved in community development or program development consultations.</p> <p>Program workers considered that they had not been adequately trained in the policy development process or in their understanding of disability inclusion issues.</p> <p>The field interviews lead to the development of an inclusion framework based on five pillars: Education; Community Partnering; Social Marketing; Resourcing; and Quality Assurance. These factors are considered critical to effective capacity building.</p>	<p>disability. Build on mentor programs in the community.</p> <p>Disseminate results of projects conducted by DPCD back to communities which participated in projects, in order to boost knowledge of inclusion and worker capacity for implementing inclusive practices.</p> <p>Ensure that people with disabilities are involved in all aspects of the policy development process.</p> <p>Review worker training to improve their capacity to contribute more meaningfully to the policy development process.</p> <p>Use the five pillars framework to support capacity building and development of inclusive programs based on implementation of Government and organisational inclusion policies.</p>
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<p>Worker Capacity Building</p>	<p>An informed, trained and committed workforce is critical to the implementation of inclusive social policies. Workers expressed a need to improve their knowledge of both policy development and disability issues.</p> <p>Some workers believed that although they could see the need for community engagement and policy development activities that such activities could detract from their operational duties and they were unfunded activities.</p> <p>The focus of this research was on the funded community arts, sport and recreation sector. However, many of the findings are also applicable to the 'for profit' arts, sport and recreation industry.</p>	<p>Provide training for workers delivering inclusion program to build their capacity to train others, and to enhance their ability to make meaningful contribution to the consultative development process inherent in the Victorian Government approach to social policy.</p> <p>Increase the understanding of program workers regarding funding models and in particular the provisions for consultations, community development, and policy development work.</p> <p>Enable the subsidised sector to show leadership in inclusion in arts, tourism, sport and recreation to build capacity in the commercial sector so that they are brought into better alignment to the needs of inclusion policy</p>
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Abbreviations

ABS	Australian Bureau of Statistics
AAA	Access for All Abilities
CC+	Creative Capacity +
DDA	Disability Discrimination Act (1992)
DHS	Department of Human Services
DPCD	Department of Planning and Community Development
DVC	Department of Victorian Communities
PDRSS	Psychiatric Disability Rehabilitation and Support Service
SRV	Sport and Recreation Victoria
EEOC	Equal Employment Opportunity Commission

Background to the Study

Project Brief

The Department for Planning and Community Development's (DPCD) Terms of Reference clearly outlined the objectives of the project. The primary objectives of this project are:

- To analyse the policy environments that relate to the key sectors of interest for the Round Table. This incorporates Government policy documents, structures, tools and levers that support the policy process;
- To identify the critical success factors that facilitate effective implementation of inclusive policy across the Arts, Tourism, Sport and Recreation sectors;
- To identify the key issues and barriers that constrain the successful translation of inclusive policy into practice;
- To identify the gaps, commonalities and variations across the policy environments in relation to their level of 'inclusiveness'; and
- To develop a framework which supports building the capacity of workers in the arts, tourism, sport and recreation sectors in relation to policy development and implementation process.

Within the scope of this project, 'disability' is considered to be a term with broad application, and includes people with mental health issues. A key piece of legislation enacted contemporaneously with this study is the *Disability Act 2006*. This legislation provides a new way forward for inclusion of people with a disability however, the Disability Act 2006 does not relate to people with a psychiatric disability. The Mental Health Act 1986 provides legislative framework for care, treatment and protection of people with a mental illness in Victoria but it does not reflect the Victorian Government's progressive social inclusion policy in a similar manner to that in the *Disability Act 2006*. The current study involved examination of inclusion policy for people with a disability, including psychiatric disability. As a matter of practice, the Victorian Government should review all its legislation concerning socially marginalised people to ensure that legislation reflects their contemporary social inclusion policy, as these policies provides the philosophical framework upon which legislation rests.

Methodology devised by the Round Table

The Department of Planning and Community Development clearly determined the methodology which the successful project team was to implement in the execution of this project.

The project team is directed to:

- Undertake a desktop literature review of relevant existing policy documentation and environments and definitions of the term 'inclusive' as it pertains to the policy environment
- Develop and implement a consultation process with key stakeholders, including industry groups and representatives. This consultation process should provide a framework for the Round Table in informing future engagement of key stakeholders in relation to policy processes
- Undertake a detailed analysis on at least one inclusive policy to identify the critical success factors and key issues and barriers associated with the policy implementation process
- Identify and create a capacity development framework for workers across the inclusive Arts, Tourism, Sport and Recreation sectors on effectively engaging and influencing the policy process
- Write up of findings into a report for the Round Table
- Present project findings to identified key stakeholders

Deakin University Method

- **Desktop Literature Review** The evaluation team conducted a comprehensive literature review and critique of extant policy documents and reviewed literature to identify 'best practice' in social inclusion as it pertains to arts, tourism, sport and recreation programs.
- **Examination of the logic, design and delivery of several inclusive policies** This component of the project involved process evaluation to determine policy and implementation consistency, and to identify the key factors affecting access and inclusion with particular reference to any factors acting as barriers to participation.
- **Key Stakeholder Consultation** In addition to meeting the governance requirements of this contract, the Deakin University research team actively involved interested members of the Project Management Committee and the Project Reference Group in the qualitative aspects of the research project through participation in semi-structured interviews. We analysed the interviews thematically.
- **Community Capacity Building** In the disability area, *A Fairer Victoria: Creating Opportunity and Addressing Disadvantage* (2005) articulates strategies for creating new opportunities and providing fairer access to services for people with a disability. This initiative is informed by and predicated on the Victorian *State Disability Plan 2002-2012* and the Victorian mental health plan: *New Directions for Victoria's Mental Health Services: The Next Five Years* (2002). Importantly, the concepts underpinning community capacity building are relevant to individual

capacity building. A framework for building the capacity of workers in the Arts, Tourism, Sport and Recreation sectors is discussed.

- **Reports, presentations and articles** All interim and final reports required by the Deliverables and Timing conditions of the Request for Quote have been provided. In addition to our final comprehensive report which includes a detailed literature review, evaluation of extant policy documentation and qualitative data analysis from key stakeholders, the Deakin University research team will make themselves available to present our findings to key stakeholder groups. Moreover, we will submit articles on this project to appropriate professional journals.

The Deakin University method is presented in detail in **Appendix 1**.

Introduction

This project investigates access and inclusion for people with a disability in arts, tourism, sport and recreation at State policy level in Victoria. It identifies gaps in implementation using a case study approach. The study also examines the opportunities for inclusive arts, tourism, sport and recreation to assist in community capacity building. The project report is prepared by Deakin University academics for the Department of Planning and Community Development. The study took place in 2007. This report can be used as a basis for a discussion or workshop to inform policy makers of the trends in inclusion in arts, tourism, sport and recreation.

The impetus for this project derived from various elements in the policy context. Some of the key elements are discussed here to background the project. First, international and Australian studies record that people who are socially marginalised have impaired access to health and community services and have worse mental health compared with people who are socially well integrated. There are many dimensions to social marginalisation but arguably, disability and mental illness are particularly disempowering and isolating. Socially marginalised persons in need of assistance often under-utilise support services due to lack of knowledge about availability, stigma and discrimination, geographical isolation, inadequate transport and mobility challenges, cost of services and inflexibility of services. These practical barriers are often exacerbated by a lack of services and service providers either inadequately trained or unwilling to address mental health and disability. However, demonstrably, arts, tourism, sport and recreation activities act as effective conduits to social inclusion for people with a disability. The interest in the role that arts, tourism, sport and recreation can play in implementing policy is one reason for the current study.

Second, inclusion is argued to be of increasing importance to community cohesion and community capacity building in the policy environment. For example, in 1993, approximately 3.2 million Australians, representing some 18% of the population were classified as having a disability (Darcy 1999). That figure rose to 3.6 million people with a disability (19%) and a further 3.1 million with a long-term condition or impairment, but no disability (17%) in 1998 (ABS 2006). Today the number reported to the ABS is 3.9 million (20%), with a further 4.1 million (21%) reporting a long term health condition that did not affect their everyday activities (ABS 2007). Physical conditions were the most common disability, 84%, with mental and behavioural disorders making up the remaining 16% (ABS 2007). Of those with mental and behavioural disorders, 46% had profound or severe activity limitations, compared to those with a physical condition, 29% (ABS 2007). Over half, 56%, of the people who reported as having psychoses

or mood affective disorders had profound activity limitations (ABS 2007). All these statistics indicate that a significant number of people face challenges to accessing and being included in community activities and have reduced opportunity to exercise their social citizenship. More importantly, with such significant numbers potentially excluded, the quality of life for the entire community is diminished as they do not get to experience the value diversity can bring to their community.

A third element of the policy environment is the relationship between policy makers and program delivery people. Such relationships have been reported to be sometimes problematic (Chalip 1995) or at other times not demonstrating causal links from policy to implementation (de Bosscher et al. 2006). These concerns have led to policy and implementation studies at the macro, meso and micro levels in order to identify the determinants of policy implementation success.

This study was undertaken in three stages. The first stage of the project analysed the policy environment that related to key sectors of interest for the Round Table. This incorporated a macro analysis of State Government policy documents and one piece of State Government legislation. The policy documents produced at State and Federal level in Victoria and analysed for this study included:

- *Growing Victoria Together* (2001)
- *A Fairer Victoria* (2005) plus update progress reports 2006 & 2007
- *Victorian State Disability Plan 2002-2012*
- *New Directions for Victoria's Mental Health Services: The Next Five Years* (2002)
- *Sport and Recreation Victoria Strategic Plan 2005-2010*
- *Creative Capacity+ Arts for all Victorians*
- *ArtLook* 2004, 2005 and 2006
- *Victorian Accessible Tourism Plan 2007-2010*

The legislation analysed for this study was:

- *Victorian Disability Act 2006*

The project also entailed a micro analysis of two State Government policies, *Creative Capacity+* and *Sport and Recreation Victoria Strategic Plan 2005-2010*. While only required to conduct one in depth policy analysis, it seemed logical to provide two, in order to analyse relevant policy information for the case studies. Both policies analysed were developed before the enactment of the legislation, the *Victorian Disability Act 2006*.

Two case studies were undertaken: one a case study of a community of location and the other a case study of a community of interest. The community of location case study was undertaken in the South and South West of Victoria, focusing on arts and tourism. It entailed visits to Geelong, Surf Coast Shire and Warrnambool. This case study enabled the researchers to compare the arts policy, *Creative Capacity+*, with policy implementation at the community level. The second case study was a community of interest using cricket and netball as sport examples. It entailed interviews with executives from Cricket Victoria and Netball Victoria, the two sports peak bodies, interviews with the two sports Regional Development Officers and with club officials. This case study enabled the researchers to compare the *Sport and Recreation Victoria Strategic Plan 2005-2010* to policy implementation in a community of interest and to examine the ways that the *SRV Strategic Plan* was implemented in the two exemplar sports. The critical success factors and key issues and barriers associated with policy implementation were identified for these two detailed policy analyses.

The second stage of the project undertook a comprehensive desktop review of industry and academic literature environments. The literature was organised into a searchable database including reference details, summary of inclusion and disability focus, methodology and country of origin. The single biggest group of studies addressed disability in employment.

There was little academic literature on inclusion in arts, tourism, sport and recreation and a dearth of material analysing inclusion from a quantitative perspective. Nonetheless, there is significantly more than was the case in 1995 when the Australia Council produced its report of the arts sector on *Arts and Disability*. So progress is being made. The disability studies journals had a greater coverage of inclusion, but there is still much to be done in the academic field. Industry literature from Victoria has demonstrated that there are practical guidelines on how to implement inclusive practices that are supportive of State Government inclusion policy. Implementation methodologies and policy aims need more development to ensure that they are well matched.

Definitions of the term 'inclusive' as it pertains to the policy environment were offered, explaining the contentious nature of the term but nonetheless resulting in a workable definition, after robust debate with Round Table members and widely canvassing input from academics and specialist disability service providers. Definitions of other key terms relevant to the study were offered. The key terms also defined were arts, tourism, sport and recreation, policy and leisure. The second stage of the project was undertaken concurrently with the first stage and informed the engagement with communities of location and communities of interest. In other words, definitions were both literature based and practically based.

Lack of common agreement of the term 'inclusion' presents one difficulty discussed in the report for translating policy into practice.

The third stage of the project included a consultation process with key stakeholders, including industry groups and representatives. Fifty consultation interviews and focus groups with stakeholders were held over a three month period. Some people were interviewed on two or three occasions to ensure that the information and data analysis was comprehensive and accurate. The consultation process provided a framework for the Round Table in informing future engagement of key stakeholders in relation to policy processes.

As Australian Governments at various levels are moving toward the development of socially inclusive policies and implementation, this report postulates five 'pillars' on which effective inclusion action rests: *Community Partnering*, *Education*, *Social Marketing*, *Resources* and *Quality Assurance*, all of which need to be in place for Government policy to achieve optimal results. *Community Partnering* covers engaging the community in joint initiatives to progress social policy. *Education* covers State Government social policy, its social philosophy and social justice. *Social Marketing* entails the planning and implementation of programs designed to bring about social and behavioural change. *Resourcing* includes the State Government providing the costs of paying program workers for time spent in consultation, training and for provision of personnel in the field when and where required for social policy implementation and support, such resourcing is additional to direct program delivery funding. *Quality Assurance* is the provision of feedback to program providers as a form of quality improvement and ongoing consultation and engagement. In this way, the program delivery people in the community are informed and given greater ownership of State Government social policy initiatives.

These pillars are derived from both the desktop literature review and the case studies undertaken for this study and explained in detail later in this report.

This report provides the Victorian Government with:

- An analysis of the key policy initiatives that impact access and inclusion for people with a disability
- A 'gap analysis' which may be used to further enhance strategic policy development
- A practical list of factors which inhibit or encourage participation of socially marginalised people in (community) arts, tourism, sport and recreation activities
- Strategies to foster the concepts of inclusion in all Victorian communities

- A framework for capacity building of workers in the Arts, Tourism, Sport and Recreation sectors to improve their ability to more effectively engage and influence the inclusive policy process

The rest of this report is divided into six main sections. This section provided an introduction. Section 2 defines the scope of this project and presents the relevant definitions. Section 3 focuses on the desktop review of literature. Section 4 provides the desk top review of policy. Section 5 provides the findings from the 50 consultations, interviews and case studies. The final section, Section 6, presents the ways forward, including the framework for capacity building. At the end of the report is the list of references and a bibliography used for this report.

Scope

This report focuses on Victoria. The analysis of its policy environments, the critical success factors for the effective implementation of inclusive policy in arts, tourism, sport and recreation, the key issues and barriers, gaps, commonalities and variations and a framework for capacity building are undertaken within the Victorian framework. Nonetheless, the authors recognise the increasing importance of inclusion in the wider socio-political climate. Hence, there are overview discussions of that wider environment as far as it affects, or may affect, the Victorian policy environment.

The report includes discussion of the Victorian Government's progressive social policy which seeks to redress the cycle of disadvantage through enhanced utilisation of social capital, through community capacity building and through individual capacity building. The report includes contemporary theories of social inclusion only so far as they identify barriers that may assist disadvantaged groups fully exercise their citizenship and improve their quality of life.

The development of this report has been underpinned by the following three principles:

- Inclusive policy occurs within an 'inclusive model' framework
- Inclusive policy works best if implemented as a whole-of-government initiative
- Inclusive policy seeks to build healthy communities by providing opportunities for arts, tourism, sport and recreation being provided for all people

The 'inclusive model' is intrinsic to the progressive social framework of the State Government seen in its *Disability Act 2006*. The *Disability Act 2006* recognises the interrelated role and position of Government in developing inclusive policy. The recognition of the importance of the whole-of-government approach is seen with the establishment of the Office for Disability which encourages and influences the Victorian Government policy and activities to deal with barriers to participation in local communities. Throughout this project the researchers regularly consulted with representatives of the Round Table and Departmental officers. Their views along with constructive feedback were considered in the preparation of this report. Robust debate from members of the Round Table was evidence of the timely nature of the project.

A final important point is that some policy development occurred both before and after the implementation of the *Disability Act 2006*. The timing of policy development has affected both provision of opportunities for integrated strategies as well as the approach to policy analysis in this report.

Given all these considerations, the report has attempted to provide a suitable acknowledgement of the current and potential issues surrounding inclusive policy for people with a disability in arts, tourism, sport and recreation. It indicates important points for future action to progress policy and implementation. No doubt the report will prompt others to consider further interesting opportunities for future action. However, it is with confidence that this report provides an indication of the broad range of approaches and understanding of inclusion in Victoria, even if it does not detail everything.

Definitions

This section provides brief working definitions of the terms used in this project. Some terms are contentious. Others have no single definition, accepted by all parties. Where this is the case, one definition has been chosen for its suitability for the project brief, and after discussion and negotiation with the Round Table and Reference Group and, in the case of 'inclusion', after consultation with academics and with specialist disability services providers. The terms defined are policy, inclusion, arts, sport and recreation, tourism and disability.

Policy has various meanings, dependent on context and purpose of use. Policy has referred to 'decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where these decisions should, in principle, be within the power of these actors to achieve' (Jenkins, 1997: 30). This includes action and inaction regarding a specific issue, as well as choices regarding the means of addressing the issue and the desired outcome, that is, the ends (Fenna, 2004: 5). Underpinning policy are values which are specific to each society and are subject to change over time and in accordance with change of Government (Jamrozik, 2005:47-50). Policy decisions can not be understood to be made in isolation but must be seen as interrelated to other decisions (Green and Houlihan, 2005:12). For this report, policy is taken to mean strategic documents selected and agreed to by the Round Table members on specific issues that address a desired outcome that reflects Government values.

There is no one agreed definition of the term **inclusion**. Social inclusion is a contentious term used for both policy and political purposes. Before defining inclusion for this project, a brief overview of ways the term is used is provided. Inclusion addresses problems associated with social policy for people who are disenfranchised from the political, social and economic area of society and seeks to find ways to engage them in society. In the arts, inclusion is developed as an extension to audience development. Some researchers (for example Kawashima, 2006) are of the view that inclusion in the arts has meant that policy makers and arts organisations are considering the social as well as the cultural purpose.

Sometimes social inclusion is defined by using the opposite term, social exclusion. Exclusion can be used to describe what happens when people or areas are excluded from essential services or every day aspects of life that most of us take for granted. Social inclusion refers to interlinked solutions to problems in various communities and neighbourhoods, involving low income, poor mental or physical health, disability and education as well as high rates of crime and unemployment. This project focuses its investigation of inclusion in arts, tourism, sport and recreation for people with a disability at State policy level in Victoria.

Sandell (1998) refers to social inclusion in museums as being tackled, at least in part, by the notion of audience development. Research has developed a body of literature which identifies the barriers to access found in the museum sector, enabling museums to address their institutionalised exclusion and create a repertoire of inclusive practices with which to engage with audiences and better fulfil their socio-cultural role.

Arts, Tourism, Sport and Recreation continue to be used at State policy level in Victoria as a conduit to access and inclusion; to achieve that aim, events and activities must be relevant, enjoyable, accessible and welcoming to as many people as possible. Access and inclusion may be achieved through interlinked solutions to exclusive practices in various communities and neighbourhoods.

In this report, inclusion means achieving interlinked solutions to exclusive practices in various communities and neighbourhoods, within art, tourism, sport and recreation for people with a disability. For the purposes of this project, a composite definition of inclusion, derived from discussion with the Round Table, Reference Group, and academic and service providers is adopted.

Access and Inclusion comprise of three elements: equity, access, and acceptance.

- Equity provides a person with a disability an equal opportunity to participate and may necessitate appropriate adjustments being made.
- Access means a person with a disability can enter a building, enrol in a program, join an activity or gain information in an appropriate format without loss of personal dignity.
- Acceptance is the State where everybody is regarded favourably and encouraged to fulfil their potential. Access and inclusion are epitomized by fairness and impartiality, right to entry and being regarded with approval.

There are a variety of ways of approaching the definition of **disability**. For example, disability is defined by the Australian Bureau of Statistics (2007) as 'any limitation, restriction or impairment, which has

lasted, or is likely to last for at least six months and restricts everyday activities' (ABS, 2007). The bulk of arts policy resources refer to 'models' for understanding disability, the 'medical', the 'social' model and the 'affirmation' model. The medical model is described by Walsh and London (1995: 8) as:

'the traditional perception [that] sees disability as a 'condition' to be 'cured'. Disability is perceived to be a personal calamity, resulting in a pitying, charity-based response... The onus for minimising the consequences is on the individual with a disability, with the ultimate aim of 'overcoming' disability and becoming 'normal'.'

By contrast, the social model of disability places the disability within a social context and recognises that the extent to which a person is impaired is affected by societal infrastructure and cultural and social conventions, such as building design. The social model locates the barriers to full participation in the organisation of society and calls upon society to confront and remove them. A third model of disability derives from the literature by disabled people and from within disability culture: the Affirmative model (Swain and French 200: 569). This model rejects the view of disability as tragedy (Swain and French 2000: 574), rather sees the disability as an advantage which affords them insights, experiences and understandings not available to 'abled' people (Swain and French 200: 575). In this model, full inclusion of people with a disability into mainstream society would present benefits for all members of society, not solely for people with a disability; society is enhanced by a better understanding of the value of difference (Swain and French 2000: 578).

The *Disability Discrimination Act* (1992) defines disability, in relation to a person, as:

- (a) total or partial loss of the person's bodily or mental functions; or
- (b) total or partial loss of a part of the body; or
- (c) the presence in the body of organisms causing disease or illness; or
- (d) the presence in the body of organisms capable of causing disease or illness; or
- (e) the malfunction, malformation or disfigurement of a part of the person's body; or
- (f) a disorder or malfunction that results in the person learning differently from a person without the disorder or malfunction; or
- (g) a disorder, illness or disease that affects a person's thought processes, perception of reality, emotions or judgment or that results in disturbed behaviour.

Further comment on *Disability Act* 2006, is offered in the Policy Analysis section.

In this report the definition of disability is built upon the understanding of impairment: 'impairment is a functional limitation such as difficulty in walking or seeing; disability is the resulting loss of opportunity to participate on equal terms with people who do not have impairments due to physical and attitudinal

barriers in the community' (IFACCA, 2004). This definition makes explicit the distinction between the medical model and the social model of disability.

Similarly, the meaning of Arts, Tourism, Sport and Recreation needs clarification. There are a variety of activities that can be included under these headings, each of which can be different in target, form and purpose. Each of these terms is discussed with reference to the literature on them, and concludes with a definition resolution for this study.

Arts is another term that can mean different things to different people. The arts are considered to make a 'vital contribution to our economy, stimulating creativity and attracting tourists', in *Creative Capacity+* (2003). In the progress report towards developing a new arts policy for Victoria (2002), it is stated that the goals resonate with the priorities and strategic directions in *Growing Victoria Together*. For this project, the arts is defined as 'a purposeful activity undertaken individually, or with others, which contributes to the development or expression of creative skills of those taking part and which is undertaken in private or in public settings. Established art forms include, but are not restricted to, dance, visual arts, music, theatre, film and literature. Evolving disciplines include multi-media and online art forms' (Office of Multicultural Interests 2007). In relation to inclusion, people engage with the arts in a range of ways from active participation, such as paid employment and individual arts practice, to passive audience attendance.

Tourism refers to 'a stay of one or more nights away from home for holidays, visits to friends or relatives, business conferences or any other purpose except such things as boarding education or semi-permanent employment' (Kotler et al., 2003:12).

Sport has set and defined rules; is highly organised; is play like in nature and is based on physical prowess; depends upon specialised facilities and equipment; involves uncertainty of outcome based on skill, strategy and chance; and involves sporting contest and sporting leagues based on competition, co-operation and conflict' (Shilbury et al., 2006:12).

Recreation refers to leisure activities which are undertaken by the residents of an immediate community, as opposed to tourism which typically involves visitors from outside a particular region. Often seen in terms of a dichotomy between private tourism activities and public recreational ones, recreation is generally accepted to form one part of the wide spectrum of leisure activities, sometimes encompassing travel, sport, active and passive activities (Hall, 2003:3-7).

Desk Top Review of Literature

Rationale

In this section we provide a desk top review of relevant literature. The rationale behind the literature review was that it fell into two categories: academic literature and industry literature. Both categories are analysed as they are relevant for different reasons. Academic literature refers to refereed journal articles and books which have been produced within the academic setting as research documents. It is relevant as it provides a research base that underpins the current study. Industry literature refers to literature which has been produced by organisations whose operational activities are concerned with the four fields under investigation in this report. Literature from industry is typically produced with practitioners in mind and takes the form of instructional documents offering practical advice on how to achieve particular goals or aims. It is relevant as it provides a snapshot of what organisations are doing in the field.

The academic review identifies key journals in arts, tourism, sport, recreation and disability that are relevant to this study. While Australian literature is targeted, the nature of academic publishing is global. Hence, the literature has a global focus. The industry literature analysis focuses on Victorian and Australian industry literature on access and inclusion for people with a disability, with some analysis of industry literature in other jurisdictions relevant to this study. Gaps in both literature sets are identified, providing a framework for further discussion of requirements in the field. The section concludes by identifying the key issues and barriers that constrain the successful translation of policy into practice.

Academic Literature

An extensive search was performed. The purpose of the literature search was to identify academic literature in two areas relevant to this project: policy and seminal journals in the fields of the Arts, Tourism Sport and Recreation. This brief academic overview of the literature analyses the policy literature first and then the arts, tourism, sport and recreation literature relevant to this study.

The academic literature traces the historical and socio-political context for arts, tourism, sport and recreation over the past decade. This literature is then related to the disability literature. The search uncovered seminal journals in the fields of the arts, tourism sport and recreation, from 1996-2005. The search revealed that only 17 articles, out of a possible 1,864, addressing the subject of disability were published in these journals in the decade 1996-2005. This dearth of literature on the subject of diversity

and inclusion in key academic journals associated with the four areas of interest to this project is indicative of a significant gap in the literature in the field of inclusion for people with a disability. A detailed explanation with figures and tables analysing the outcomes of this search is attached in **Appendix 2**.

The search revealed a greater academic attention has been paid to the areas of arts, tourism, sport and recreation by scholars from the disability sector than has been by scholars from the arts, tourism and sport and recreation sectors to the subject of disability. This is not surprising. The remit of the latter journals is much wider than the remit of the former journals. However, it does present an opportunity to close the gap by publishing more research in journals specialising in arts, tourism, sport and recreation.

Finally, it is worth noting that those journals which view disability in terms of the social model and the affirmation model and have an implicit social justice background contain no articles on the subject of tourism. Tourism stands distinct from the other three areas of research as it appears that the medical model of disability is in operation there. This links with issues surrounding quantifiable access—that is, handrails and ramps—it is measurable. Less easy to measure are the social construct/social justice model and the less common affirmation model, found in operation in the areas of the arts, sport and leisure. This finding highlights the fact that tourism activities are commercially driven and thus qualitatively different to the other three areas of interest to this study. Government cultural policy is focussed on the subsidised sector and there is a significant commercial cultural sector, such as commercial theatre, over which Government has little policy influence.

Anecdotal evidence from this project suggests that there may be significant barriers in the commercial arts and tourism sectors to inclusion for people with a disability. The subsidised sector can show leadership in inclusion in arts, tourism, sport and recreation. Leadership has already been shown with the report on *Arts and Disability* (1995) by the Australia Council. In the 13 years since this report was produced, our study shows that the arts sector has developed a comprehensive understanding of inclusion. This report identifies other measures that can be taken to bring into better alignment the needs of the commercial and subsidised sectors.

Industry Literature

This section discusses the industry literature on arts, tourism, sport and recreation. Inclusion has been central to policy development in arts, tourism, sport and recreation for at least fifteen years. The social justice approach in operation in the majority of sport, arts and leisure bodies drives policy development in the direction of provision of opportunities for all members of the public, including marginalised and disadvantaged groups. In fact it is the social justice approach to service provision which has facilitated

the development of programs and services which are specifically designed with inclusion of marginalised and disadvantaged groups in mind. In the academic literature this is called the social construct approach to inclusion. It is evident from the industry literature that in recent years, the valuable channel to inclusion offered by sport and arts programs has been recognised and such programs are now widely used to realise an array of policy objectives. These policy objectives include social inclusion, skills development for prisoners, urban regeneration, education, employment, wellbeing, mentoring and national and international identity (Green 2007). This report focuses on the social inclusion for people with a disability from arts, tourism sport and recreation industry literature.

The arts sector has been particularly active in the area of inclusive practices. At the national level, the Australia Council has a wide range of independently produced literature which covers a range of inclusion issues in the wider community, including indigenous participation, cultural diversity and arts and disability. Building on a strong foundation laid by the extensive research project, *Arts and Disability* (Walsh and London, 1995), the Australia Council has produced a number of informative and educational research papers. In the area defined as 'Disability and the arts', the Australia Council's publications include the aforementioned *Arts and Disability* (1995), *Access All Areas: Guidelines for marketing the arts to people with disabilities* (1999), *Art and well being* (2004), *Disability Fact Pack* (1998) and *Making the Journey-arts and disability in Australia* (2005).

Among the many recommendations made by Walsh and London (1995), was the notion that, rather than assign the responsibility for ensuring equal participation for people with a disability in the arts to a specialised body within the Australia Council, it was essential that responsibility be shared among all boards operating under the auspices of the Australia Council. In this way inclusion becomes part of the general culture of the organisation rather than an addendum to the Council's activities. It was recommended that organisations be offered incentives to ensure inclusion be made a central tenet of arts organisations' policy and that the Council itself ensure that it provided an appropriate model from which to lead the field. The report further underlined the importance of dialogue with people with a disability to ensure that programmes are developed and implemented which meet their express needs and wishes.

Access All Areas: Guidelines for marketing the arts to people with disabilities (1999) is a document which aims at providing arts organisations with the information required to successfully include people with a disability in their marketing strategies. It begins with the premise that developing and implementing inclusive policies leads to a 'win-win situation' as not only will the organisation's audience be expanded, providing economic and social benefits to the organisation, there will be social, artistic and individual benefits for people with a disability. The importance of community consultation is

reiterated, and practical, informative discussion and recommendations are offered in order to facilitate organisations' adoption and engagement with inclusive policies. Further, a detailed description of resources available to arts organisations is offered which includes information about training, access tools and specialist services.

Making the Journey-arts and disability in Australia (2005) uses case studies of 12 arts organisations to highlight innovative approaches to inclusive practices and the removal of barriers to participation. The organisations are located around Australia in remote, regional and urban areas and are of varying size. Using verbatim quotes from the practitioners involved endows the report with an authenticity which is invaluable in its capacity to inspire other organisations to adopt similar practices and approaches. Projects included in the report involve varying areas of the arts, including visual arts, theatre and dance. Outlining public outcomes and offering conclusions for each of the case studies examined, the report offers invaluable insights for inclusion policy in the arts. For example, *Open Art ACT* is a program designed for people with a mental illness to become involved in the arts. It was concluded in this project that the origins of the project's funding presented an issue: the program operated much more successfully as a community program rather than a mental health program as there was more flexibility for practitioners to adapt to the users' needs within a community framework. This important finding highlights the salience of a broad community-wide response to inclusion, rather than an ad hoc approach to meeting the needs of people with a disability. The case studies accentuate the possibilities for improvement at both an individual, personal level and at a community-wide level in terms of quantifiable access issues and less easily measured inclusiveness.

The Australia Council also produces a wide variety of research papers, reports and guideline documents in the area of cultural diversity aimed at further enshrining the notion of inclusion throughout the community.

At the State level, Arts Victoria also produces research in the field of the arts and regularly reports on the progress of policies designed to improve access. *Arts Look*, *Arts Count* and *Arts View* are regularly produced reports which assess the state of the arts in Victoria. In harmony with the concept that inclusion issues inform all aspects of the organisations' activities, Arts Victoria does not have specific policy designed to address the needs of people with a disability. Rather, policy is designed to include all members of the community, irrespective of their disability, cultural and socio-economic status. There are however, specific programs designed to address various community members' needs and these are reported on regularly with a view to ensuring that practitioners, consumers and other interested parties are kept well informed of the progress the various projects and programs in terms of their success factors and participation levels, as well as their benefits for their intended recipients.

Inclusion is enshrined in Arts Victoria policy and program development and regular articles in the abovementioned publications report on various aspects of their implementation in the arts sector of the community.

Arts Victoria's *Disability Action Plan* underpins inclusion related policy in Victoria. Arts Victoria is committed not only to adhering to the goals of the *Disability Action Plan*, but also to maximising the opportunities to people with a disability at all levels of engagement with the arts. Arts Victoria's *Disability Action Plan* describes four objectives which address issues around disability and target both the medical and the social construct models of disability. Drawn up following extensive consultation with representatives from each division of Arts Victoria and members of Arts Access, the peak arts body for people with a disability, the Arts Victoria *Disability Action Plan* defines and outlines the issues at stake and then goes on to provide clear strategies with attendant actions required, the organisation or division responsible for implementation and timelines in which the action be implemented. Performance measures are also included and represent targets and outcomes which can be monitored by external sources, therefore providing ongoing feedback on how the policies and strategies are progressing.

Sport and Recreation Victoria have produced a number of documents regarding inclusion of people with a disability in sport and recreation programs. The documents are reviewed in a separate section of this research report, however, it is appropriate to note that the Department of Planning and Community Development's strategic plans and research documents are available on the internet and provide organisations with important and pertinent information regarding inclusion policies and attendant success factors in their implementation, for example the '*Go for your life*' strategic plan.

Similarly, Tourism Victoria produces informative research documents for members of the tourism industry and the general public. These include market segmentation documents, industry breakdown information, media releases and strategy documents. The *Victorian Accessible Tourism Plan 2007-2010* (draft) is the product of a steering committee made up of representatives from a range of organisations concerned with ensuring inclusion for people with a disability and members of key tourism organisations. The document details strategies designed to enshrine inclusion for all members of the public, highlighting the economic advantages of doing so. The plan seeks to raise awareness, identify key areas for change and seek feedback from consumers with a view to continually revitalising its interaction with consumers and providing adequate and appropriate responses to issues raised. The plan is still a work-in-progress and will benefit from critical review from tourism operators. However, even in its incomplete form, the researchers consider that this is a well constructed document. It

recognises the commercial imperative of the tourism industry and structures much of its message in operator benefit terms but contemporaneously delivers a message about inclusion for people with a disability.

Conclusions from Literature Review

The review of academic and industry provided a platform which identified key issues and barriers that academics and practitioners consider constrain the successful translation of inclusive policy into practice. The first of these is the use of arts, tourism, sport and recreation as agents of social change. The second is the physical and attitudinal barriers to policy implementation. The third and final conclusion from the literature review is the need for quantitative research on inclusion. Although many of these issues are not newly identified in this research, they are extant: a point which is noteworthy in itself. Each of these three conclusions is discussed below.

Success Factors

Arts, tourism, sport and recreation as agents of social change using 'champions'

Academic literature suggests that arts and recreation organisations can promote and champion social change (Newman and Mclean, 2004; Haynes, 1999). They can do this by promoting the value of difference, the positive contributions marginalised groups can make and raising the profile of the arts and recreation in the wider community (See for example the ABC TV production *The Choir of Hard Knocks*, 2007). Practitioner literature supports the academic finding. For example, collaboration between Sport & Recreation Victoria and the Wimmera Mail Times led to the production of *Stories About Ability* (2004), a photographic exhibition and publication featuring articles about ten young people with a disability engaging in sport and recreation activities. Another example, *Look At Me: A Photographic Exhibition of Young People with a Disability* aims to do this by presenting an exhibition of people with a disability by people with a disability (Youth Disability Advocacy Service, 2007).

Barriers to policy implementation

A number of studies identified barriers to policy implementation. Barriers identified in the literature include lack of clear institutional policies, physical, economic and attitudinal barriers, need for training and consultation, need for planning, need for access to networks and need for large robust quantitative studies. A brief overview of the important aspects of these studies relevant to this report follows.

Institutional Policies

One study found the most significant barrier to participation in physical activities amongst their research group of six focus groups of people with an intellectual disability was a lack of clear policies on the part

of the institutions in which they live, followed by staff training and support to facilitate such programmes (Temple and Walkley, 2007). A decade earlier a study undertaken in Queensland cites transportation and again staff training as being major barriers to participation (Patterson et al., 1996).

Physical, Economic and Attitudinal

In the area of tourism, the academic literature stated that barriers to policy implementation are physical, economic and attitudinal (Darcy, Darawulla and Pheroza, 1999:3). The draft *Victorian Accessible Tourism Plan* (Tourism Victoria, 2007) identifies similar barriers to travel, including access to accurate and appropriate information, few options in terms of mode of transport—an issue which has financial corollaries, and problems with accommodation being just a few of the issues highlighted by the draft Plan. Clement (2006) discusses the gap between policy developed at a Governmental level and its application at the broader community level. Clement makes a number of provocative points about the challenges of implementing social inclusion policy. Victorian Government literature picks up this point. For example, the *State Disability Plan* acknowledges that ‘making the Victorian Government’s vision a reality involves challenging the way Victorians think about disability’. Clement considers that in this context, an invitation to be inclusive is one that some people may refuse. He argues that it may be the case that profound intellectual impairment may never be the type of diversity that is embraced or celebrated by society. Although the rhetoric of ‘celebrating diversity’ is intended to be attractive so that it makes a favourable impression on people’s hearts and minds, the everyday experiences encountered by family members and frontline staff means that for some of them it is devoid of the qualities its authors ‘apparently’ think or hope it possesses (Clement, 2006:6-7). Moreover, Clement makes the further provocative point that policies of social inclusion have not been a response to popular demand. There have not been mass demonstrations of non-disabled people demanding that disabled people have access to sports centres, cinemas, cafés or supermarkets (Clement, 2006:7). Effectively Clement is saying that to obtain wide public acceptance of social inclusion policies takes time and considerable resources for behavioural change to occur. Behavioural change is difficult to produce. Examples include the long campaigns to change driver behaviour, such as the wearing of seat belts or the ‘Drink Drive Bloody Idiot’ message, which both required sustained education, social marketing and enforcement. Clement’s view is particularly relevant regarding psychiatric disability; people with a mental illness are subject of considerable stigma. The Victorian Department of Health Services and PDRSS agencies such as the SANE and the Mental Illness Fellowship commit considerable resources to combating such negative attitudes. Notwithstanding these information campaigns, stereotyping and misconceptions about people with mental illness and its concomitant disability continues. Even more effort will be required if we are to produce community cognitive change regarding people with psychiatric disability. Further, in regard to improving inclusion for people with psychiatric disability in the Arts, Tourism, Sport and Recreation sectors, specific education regarding mental illness is required.

Barriers to policy implementation can also be created incidentally. For example, in Britain the *Heritage Act* conflicts with the *Disability Discrimination Act* (1992) in that the cost to modify heritage listed buildings to meet the needs of physically disabled people are too great for many operators, yet the social inclusion policies and initiatives which inform the *Discrimination Act* require that they undertake changes to ensure inclusion for all (Goodall et al., 2004).

McKercher et al (2003) assert that barriers can be erected before people have even left home in the tourism industry, with travel agents being central to the inhibition or facilitation of travel due to lack of knowledge of travel needs for people with a disability. Darcy, Darawulla and Pheroza (1999: 3) cite a lack of accuracy in tourism operators' information as a factor which can have serious negative impacts upon people with a physical disability's enjoyment of a tourism experience. The researchers have experienced this barrier personally in their travels when seeking to find authentic Indigenous tourism experiences. Travel agents have been unaware of the experiences available and thus not able to recommend them for the 'art tourist'.

Training, Services and Consultation

A potential barrier to policy implementation has been cited as a shortfall in training and professional services and inadequate consultation with potential participants. Stumbo et al (2004) argue that therapeutic services, which they assert are based on the premise of client need, are best administered by professionals who specialise in the particular needs of people with a disability. Barnes, Mercer and Shakespeare (2002:168) assert that barriers in other areas are entrenched in policies which approach disability from a purely medicalised standpoint. This view is echoed by Fullagar and Darcy (2004) in their opposition to the creation of an Australasian therapeutic recreation association, who argue that social exclusion and oppression of disabled people is largely as a result of how society operates to create disabling conditions for people with a disability, rather than arising out of the disability itself. The focus of programmes designed and implemented within the therapeutic recreation programmes and services positions people as passive recipients of intervention, observation and regulation, rather than as individuals within their own right (Fullagar and Darcy, 2004:98). Clement (2006) asserts that the successful delivery of inclusion programs depends not only the quality of the design of the program, but also on the organisation's capacity to deliver the program, highlighting the significance of high quality training for participants.

Planning

Stumbo and Pegg (2004) assert that inappropriate planning for physical activity limits the extent to which people with a disability are encouraged to participate, citing the need for a range of physical

activities to be included in a leisure exercise regimen. Stumbo and Pegg (2004) call for accessible, effective, safe and enjoyable programs to be designed which specifically address the needs of the disabled community.

Lack of Access to Networks

Many people with a disability are on low incomes, lack access to transport, and have poor social networks and lack confidence. It can be argued that it is these factors as much as their disability, which restricts their access to arts, leisure, sport and recreation (Aitchison, 2003; Beart et al, 2001).

Robust Research

It has been cited numerous times in the literature that there is a need for robust studies on inclusion for people with a disability in arts, tourism, sport and recreation as most studies are small, qualitative studies with a focus on employment opportunities for people with a disability. This means that there is a gap in large, quantitative and longitudinal studies scoping the field and especially linking policy to practice (Chalip, 1995). There is little if any quantitative research to measuring the level of involvement and engagement of people with a disability in arts, tourism, sport and recreation. The benefits of such research are that it would provide systematic and quantifiable perspectives and attitudes of people with disabilities on how engaged they are with social activities, their contribution to arts, tourism, sport and recreation and their advanced understanding of the level of connection of people with disabilities to the broader community. The study could also evaluate the benefits of participation from the perspective of people with a disability in specific arts, tourism, sport and recreation programs in order to maximize inclusive practices.

In spite of the difficulty in gaining data from people with disabilities and their families, data collection could include self-administered questionnaires, mail questionnaires, and in-depth interviews to maximise the response rate. A sound sampling strategy, research design, and reliable and valid research instruments for the above would provide excellent evidence-based data for policy makers and other stakeholders.

Recommendations from the literature review include:

- The need for institutional policies on disability inclusion
- The need for accurate, appropriate information on tourism and travel, including transport and accommodation needs for people with a disability
- The need for a major quantitative study, using ABS data and data collected from people with a disability, measuring the level of involvement and engagement of people with a disability in arts, tourism, sport and recreation

- The Victorian to continue to foster and develop the arts, tourism, sport and recreation sectors as conduits to social inclusion
- The development of targeted intervention strategies to address barriers to inclusion
- The Victorian Government implement long term behavioural changes campaigns regarding inclusion for people with a disability, using a combination of education, social marketing and enforcement
- The Victorian Government examine the social constructs of successful social change and develop strategies evolving from such a study addressing inclusion for people with a disability
- Social ecological issues be incorporated as a holistic approach to addressing inclusion
- The Victorian Government commission large scale, longitudinal quantitative linking policy to practice

The value of these studies is that they will provide the perspective of people with a disability on their needs in tourism and travel, as well as engagement in arts, tourism, sport and recreation.

Three critical success factors which flow from the literature review are:

- The need for a sound and well researched social marketing campaign in order to overcome physical, economic and attitudinal barriers to social inclusion
- The need for education of people in the community about social inclusion
- The need for education of program delivery people in the importance of sound research bases for their programs

Desk Top Review of Policy

Rationale

Our systems analysis of policy showed that there is an innovative and progressive policy environment operating in Victoria at State Government level. Victorian Government inclusion policy is based on contemporary schools of sociological theory, commonly used to guide policy formation for community inclusion, namely: Parsons' (1968) integration theory; Putnam's (2000) community theory; and Bourdieu's (1990) inclusion theory. Each of these theories is explained briefly as is their relevance to the Victorian Government's social inclusion policies.

Parson's (1968) integration theory's basic concern is for social order and the manner in which marginalised people are brought into and controlled by the society. Governments are mandated to provide policy for all of the people within their jurisdiction. The Victorian Government's inclusion policy is designed with the explicit aim of ensuring people with a disability are included in all aspects of society as is their right as citizens of Victoria. Robert Putnam (2000) writes about a weakening of society's social capital due to a decline in the fortunes of voluntary associations with their integrative and democracy-promoting functions. From this paradigm, social integration is important as segregation impairs social cohesion. The importance of social cohesion is recognised by the Victorian Government's endeavour to bring about integration of traditionally marginalised groups through implementation of inclusive policies. Bourdieu's (1990) work emphasizes how social classes preserve their social privileges across generations. Aesthetic preferences are taught to members of social strata at a very early age. The Victorian Government's inclusion policies challenge these learnings in instigating its culture of inclusion.

The rationale for the desktop literature review was four-fold. First, the systems framework of policy analysis is explained. Next, the key role of Victoria's *Disability Act 2006*, one piece of Victorian Government legislation is summarised. This legislation shows the progressive nature of the Victorian Government framework and it post-dates much of the policy analysed. It is therefore important to the framework and should influence policy reviews as they take place. Third, key Victorian Government policies are analysed. In analysing the policy documents, their uneven status, due to their various implementation dates, progressive updates of others and draft form of another, is referred to.

Fourth, we provide detailed analysis of two policies, *Creative Capacity+* and *Sport and Recreation Victoria Strategic Plan 2005-2010*. *Creative Capacity+* was developed in 2003 before the

implementation of the Victorian *Disability Act 2006*. *Creative Capacity+* is now being refreshed via extensive community consultation as part of the policy development process. This process is not yet complete. Consequently the analysis presented in this research occurred before the refresh process was initiated. Similarly *Sport and Recreation Victoria's Strategic Plan 2005-2010* predates the *Disability Act 2006*. It is recognised that the *Plan* cannot include references to the Victorian *Disability Act 2006*.

These two policies are analysed in detail in this section. They are then able to be compared to the two case studies presented later in the report. This approach facilitates the creation of a link to the detailed analysis of two policies to critical success factors and key issues and barriers associated with policy implementation that are relevant to the study.

Framework

This project takes a systems approach to analysing policy. The systems approach is explained now. An element of the policy environment is the relationship between legislation, policy makers and program delivery people. Such relationships are sometimes reported as problematic (Chalip, 1995) or at other times not demonstrating causal links from policy to implementation (de Bosscher et al, 2006). These concerns have led to a systems approach to policy and implementation studies at the macro, meso and micro levels in order to identify the determinants of policy implementation success. Policy analysis is a rapidly expanding and emerging interdisciplinary study area (Chalip, 1995; Hecló, 1972). It has developed in arts management and sport management, social work and political science over the last three decades. This brief overview does not attempt a definitive survey of the field but rather explicates two useful approaches to policy analysis of relevance to this report. Using case studies for policy analysis is wide spread, notwithstanding their well-known limitations (Yin, 2003). Policy case studies are used as observed phenomena relevant to the general question of policy implementation. More recent studies take a systems approach to policy analysis (de Bosscher et al, 2006) or a content analysis approach to policy analysis (Chalip, 1995). Content analysis focuses on words, sentences and pictures, scouring them for meaning through interactions and foci of attention. A systems approach categorises policy according to levels of relevance. A systems framework was considered appropriate for this project as it allows an implementation framework to be developed in order to consider drivers of success and barriers to them at the meso level. Content analysis provided the micro level policy analysis within that framework. This report uses a combination of the two approaches.

The macro level includes the social ecology and cultural context in which people live: their economic welfare, population, geographic and climatic variation, degree of urbanisation, political system, and cultural system. The meso level includes policies developed to effect change and in response to the social ecology. This is the level at which policies may influence implementation. The micro level

includes individuals, such as artists, athletes, coaches, friends, parents and such like. At this level, some factors can be controlled (such as funding provision, targeting of programs and their delivery, sports training techniques and tactics) and others not controlled (personal differences) (de Bosscher et al., 2006:186).

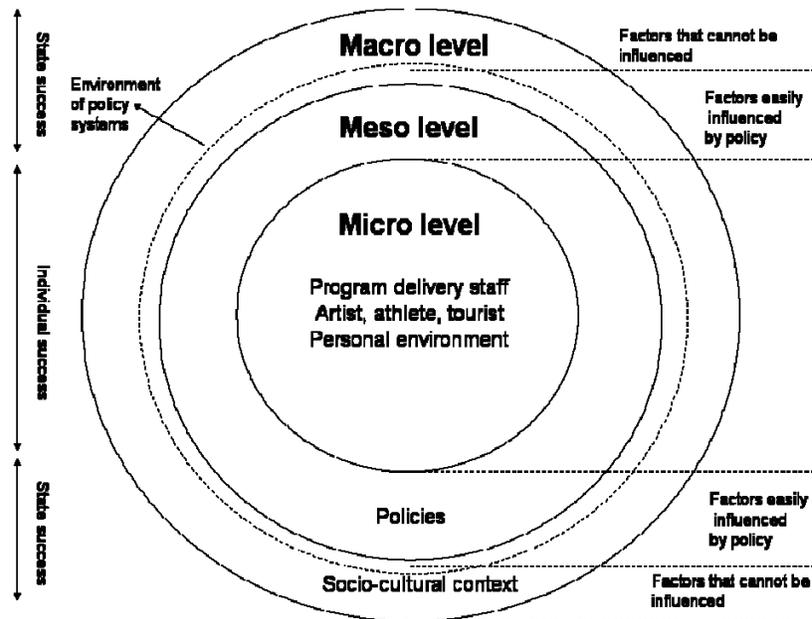


Figure 1: Systems Analysis by Level

In this project, the overall success of policies is analysed at the meso level and of their implementation at the micro level. Analysis of legislation is seen to be a macro level of analysis. There is some overlap between the three levels as not one level operates in isolation. The levels of analysis and the role of policy and likelihood of policy influencing implementation by service providers is illustrated in the model, modified from de Bosscher et al (2006). The systems approach to analysis by levels is illustrated in the figure. The three circles represent the macro, meso and micro levels of analysis, with the dotted line encircling the two levels at which policy analysis can affect implementation.

As Australian Governments at various levels are moving toward the development of socially inclusive policies and implementation, this report postulates there are five 'pillars' upon which inclusion rests. While a progressive Government social policy is critical, the researchers consider that there is interdependency between the five pillars: Community Partnering; Education; Social Marketing; Resources; and Quality Assurance. These pillars are derived from both the desktop literature review and the case studies undertaken for this study. The interdependence of these factors is discussed under the section of this report addressing worker and program capacity building.

Victorian policy framework

The Victorian State Government has adopted a progressive social framework aimed at creating a fairer, more equitable and just society. The philosophy underpinning this approach to social citizenship is embodied in a number of key policies including *Growing Victoria Together* (2001), *A Fairer Victoria* (2005) and the legislation, *Disability Act 2006*. This philosophy expresses the Victorian Government's vision for an inclusive community that balances economic, social and environmental actions and will benefit all Victorians by expanding their opportunities and improving their quality of life.

The key values inform the development of policy that is expressed in other important documents including the *Victorian State Disability Plan 2002-2012*, *New Directions for Victoria's Mental Health Services: The Next Five Years (2002)*, *Sports and Recreation Victoria Strategic Plan*, the *Victorian Accessible Tourism Plan* and *Creative Capacity + Arts for all Victorians*. Collectively, these policies are based on a philosophy of inclusion to assist socially marginalised people to exercise their rights and responsibilities of citizenship. Each of these policy documents provides guidance to strategically enhance the access and inclusion for people with a disability across the Arts, Tourism, Sport and Recreation domains in Victoria. Each policy document will be examined in that context at the meso level.

Victoria: Disability Act 2006

Effective 1 July, 2007 the *Disability Act 2006* introduced new legislation for people with a disability in Victoria. From a policy perspective, this is a radical piece of legislation in the sense that it establishes the rights of people with a disability in a new light. Older legislation used to view disability from paradigms such as the 'medical model' and 'social model'. The *Disability Act 2006* takes a fresh approach and looks at an 'inclusive model' under which people with a disability have the same rights and responsibilities as other members of the community. The Act takes a socio-political view of disability.

Briefly, the medical model situates the 'problem' in the person with a disability. They must be made to fit into the 'normal world', through some adaptation process; if the adaptation is not possible, the person is excluded (Fullagar & Darcy, 2004). They are institutionalised or isolated at home and only have their basic needs supported by the State. The key focus of the medical model is impairment, rather than the needs of the individual. Little real consultation takes place; rather the professional makes judgements how best to look after the person with a disability. Hence, this approach leads to the establishment of special workshops, special schools and institutions.

The social model acknowledges that an individual impairment exists, and that such impairments can present difficulties but that exclusion and oppression is a construct created by society. That is, discrimination is socially created and has little to do with the individual's impairment. Society's fear, ignorance and prejudice create barriers to participation through discriminatory practices. Needless to say, statistics tell us that discriminatory practices in organisations are still a significant problem in the workforce (EEOC, 2006).

The *Disability Act 2006*, from our analysis, takes a fresh approach, which we term a socio-political 'inclusive model' within which people with a disability have the same rights and responsibilities as other members of the community. We define the inclusive model as the theory that seeks to redress discrimination, and recognises that people with a disability are an integral part of society. Individuals have a right to participate in all aspects of social, economic and political life to the extent they wish. People with a disability are to be consulted appropriately, and their personal views respected. We view this principle vital for organisations to re-conceptualise the meaning of inclusion.

Underpinned by inclusive theory, the Victorian State Government has adopted a progressive social framework aimed at creating a fairer, more equitable and just society. The philosophy underpinning this approach to social citizenship is embodied in a number of key policies. This philosophy expresses the Victorian Government's vision for an inclusive community that balances economic, social and environmental actions and will benefit all Victorians by expanding their opportunities and improving their quality of life by working collaboratively with communities to foster inclusion.

The *Act* articulates principles for people with a disability with an emphasis on participation, inclusion and respect. The *Act* also recognises the critical role played by families in support of people with a disability. Services that support the quality of life for a person with a disability are informed by the expressed needs of the individual. The *Act* identifies that where possible the capacity building within the individual and with familial supports should be achieved. The rights of people with a disability are paramount and they must be provided with information that explains their rights in language and format that they are most likely to understand.

The *Act* is connected to the *Victorian State Disability Plan 2002-2012* and emphasises the importance of people with a disability being included and participating in their local communities. This legislation is socially progressive as it looks at services for people with a disability as part of a continuum of entitlement founded on a principal of inclusion in community and community activities. However, it is underpinned by the right of people with a disability to have control over their lives.

The *Act* recognises that people with a disability have the right to full participation in all aspects of community life and should be supported to exercise those rights. The *Act* celebrates that people with a disability are entitled to exercise choice and self-determination and to be treated with dignity. Moreover, disability is recognised as just part of the diversity of Victoria's community and values that diversity for the contribution it makes to Victoria's society.

At the core of the *Disability Act 2006* the legislation recognises that people with a disability have a fundamental right to be included in all aspects of community. Moreover, where specific support is required to exercise those rights, then people with a disability must be central to that decision. Other jurisdictions are currently examining the progressive, inclusive social philosophy and framework encapsulated in the Victorian *Disability Act 2006* and it could well establish 'inclusion' as the preferred model for disability policy and legislation nationally. The Victorian *Mental Health Act 1986* provides a legislative framework for the care, treatment and protection of people with a mental illness in Victoria. The *Act* recognises the rights of people with a mental illness in a therapeutic sense; it does not address issues of inclusion, self-determination etc as provided for under the *Disability Act 2006*. While review of the *Mental Health Act* was beyond the agreed scope of this project, the researchers consider that either the *Mental Health Act* should be amended to reflect the current inclusive social policy approach embodied in the *Disability Act 2006* or the *Disability Act* be amended to specifically include people with a psychiatric disability.

Growing Victoria Together 2000-2010

The document, *Growing Victoria Together* (2001) outlines how the Victorian Government intends to address important social, economic, health, education and political issues over the decade 2000-2010. The document identifies a number of Victoria's strengths; the most important for this study are: a vibrant cultural life; magnificent national parks and coastlines; a population rich in cultures and languages; and a proud tradition of community participation. The document sets out eleven strategic issues and priority actions needed to address them. The most relevant strategic policy issues germane to inclusion for people with a disability in art, tourism, sport and recreation are 'building cohesive communities and reducing inequalities' and 'promoting rights and respecting diversity'.

In terms of cohesive community building, the Victorian Government recognised that inequality and disadvantage unfairly undermines the opportunities of families and communities. Arguably, people with disability are more socially marginalised than most Australians. Further, in regard to respecting diversity, the Victorian Government recognises that heterogeneity of culture, language and ability strengthens the State's social fabric. Interestingly, although *Growing Victoria Together* lists developing a fairer society

that reduces disadvantage and respects diversity as a goal, people with disability are not identified as discrete target group for interventionist strategy. Nor are people with disability mentioned in the policy's progress measures. In terms of addressing inclusion achievements for people with a disability, the Government ought to consider this a specific goal and establish performance indicators.

A Fairer Victoria

The Victorian Government released the report *A Fairer Victoria* in 2005 and has since produced annual updates in 2006 and 2007. The Victorian Government developed the document in recognition that despite a robust State economy and investment in social capital projects that some people still experienced disadvantage. According to the document, *A Fairer Victoria* is designed to create opportunities for all Victorians. The Government committed to five key objectives: access to universal services; reducing barriers to opportunity; support for disadvantaged groups; support for disadvantaged areas; and making it easier to work with Government. These objectives reflect the Government's commitment to social justice and inclusion for all Victorians and identify the critical areas through which the policy objectives may be implemented.

The 2006 and 2007 updates indicate that the Government has made considerable progress in several areas and has action plans in place for other areas, such as improvements to enhance transport services for people with restricted mobility. Another downstream benefit in terms of improving the employability of people with a disability is the reported expansion of support services to assist students with a disability to succeed in school. In this education and employment context, the Government has tackled discrimination through major antidiscrimination campaigns such as *Employment 4 All* and *Just Like You*. Several studies have identified accessible transport as a major barrier to community participation for people with impaired mobility or impaired vision. Under its policy of reducing inequality and providing access to services, *A Fairer Victoria 2006* reports that the Government will invest \$695m over 10 years to increase access to public transport services for people with restricted mobility, including the provision of low platform stops, better access to rail stations and improvements to V/Line passenger services. Moreover, the Government will invest \$18.3m over four years to improve transport and mobility services for people who are transport disadvantaged in regional and rural Victoria. These infrastructure and service investment strategies are practical demonstrations of the Victorian Government's commitment to inclusive policy and willingness to provide resources to achieve its social policy aims.

A Fairer Victoria 2006 report provides an activity update and records considerable progress in creating new opportunities for people with a disability. Importantly, much of the change activity has occurred in conjunction with Local Government and community organisations. This is a powerful demonstrator of

the Government's social policy of working through local organisations to strengthen communities. The Government has actively encouraged more individually-focused support to ensure Victorians with a disability have more control over their own lives. To underpin this approach, the Government has introduced new disability legislation and bolstered the role of the Public Advocate to reduce disadvantage experienced by Victorians with a disability. These actions are in line with the Victorian Government's policies of increasing access to services, reducing barriers and enhancing individual and community capacity, and are also in step with the Government's policy of assisting individuals to build their personal capacity, through engaging them in the decision making process. These positive steps to improving equity and access are articulated in the *Victorian State Disability Plan 2002-2012*. One significant action under that plan has been the establishment of the Office for Disability situated within the DPCD.

A Fairer Victoria also aims to increase support for mental health services. While much of the Government's commitment to this area is concentrated in improving acute hospital care and expanding community mental health clinical services, it also recognises the important role to be played by the Psychiatric Disability Rehabilitation and Support Service (PDRSS) sector. These non-clinical community agencies assist people with serious mental illness through the provision of psychosocial support services. PDRSS Day Programs in particular assist people with a psychiatric disability reconnect with their communities through a range of arts, sports and recreation activities. Just as importantly, the PDRSS sector is actively engaged in campaigns to redress the stigma associated with mental illness and to counter much of the misinformation and fear about mental illness in the community. These two approaches involving community participation and promotion of community awareness will lead to better inclusion in community activities for people with a psychiatric disability. *A Fairer Victoria 2006* report indicates the Government's increased funding support for the PDRSS sector. Increased resourcing of the PDRSS sector is consistent with the Government's social policy of assisting disadvantaged individuals and groups to improve their personal capacity and to support them to become more involved in community activities.

A Fairer Victoria 2007 report indicates that throughout 2006 the Government continued to support and provide tailored services to meet individual needs of people with a disability and would carry this approach forward. The report highlights a number of strategies and achievements directly or indirectly affecting the capacity of people with a disability to participate in arts, tourism, sport and recreation activities. The Victorian Government's social policy recognises that access to universal services is the foundation for addressing disadvantage in the community but accepts that currently not all Victorians have equal access to services that meet their fundamental needs, nor, do all Victorians currently have the personal resources to exercise their social citizenship.

A Fairer Victoria aims to ensure that Victorians with a disability can participate fully in community life and that services for people with a disability provide them with maximum choice in the way they live their lives. Government programs and actions are designed to assist people with a disability to participate fully in the economic and social life of Victoria; from a policy perspective Government actively engages people with a disability in making decisions about how they want to live their lives. To progress this aim, the Government reports that it has provided a broader range of services for people with a disability, tailored services to better meet individual needs, and an increased range of supports available to families and carers. Further, the Government reports that it has expanded the role of the Disability Advisory Council. The Government highlights their achievements regarding new opportunities for people with a disability by reference to the construction of 140 new tram stops and 150 new bus stops that comply with the provisions of the *Disability Act 2006*. Further, they claim to have provided new opportunities for people with a disability to participate in a wider range of sport and recreation activities including volunteering, coaching, administration and on-field participation. The Government social policy in action not only creates opportunity, but matches opportunity with resources, to fund inclusive, participatory arts, sport and recreation programs.

To support Government programs and services, the Office for Disability will use public information campaigns to raise awareness of disability issues by promoting the diverse achievements of people with disabilities and continue an education campaign to promote greater understanding and awareness of accessible building issues within the construction industry and the broader community.

Victorian State Disability Plan 2002-2012

The *Victorian State Disability Plan 2002-2012* outlines the Government's vision and strategies to enhance the participation of people with disabilities across a broad range of community activities. The plan reflects the values of fairness, inclusion and consultation articulated in the policy documents, *Growing Victoria Together* and *A Fairer Victoria*. The *Disability Plan* reflects the Victorian Government's social policy values that recognise the inalienable right of people with a disability to live and participate in the Victorian community. People with a disability have the same rights and responsibilities as other Victorian citizens. From a policy perspective, the *Disability Plan* aims to obviate the social and physical infrastructure that implicitly or explicitly excludes people with a disability from equal access and participation in community activities. The *Disability Plan* is built on a number of inter-related elements. These are: Guiding Principles, the values that underpin the vision; Vision, the future that the Government envisages for the Victorian community in ten years' time; and Goals, the key elements that the Government wants to achieve. Following from the goals are priority strategies and measures of

progress. These key elements are co-joined and clearly outline the future direction of Victoria's disability supports, from a policy perspective.

The *Disability Plan* takes a whole-of-government and whole-of-community approach to disability, which reflects the Victorian Government's policy of involving the key stakeholders in both decision making and implementation. The *Disability Plan* looks at all aspects of life for people with a disability, including disability supports, health and community services, recreation, education, employment, transport and housing. In this sense, the *Disability Plan* recognises that inclusion in all aspects of the individual's social ecology is important to assisting everyone to live their lives the way they want to live.

The *Plan* addresses access and inclusion for people with a disability in a number of ways. For example, by ensuring that disability supports enable and empower individuals to participate in the community and pursue lifestyles of choice. This approach is consistent with the Victorian Government's social policy of individual and community capacity building. In practical terms, it means that disability support services must work with the individual in a reciprocal way to foster self-reliance and self-determination. The Victorian Government recognises that the nature of disability is changing and that an evolutionary approach is necessary to keep pace with society's changing attitudes toward disability. The changes to the manner in which disability supports are to be delivered recognise that people with a disability are an integral part of the Victoria's society. People's rights are founded on their fundamental human rights and the principles of social justice. To give substance to those rights, the *Disability Plan 2002-2012* works progressively to increase the opportunities for people with a disability to participate in the community and pursue a lifestyle of choice. The *Disability Plan* also implements strategies to raise community awareness of disability. In this way, community attitudes towards the inclusion of people with a disability will be enhanced. To that end, the requirement for all Victorian municipal authorities to produce local disability action plans is very important. These plans should aim to build inclusive, cohesive communities with a sense of identity which provide access to a comprehensive range of services and facilities that meet the needs of a diverse population.

The *Victorian State Disability Plan* has four Guiding Principles, these are:

The **Principle of Equality** recognises that people with a disability are citizens who have the right to be respected and the right to have equal opportunities to participate in the social, economic, cultural, political and spiritual life of society. As citizens, people with a disability also have equal responsibilities towards Victorian society and should be supported to exercise these. This policy approach is founded on a principle of mutually supportive social justice.

The **Principle of Dignity and Self-Determination (Choice)** is about respecting and valuing the knowledge, abilities and experiences that people with a disability possess, supporting them to make choices about their lives, and enabling each person to live the life they want to live. Moreover, through the exercise of individual choice and self-determination, all Victorians are able to contribute to the collective community development and capacity building.

The **Principle of Diversity** is about recognising and valuing individual difference. Inclusive societies are strengthened by the diversity of their populations and by the contribution that each person makes to the social, economic, cultural, political and spiritual life of society. Heterogeneous communities are able to celebrate diversity and to enjoy the contribution that people of differing abilities bring to a community. However, it is also important for diverse communities to share values.

The **Principle of Non-Discrimination** implies that all persons have the right to live their lives free from discrimination. This means that society must set right all forms of discrimination—including both active and passive forms of discrimination, and unfair and outdated standards, laws, policies and practices. It also means recognising and valuing people's differences. Failure to embrace these differences is discriminatory. The Victorian Government's commitment to this policy guideline reflects its overarching commitment to eradicate discrimination in its various forms.

These guiding principles, when effectively applied, have huge potential to lift participation and inclusion for people with a disability across a broad spectrum of community activities. From a social policy perspective, it is evident that the Victorian Government is prepared to take a leadership role in moving from rhetoric to reality, and prudently recognises that actively involving people at all stages is critical. The *Plan* identifies that making the Victorian Government's vision a reality involves changing the way people think about disability, about the way they perceive community, about the instruments of disability support, and about the role of Government. The Victorian Government has developed five priority strategies to produce those changes, achieve its goals and realise its vision. The five priority strategies are: reorient disability supports; develop strong foundations for disability supports; promote and protect people's rights; strengthen local communities; and make public services accessible. The Victorian Government's implementation policy is to progressively realise these priority strategies and to actively involve people with disabilities, their carers and service providers in that process.

At present, the disability service system focuses mainly on specific programs, such as personal care, day programs and accommodation. Many of the system's resources are also directed towards

responding to crises in people's lives. The *Victorian State Disability Plan* is predicated on a social policy of providing disability supports to focus on supporting people with a disability in flexible ways, based on their individual needs, so that each person can live the lifestyle that they choose. This approach recognises that building individual capacity is critical if people with a disability are to enjoy both the rights and responsibilities of citizenship in a mutually satisfying manner. The Government recognises that many support agencies are already providing supports to people with a disability in innovative ways that maximise people's opportunities to participate in the community. The Government will be examining ways to acknowledge these innovations and to share them with others, so that everyone can benefit from the changes that are taking place. By following this consultative approach, the Victorian Government plans to facilitate improved involvement and inclusion for people with disabilities as an integral part of their communities. In this manner, their participation in social, sporting and recreational activities will be seen as part of the continuum of societal differences and disability in its various forms; another valued dimension to the Victorian community. Further, Victorian Government social policy is committed to building more inclusive communities, by reducing inequalities and disadvantages which undermine some people's opportunities to take part in community life. The Victorian Government will do this utilising its policy of working through partnerships with Local Governments and local communities.

New Directions for Victoria's Mental Health Services: The Next Five Years (2002)

In 2002, the Victorian Government released its *New Directions for Victoria's Mental Health Services: The Next Five Years* paper. This document is largely focused on acute and community clinical services but also bolsters support for community non-clinical psychosocial rehabilitation support services and it is shaped by Government's overall social policy framework as outlined in *Growing Victoria Together* which seeks to reduce inequality and disadvantage, protect human rights and respect diversity. Further as indicated under the discussion on the *Disability Act 2006*, the social policy legislation caught by that act should also be introduced into the *Mental Health Act* to ensure that inclusion for people with a psychiatric disability is also covered.

The *New Directions* paper acknowledges that there is a need to improve responses to consumer and carer needs and to increase the availability of PDRSS. As indicated earlier, such services support people with a psychiatric disability through psychosocial rehabilitation programs which encourage the development of inter-personal skills, daily living skills by engaging in social activities including arts, tourism, sport and recreation. From a policy perspective, expanded psychosocial rehabilitation services will assist people in need to better exercise their rights of citizenship and assist them to more fully participate in mainstream social and economic activities. Further, the State Government's funding of programs such as VicHealth's comprehensive mental health promotion plan improves the community's

understanding of mental health issues enhances social connectedness, identifies the value of diversity, diminishes discrimination and improves the overall social and economic participation for people with a psychiatric disability (DHS, 2002:11). This positive mental health promotion initiative is in line with the Victorian Government's policy of fostering inclusion.

The Victorian Government is strongly committed to providing mental health care in the community and to supporting psychosocial rehabilitation programs which will assist people with a mental illness to participate more fully in a range of community activities. While this approach is founded on the basic principles of psychiatric rehabilitation, which seek to improve individuals' skills and to provide environmental support, they are also practical examples of State Government's social policy with its commitment to inclusion and equality of access for all Victorians. Moreover, the Government is also committed to redressing the stigma associated with mental illness and supporting community awareness campaigns. The Government recognises that a quality workforce is important and has allocated funding to address the training needs in the PDRSS sector, with particular attention to further education and national competency standards. This additional funding has resulted in increased training and professional development opportunities for PDRSS workers; which in turn have improved psychosocial outcomes for consumers and carers, including improved participation rates in community activities. The Victorian Government's commitment to social policy in action is reflected in three inter-related schemes funded through Vic Health: the Community Arts Participation Scheme; and the Arts and Environment Scheme and the Audience Access Scheme. These schemes provide funding to various Local Government and local community organisations to promote mental health and wellbeing in communities, with a particular emphasis on engaging socially marginalised people, including people with a disability, in their activities (www.vichealth.vic.gov.au).

Sport and Recreation Victoria 2005-2010

In 2006, the Department for Planning and Community Development (DPCD) was created to closely link planning with community development to build active, confident, and inclusive communities. Sport and Recreation Victoria (SRV) is now situated within DPCD which is a clear demonstration of the Government's appreciation of the role that sport and recreation plays in an active and healthy community life.

The *SRV Strategic Plan 2005-2010* is strategically linked to the Victorian Government's social inclusion policies expressed in *A Fairer Victoria* and in *Growing Victoria Together*. The *SRV Plan* articulates the role that sport and recreation can play in bringing to fruition, the Government's aims of reducing disadvantage (SRV, 2005:10). Moreover, the *SRV Plan* recognises that diversity of participation in sport and recreation is an important indicator of people's involvement in their communities. The *Strategic Plan*

states that it provides a way forward for SRV to work in partnership with the sport and recreation sector to build an inclusive, collaborative and strong sector, supporting a more active Victoria. From this policy perspective, sport and active recreation are valuable instruments for social inclusion.

SRV lays out four strategic directions for sport and recreation in Victoria: Active People, Active Communities; Building Capacity for Tomorrow; Collaboration for Development; and A State of Achievement. These strategies all have potential to improve participation and inclusion for people with a disability. Throughout the *SRV Strategic Plan* it is evident that the operationalised plan reflects the State Government's social policies of working with and through all levels of Government and the broader community to redress barriers to participation in sport and recreational activities for all Victorians. The *SRV Strategic Plan* is informed by the inclusive policies expressed in other documents such as *Growing Victoria Together* and *A Fairer Victoria*. In that regard, the *SRV Strategic Plan* may be viewed as an instrument of progressive social policy. As indicated earlier in this report, *A Fairer Victoria* is specifically aimed at reducing the incidence of disadvantage, while *Growing Victoria Together* links Government activities and departments to working collaboratively with communities to strengthen them and foster inclusion.

The pivotal role of sport and recreation as encouragers and enablers for inclusion for people with a disability may be seen in the public funding for activities through VicHealth's *Participation in Community Sport and Active Recreation* (PICSAR) projects and is also through the inclusive activities of many sports organisations such as Cricket Victoria and Netball Victoria. Officers from these two organisations were interviewed as part of this research project.

Creative Capacity+ Arts for all Victorians

Creative Capacity+ (CC+) was developed as a ten year cultural policy to broaden community engagement by nurturing the State's creative capability and reputation. It is the Victorian Government's policy framework produced by Arts Victoria, the State Government's body 'charged with advising on and implementing arts policy, developing the arts and cultural industries across the State and ensuring access for all Victorians' (Arts Victoria 2003: 4). Launched in May 2003, its purview is to use arts and culture as an avenue for the wellbeing of all Victorians.

Creative Capacity+ links creative cultural activity to an innovative culture and lifelong learning. It is intended to underpin the social, cultural and economic purpose of the arts (arts administrator interview, 2007). The introduction by the then-Premier of Victoria, The Honourable Steve Bracks MP and the then-Minister for the Arts, The Honourable Mary Delahunty MP, set the scene:

Creative Capacity+ is this Government's commitment to developing our arts and culture for the well-being of all our citizens. A creative society is integral to *Growing Victoria Together*, our Vision for Victoria's future.

A textual and pictorial analysis is applied to *Creative Capacity+* as a unique policy document, given the visual as well as textual nature of many of the arts, and its expressed intent of developing the cultural and creative capacity of Victorians. Underlining its philosophical approach, and the year when it was launched (2003), the policy does not discuss programs in the arts for people with a disability, but rather discusses the high-level overview of arts as an avenue for the wellbeing of all Victorians.

Textual analysis reveals that there is no specific mention of disability within the document. Rather, in line with the approach taken on inclusion by Arts Victoria reference is consistently made to 'all Victorians', that is, it includes Victorians from diverse backgrounds and both with and without a disability. The visual images throughout the document reflect this approach and feature the 'natural' representation of the range of professional arts activity across Victoria. However, there is one picture of Back to Back Theatre, a theatre company for people with a disability, based in Geelong. There is no textual acknowledgement of the company's disability and inclusion status. There is no specific textual mention in *CC+* of artists or arts organisations for people with a disability, or of inclusion. This is not surprising as *CC+* was developed before it became standard practice to acknowledge images and before the introduction of the *Victorian Disability Act 2006*.

The intent of *Creative Capacity +* is holistic, but in the refresh period it requires some fine tuning to include recognition of the inclusive environment being fostered since the introduction of the *Disability Act 2006*. The fine tuning can be provided in two ways. First, Arts Victoria provides an annual overview of arts activities during each year through the publication *ArtLook*. Second, while *Creative Capacity+* is a policy with a ten year life span, it was being 'refreshed' during the course of this project. This entailed a round of consultation with arts industry stakeholders being conducted during 2007. The process was incomplete at the time of compiling the report.

Creative Capacity+ identifies three major goals and four ways of achieving them. The three goals are:

- Goal 1: Arts for all Victorians: A Culture of Participation;
- Goal 2: On the Threshold: An Economy Based on Innovation
- Goal 3: Creative Place: A Dynamic Cultural Sector.

The four strategies for achieving the three goals are:

- Strategy 1: Developing artists, ideas and knowledge
- Strategy 2: Engaging creative communities
- Strategy 3: Building creative industries
- Strategy 4: Creating place and space.

This policy document discusses in general terms the State Government's commitment to developing creativity and culture for every Victorian. It also indicates that cultural activities are an effective way to address many of our social challenges. However, it is an arts policy document that overviews creativity, arts and culture and does not mention inclusion for people with a disability in a specific sense. In this way, *Creative Capacity+* does not contribute explicitly to inclusive policy for people with a disability.

While inclusion is not explicitly covered in *Creative Capacity+*, it is covered in companion documents, such as *ArtLook*, produced annually. *ArtLook* is Arts Victoria's annual report on the arts in Victoria. It overviews and highlights achievements during the year under review. It is seen as a progress report on *CC+*. Four examples from *ArtLook* set the scene.

The issue of *ArtLook* for 2004, reports more generally on inclusion matters, 'Giving people from all walks of life the chance to access Victoria's rich cultural life is a key plank of Victoria's arts policy', *ArtLook* 2004 claims (p.20). Examples cite new and diverse audiences and the focus on outer metropolitan areas and regional Victoria, as well as the importance of virtual access to Victoria's cultural collections and Indigenous arts.

However, later issues of *ArtLook* are more specific and inclusive than the earlier ones. The 2005 issue of *ArtLook* includes full pages on disability and wellbeing (access + opportunity = empowerment) with both text and images reinforcing the message about the arts being for all Victorians. For example, case studies of projects in Warrnambool, using both the Rural Access Program and stART community arts and the City of Warrnambool and of projects through Arts Access, are highlighted with images of Back to Back Theatre actors and others, reinforcing the message.

The 2006 issue of *ArtLook* identifies community and wellbeing as an important cultural activity. Examples from Human Services are given. Two examples seen as having 'potential for connection, caring and social development' (p. 24) are supported by Human Services. One was generated from the Art of Difference conference at Gasworks Art Park in Port Melbourne, where 2000 people attended various arts events, exhibitions and workshops. Another was generated by Splash Art Studio in Preston

where opportunities for people with a mental illness were provided for exploring creativity through artistic expression in a studio environment.

The 2007 issue focused on cultural diversity, suggesting that 'diversity+arts=cultural wealth' (p.9). Reports are delivered on programs for young people, new arrivals such as the Sudanese community performers, (p.9), disability and wellbeing programs (p. 10) in Warrnambool and Colac, Indigenous arts and culture (p. 11) through the Deadly Arts exhibition and the Victorian Indigenous Art Awards, as well as participation, community wellbeing and access and inclusion (pp.14-20), also focusing on disability. From an inclusion perspective, the richness of program offerings is not mentioned in the policy, *Creative Capacity+*.

Each *ArtLook* report is structured around the three goals of *Creative Capacity+: Arts for All Victorians*:

- Goal 1: A Culture of Participation
- Goal 2: An Economy Based on Innovation
- Goal 3: A Dynamic Arts Sector

In other words, Victoria has a rich program of cultural inclusion and a dynamic art sector. Given that *Creative Capacity+* was launched in 2003, it is not surprising that inclusion for people with a disability is mentioned more in reporting documents such as *ArtLook*. Using a textual analysis, *Creative Capacity+* does not accurately reflect the diversity of cultural activity reported in other Arts Victoria documents, nor does it reflect the diversity of intent of other Victorian policy documents, in terms of access and inclusion. However, visually, the images do reflect the diversity of Victorian creativity and culture. In summary, *Creative Capacity+* reads as a document that:

- Focuses on cultural participation as an arts cultural policy rather than an inclusion policy, which is understandable given its launch date of 2003
- Presents messages about inclusion as well as diversity in creativity and cultural activity in Victoria within a creative industries framework but focuses little on disability
- When read in conjunction with *ArtLook*, illustrates the rapid pace of change in the environment

In conclusion, *CC+* was a dynamic, holistic cultural policy when developed but the policy environment has changed in the five years since its inception. The over-riding legislation underpinning Government inclusion intent needs to be taken into account in the 'refresh' of *CC+*.

Victorian Accessible Tourism Plan 2007-2010

The *Victorian Accessible Tourism Plan 2007-2010* is a draft document that sets the strategic direction for the tourism industry to ensure that it provides tourism product that caters for all potential customers,

including customers who have a disability. The draft plan attempts to address inclusion for people with a disability. It is the result of a collaborative process which brought together key organisations and stakeholders, including service providers and people with a disability, to draw up a draft plan for a sector which previously did not have one. The *Plan* is a work in progress which is being evaluated by stakeholders, including Government.

The *Plan* largely equates access with inclusion and the plan is more of a business plan/marketing document than an inclusive policy document. This is consistent with the commercially driven nature of the tourism industry. It includes propositions for the development of a positive attitude among tourism operators toward people with a disability, facilitating a change towards more accessible and inclusive business practice by operators and facilitating the provision of accurate and accessible information about tourism product, services, experiences and destinations in Victoria. More importantly, the draft plan does articulate some core values and principles which provide a blueprint for other community social, sporting and recreational activities. From a policy perspective, it is evident that the *Victorian Accessible Tourism Plan* is a positive response by the tourism industry to the Victorian Government's overall social policies as expressed in *Growing Victoria Together* and *A Fairer Victoria*. When the mature plan is adopted by the tourism industry, it should enhance community participation by people with a disability, by reducing access to service barriers and improving the industry's understanding of issues such as respect for diversity, individual rights and equality of opportunity for all Victorians.

The draft plan states:

'People with a disability make up 20 per cent of the population, but only about 10 per cent of tourists. People with a disability have a disposable income and are an untapped market and therefore present an opportunity for the tourism industry. People with a disability want to join in 'mainstream' activities as independently as possible, so by catering for visitors who have specific access requirements operators will also gain the business of associated family and friends with whom they may choose to travel.'

The draft plan also provides some salient advice to tourism operators on their obligations under Commonwealth and State law:

'Not only does accessible tourism make good business sense; it is also a legal requirement for all service providers enshrined in legislation in the form of the *Federal Disability Discrimination Act* (1992) and the *Victorian Equal Opportunity Act* (1984). This makes it the responsibility of all businesses to provide a service that does not discriminate against people on the basis of their disability'.

This draft policy document in a more mature form could be a powerful example of how Government can influence inclusive activities for people with a disability in broad range of social activities. In the view of

the researchers, the *Accessible Tourism Plan's* Reference Group and Steering Committee has developed some excellent values Statements and definitions which reflect the Victorian Government's social policies regarding access and inclusion:

'Accessible tourism, core values and principles: Accessibility is a concept relevant to more than just infrastructure; it also relates to attitude, awareness, language, services, and information. As a result, access is provided to a diverse community including all societal groups regardless of gender, race, ability or sexuality. ... "Mainstream products and services that are accessible to and usable by as many people as reasonably possible, in a wide variety of situations and to the greatest extent possible without the need for special adaptation or specialised design." (Tourism Victoria, 2007:8)

The draft plan then provides some well considered definitions:

Accessibility: a way of encompassing the needs of people with a broad range of disabilities, including physical, intellectual, and sensory or communication impairments. Not limited to wheelchair access.

Accessible: conforming at least to all current access codes and standards cited in them, such as the Building Code of Australia (BCA) and access standards (eg Standards Australia).

Accessible design: can be embraced in all service provision and in all premises and settings.

Assisted access: A person with a disability should not face discrimination if they need a carer with them in order to access a service, eg to assist with mobility or personal care.

Accessible messages: In devising marketing and communication strategies, accessibility information should be included in existing brochures; trade shows conferences, accreditation processes, websites, industry development forums, and assessment and training processes.

Inclusion for People with a Disability Policy Document Summary

Policy Document	Key Points	Comments on Inclusion for People with a disability in Arts, Tourism, Sport and Recreation policies
<i>Growing Victoria Together 2001</i>	<ul style="list-style-type: none"> • Provides a visionary framework for Victoria's social policy development • Establishes fairness, equity and justice as the foundation values for Victorian social policy • People with a disability not mentioned as a specific target group for intervention strategies 	<ul style="list-style-type: none"> • Sets the values and standards to drive Victorian social policy change • Sets measurement of change as an integral part of Victorian social policy implementation • Indirect, global issues of building cohesive communities, reducing inequalities and promoting rights and respecting diversity ought to include people with a disability on the principle that a rising tide lifts all ships.
<i>A Fairer Victoria (2005) plus update progress reports 2006 & 2007</i>	<ul style="list-style-type: none"> • <i>A Fairer Victoria</i> expresses the Government's social policy of creating opportunity for all Victorians through obviating barriers to inclusion, and strengthening disadvantaged groups and disadvantaged areas. • Establishes 5 key objectives to create opportunities for all Victorians • Reports major investment to make public transport more available and more accessible for people with mobility difficulties • Reports of extensive Victorian Government working with and through Local Governments and community groups to assist people with a disability take more effective control of their lives • Bolstered to role of the Public Advocate • Established the Office for Disability within the Department of Victorian Communities, providing inter-departmental over-sight. • Implementation of Disability Action Plans within each State Government department and in all Local Government Areas. 	<ul style="list-style-type: none"> • Major improvements in accessible public transport and lowering of fare costs have made it easier for people with a disability to participate in community activities • Office for Disability is expanding its public information campaigns to raise awareness of disability issues and celebrate the achievement so people with disability in a broad range of community, social and economic activities

*A Fairer Victoria (2005) plus
update progress reports
2006 & 2007 (cont'd)*

- Increased funding for and commitment to mental health; increased recognition for the vital role performed by the PDRSS sector
- Reports the Victorian Governments continued commitment to and support for tailored disability services to meet individual need

*Victorian State Disability
Plan 2002-2012*

- Outlines the Government's vision and strategies to enhance the participation of people with a disability across a broad range of community activities
- The Plan reflects the values of fairness, inclusion and consultation articulated in Growing Victoria Together and A Fairer Victoria
- Defines Goals, Strategies and Progress Measures
- The Plan takes a whole-of-government and whole-of-community approach to disability
- Four Guiding Principles: Equity; Dignity and Self-determination; Diversity; and Non-discrimination
- Five Priority Strategies: reorient disability supports; develop strong foundations; promote and protect peoples' rights; strengthen local communities; and make public services accessible

*New Directions for
Victoria's Mental Health
Services: The Next Five
Years (2002)*

- Largely focused on acute and community clinical services
- Recognises the critical role played by the PDRSS sector in assisting people in need to strengthen their personal capacity and to enable them to more fully participate in community activities in line with the rights of all Victorians
- Additional funding for the PDRSS sector; improved training and professional development opportunities for PDRSS staff

- Legislative authority to empower people with a disability so that they can participate in community and pursue life-styles of choice
- Development and implementation of local Disability Action Plans enhances accessibility and inclusion for people with a disability at a grassroots level
- Raises local community awareness of disability and fosters increased opportunities for active participation in arts, cultural, sport and leisure activities
- local disability service providers actively encouraged to deliver innovative programs and through State-wide consultations, to share their ideas with other agencies

- More effective PDRSS sector can facilitate more opportunities for creative arts participation for people with a mental illness, for example the 'Bi-polar Bears' music program
- Destigmatisation of mental illness through public awareness promotions, increase the opportunity for people with a psychiatric disability to participate in community arts, tourism, sport and recreation programs

*Sport and Recreation
Victoria Strategic Plan 2005-
2010*

- Sport and Recreation Victoria (SRV) is a focus for the Government's commitment to community building
- *SRV Plan* lays out four strategic directions: Active People/Active Communities; Building Capacity for Tomorrow; Collaboration and Development; and State of Achievement

*Creative Capacity + Arts for
all Victorians 2003*

- Victorian Government's policy framework uses arts and culture as an avenue for the wellbeing of all Victorians
- No specific mention of people with a disability in words or pictures

*Victorian Accessible
Tourism Plan 2007-2010*

- Document is still in draft
- Sets the strategic direction for the tourism industry to cater for people with a disability
- Strong business/marketing thrust for commercial tourism operators
- Reminds tourism operators of their obligations under Commonwealth and Victorian Disability discrimination laws and encourages them to respect diversity
- A consultatively produced document with well formulated definitions around accessibility and inclusion
- This document reflects the tourism industry's commitment to improving access to services and improving the opportunity for people with a disability to participate in community activities

- The extent and diversity of sport and recreation participation is an important indicator of people's involvement in their community life
- *SRV's Strategic Plan* outlines a shared vision, strategies and actions for the development of sport and recreation in Victoria to ensure more inclusive opportunities
- The *Plan* demonstrates the links between the actions SRV will undertake and its support for broader Government actions
- This arts policy understandably takes a heterogeneous approach to diversity and disadvantage and as such may miss some of the needs of people with a disability. Visual impact is the stronger part of the policy as it includes people from diverse backgrounds, including people with a disability engaged in the arts. In line with the approach taken by Arts Victoria in 2003 when the policy was developed, participants engaged in arts activities are not labelled according to their disability status
- Adoption of the *Accessible Tourism Plan* by tourism operators has significant potential to improve access and inclusion for people with a disability

Detailed Policy Analysis

Creative Capacity+

Focus	Discourse
Policy Environment: general	<p>Australian cultural policy more generally is concerned with seeking to develop partnerships with other forms of Government in order to express cultural policy and seek to deliver it successfully. Other States have developed foci with particular departments, such as Arts Queensland and State Development for their strong Indigenous initiatives, and Arts Tasmania and a local development plan for the State. In Victoria, Arts Victoria has been working with organisations as diverse as VicHealth and Major Events Victoria in order to deliver successful cross Government programs such as the <i>Melbourne Winter Masterpieces</i> and inclusive programs for people with disabilities.</p> <p>The building of cross-portfolio partnerships is not only State Government's response to access and inclusion, but also is an international trend, with the UK leading the way under the Blair Government in its early years. The intent was to rely less on arts programs to deliver social outcomes and generate social change. Partnership programs are targeted to develop skills, create employment opportunities and link with educational institutions with reputations for life-long learning. Arts, tourism, sport and recreation are areas with programs and activities in which there are job opportunities, volunteer opportunities, training and educational opportunities so that program delivery people can link arts, tourism and sport and recreation organisations at the local level to learning opportunities.</p>
Policy Environment: specific	<p>Concerned with building a vibrant arts industry which will assist with community building, its purview is to use arts and culture as an avenue for the wellbeing of all Victorians. It is seen as 'A policy framework for the next decade' (cover), in which 'We need to build audiences in under-represented groups—regional Victoria and the outer-metropolitan areas, young people and those from culturally diverse backgrounds.' (p.3)</p>
Policy development process	<p>Consultation with all cultural industry sectors through extensive focus group discussions over a period of months. Support for policy is garnered from other departments by discussion with them. As a result of consultation, a position paper was developed that was used as a basis for advising the Minister for the Arts on proposed policy direction.</p>
Accessible language	<p>The language used in <i>CC+</i> is mostly accessible. In the first few pages there is evidence of 'buzzwords' being used—an example is 'key', a word favoured within the context of reports and governmental documents. Following the first few pages, reasonably plain English is used throughout, with short, active sentences facilitating understanding of the content. The text occasionally strays into oblique and somewhat inaccessible style, for example, 'a strategic investment by Government in revitalising the local film and television industry is already yielding significant results' (<i>CC+</i> 2003: 6). This reduces its accessibility, however overall <i>CC+</i> is straightforward in its language use.</p>
Inclusive images	<p><i>CC+</i> includes images of arts organisations, artists and their environments. There is one image of the disability theatre group Back to Back Theatre, although the image is not labelled. Images of people with a disability could be given more prominence in the 'refresh' process. It is understood from ongoing feedback</p>

Launched	<p>from Round Table members that this is occurring in the refresh of <i>CC+</i>. 2003, three years before the Victorian Disability Act was implemented in 2006. The policy <i>CC+</i> therefore cannot be expected to include the main thrust of this new piece of legislation. Rather, it is aligned with <i>Growing Victoria Together</i>. Nonetheless, <i>CC+</i> is being refreshed. This provides an opportunity to align the policy more closely to the aims of the Victorian <i>Disability Act 2006</i>. The introduction by the then-Premier of Victoria, the Hon. Steve Bracks MP and the then-Minister for the Arts, The Hon. Mary Delahunty MP, reinforce the specific primary message:</p>
Primary Focus	<p>'<i>Creative Capacity+</i> is this Government's commitment to developing our arts and culture for the well-being of all our citizens. A creative society is integral to <i>Growing Victoria Together</i>, our Vision for Victoria's future.'</p> <p>Creativity, as evidenced in title, <i>Creative Capacity+</i> Access and inclusion, as evidenced by the first goal Arts for all Victorians, in a holistic manner.</p>
Secondary Focus Goals	<p>The Victorian jurisdiction focuses on creativity as part of its policy development strategy. This is, of course, suggested in its title. As seen in the progress report (2004) on the development of the arts policy, social policy objectives, aesthetic and industry policy objectives are aligned. Social objectives underlying <i>CC+</i> include broad Government concepts of inclusion, education, community engagement and Indigenous engagement. There is a desire to make a social difference through activities that occur as a result of policy development. Examples from <i>CC+</i> include:</p> <p>Arts as industry</p> <p>Three goals of:</p> <ul style="list-style-type: none"> • Arts for all Victorians: A culture of participation • On the threshold: An economy based on innovation • Creative place: A dynamic arts sector
Strategies	<p>One of the three goals of the cultural policy is engaging communities and creating social capital. In this way, the Victorian cultural policy is concerned with access and inclusion, as it is defined and discussed in this report.</p> <p>Four strategies of:</p> <ul style="list-style-type: none"> • Developing artists, ideas and knowledge • Engaging creative communities • Building creative industries • Creating place and space

Implementation	<p>Arts focused organisations 'Arts Victoria oversees the State-owned major cultural agencies ... [Cultural institutions such as NGV, ACMI,] have the capacity to become national and international tourist attractions and to provide outstanding resources for research and education.' (p.2-4)</p> <p>Companies</p> <ul style="list-style-type: none"> • 'We will improve strategic and business management in small-to-medium companies; (p. 22) <p>Local Government</p> <ul style="list-style-type: none"> • 'The role of Local Government is a key factor in the hosting and funding of cultural venues, and in supporting cultural activities and projects.' (p. 6) <p>Communities</p> <ul style="list-style-type: none"> • 'The arts are a powerful catalyst in building strong communities.' (p. 12) <p>Artists</p> <ul style="list-style-type: none"> • 'Victorian Indigenous artists are being recognised for the unique styles and traditions that characterises the South East region of Australia.' (p. 6)
Distinctive Features	<p>In cultural policy, text and image are equally important for conveying policy intent</p>
Tensions	<p>There are three key tensions in <i>Creative Capacity+</i>:</p> <p>Creative Industries There is policy focus on creative industries development, artistic development and organisation development.</p> <p>Access and Inclusion There is a holistic policy focus on access and inclusion. 'By engaging whole communities in creative life, we will broaden access to the arts and increase active participation in a diverse range of cultural experiences.' (p.15)</p> <p>Inclusion for People with a Disability</p> <p>There are two specific items in <i>CC+</i> that suggest inclusion for people with a disability. The first is the text inside the front cover: 'This publication is available in large print and audio formats'. The second is the image of the Geelong based theatre company, Back to Back which is for people with a disability.</p>
Ways Forward	<p>In the 'refresh' phase, <i>CC+</i> could present inclusion for people with a disability in a manner that reflects the Victorian Disability Act 2006. This would give the policy a greater inclusive focus and specificity. In common with the social goals of the policy, it may wish to consider making the priority areas Victorian disability arts and artists, Indigenous arts and artists, multicultural arts and artists, regional arts and arts agencies, for example. In common with the economic goals of the policy, it may wish to consider making the priority areas increasing cultural tourism in Melbourne and regional Victoria.</p> <p><i>CC+</i> could add the other pieces of relevant legislation and areas of State Government priority to the policy, to give it a context. This approach has been taken by the cultural policy in Western Australia. By adding key principles, the refreshed version of <i>CC+</i> could then identify the other policy documents and legislation that it reflects or with which it works in parallel. For example, it could refer to the <i>Victorian Accessible Tourism Plan</i> for cultural tourism and the <i>Victorian Disability Act</i> for disability, while it could also mention the <i>Sport and Recreation Victoria Strategic Plan</i> for major events.</p>

SRV Strategic Plan 2005-2010

Focus	Discourse
Policy Environment: general	<p>Sport and Recreation Victoria (SRV) is a business area within the Department of Planning and Community Development (DPCD). Australia has a well established international record as a sporting leader and has world class teams and individual athletes across a broad range of sports. However, sport and active recreational activities are not limited to elite sportswomen and sportsmen. Sport is enjoyed by participants of all abilities and by spectators in communities across the nation. Because of its popular appeal, plus its ability to improve physical and mental wellbeing, sport provides a powerful vehicle through which cohesive social policies may be developed and implemented.</p> <p>At a macro level, the Victorian Government has a progressive social policy agenda focused on achieving inclusion for all Victorians, improving individual's subjective and objective wellbeing and improving the collective wellbeing of communities by enhancing their capacity.</p> <p>The strategic plan gives voice to the critical role played by SRV in fostering a collaborative and strong sport and recreation sector in Victoria. The plan articulates various methods in which sport and recreational activities may be used to provide practical expression of the Victorian Government's key social inclusion policies as detailed in <i>A Fairer Victoria</i> and <i>in Growing Victoria Together</i>.</p>
Policy Environment: specific	<p>DPCD puts people at the heart of plans for liveability and growth by focusing on liveability of our neighbourhoods, and strength of communities. Reflecting the principles of <i>A Fairer Victoria</i> in terms of reducing the incidence of disadvantage, the <i>SRV Plan</i> seeks to utilise strategic partnerships to engage specific marginalised groups, to use sport and recreation programs to build community capacity and to engage local business in supporting inclusive sports activities.</p> <p>The plan is also an instrument through which SRV can support the Victorian Government's commitment to working with communities in a whole-of-government approach to establish and enhance strong relationships between individuals and groups to husband local resources and foster socially inclusive activities. SRV is responsible for <i>AAA</i>. The <i>AAA</i> includes an Initiative Fund which supports a range of activities including the production of the booklet <i>Partnerships and Possibilities</i> and the sporting program <i>Shooting for All</i>.</p>
Policy development process	<p>Consultation with all cultural industry sectors through extensive focus group discussions over a period of months. Support for policy is garnered from other departments by discussion with them. As a result of consultation, position paper was developed that was used as a basis for advising the Minister for the Arts on proposed policy direction.</p>
Accessible language	<p>The language used in the <i>SRV Strategic Plan</i> is accessible and inaccessible in places. Two examples from page 11 demonstrate the differing styles and tones used in the report.</p> <p>'People measure community strength by things such as the local organisations that welcome them or the amount of positive interaction they have with other community members' (SRV 2005: 11).</p> <p>'DVC has developed an outcomes framework that includes indicators of community strength' (SRV 2005: 11).</p> <p>The first quote uses plain English.</p>
Inclusive images	<p>The <i>SRV Strategic Plan</i> contains images of Victorians participating in sports activities. A diverse range of people are shown enjoying physical pursuits: there are images of people with a disability undertaking sports, as well as images of people from differing ages groups, cultural backgrounds.</p>

Launched	The current <i>SRV Strategic Plan</i> was released in 2005
Primary Focus	The <i>SRV Strategic Plan</i> has a primary focus of using sport and active recreation programs to implement progressive social policy by improving individual health and wellbeing, strengthening communities through capacity building, improving pathways of participation for socially marginalised people, encouraging individuals and groups to gain ownership of local activities by involving them in both the decision and implementation processes. Sport and recreation is the activity focus but social inclusion is the outcome ensuing from involving Local Government, local groups and local people in the design and development of local activities.
Secondary Focus	In a social policy context, improved physical and mental health is the dividend from improved community capacity, improved social engagement and enhanced social citizenship for a wide range of Victorians, including socially marginalised people.
Goals	Use sport and recreation programs to engage the Victorian Government in active partnerships with Local Governments and local groups. Build local capacity through the consultation process. Obviate the barriers to participation for socially marginalised Victorians Assist all Victorians to exercise their social citizenship through community activity participation
Strategies	Four key strategic directions <ul style="list-style-type: none"> • Active People/Active Communities. This not only involves the physical activity of sport but all the associated activity required to put organised teams into play. • Building Capacity for Tomorrow. This strategy is about engaging in sustainable activities and providing facilities which have a long-term benefit for all Victorian communities; it is also about community ownership and mutual responsibility going forward. • Collaboration and Development. This strategy concerns a cooperative approach to service delivery but one that develops a local 'culture' which recognises the benefits of involving diverse populations in community activities, for the enrichment of the community as a whole. • A State of Achievement. This involves SRV assisting Victoria to become a leader in community sports development which meets the needs of Victorians of all abilities. The aim is to achieve a sporting community that can not only enjoy the physical benefits of improved health and fitness but one that can celebrate the social, economic and political benefits by enabling all Victorians to exercise the rights as social citizens.
Implementation	SRV works in partnership with the sport and recreation sector through a range of organisations, for example State Sporting Associations, and Regional Sporting Associations. SRV also engages with local sports organisations, Local Government and special interest groups in a consultative manner, to build local community capacity, and lay the foundations for ongoing sustainability. Through the <i>Access All Abilities</i> Program, SRV is able to foster social inclusion by increasing the opportunities for people with a disability to actively participate in physical activities. State sporting organisations also undertake other inclusive activities outside the scope of <i>AAA</i> . For example, Reclink provides a wide range of sporting programs for a variety of marginalised groups throughout Victoria.

Distinctive Features	Extensive consultation through Local Government and local organisations, local capacity building, laying the foundations for a cultural commitment to inclusion, provision of programs catering for all abilities.
Ways Forward	Through its strategic plan, SRV may become a more effective implement of Government social policy by more rigorously requiring funded organisations to: 1) specify how their activity will foster the aims of SRV from a social inclusion perspective; 2) detail how their activity plans to support inclusion; and 3) maintain records of inclusion in a manner similar to those activities funded through VicHealth (this would provide a basis for quantitative analyses going forward). SRV should institute a communications/marketing plan to ensure the wide dissemination of their Strategic Plan, particularly the inclusion aspects of the SRV strategy.

Conclusions from Policy Review

The desktop review of policy provided a platform which enabled identification key issues and barriers that constrain the successful translation of inclusive policy into practice. There are three key points raised in the conclusions. First, 'refresh' all policies developed before the Victorian *Disability Act 2006*, so that they align with the intent of Government inclusion policy. Second, inclusion is typically not clearly defined in a policy context. Third, adopt a whole-of-government approach to policy development so that a common plain language is used in all policies. Although many of these issues are not newly identified in this research, they are extant: a point which is noteworthy in itself. Each of these three conclusions is discussed below.

Recommendations on how to enhance the impact of these progressive policies include:

- Update policy that pre-dates the progressive Victorian *Disability Act 2006*, providing an opportunity to revise policy according to the framework of the Act
- Implementing a whole-of-government approach to the language used in policies to ensure plain language provides consistency, access and equity in policies for people with a disability
- Adopt a whole-of-government approach to inclusion definition, so that everyone works from the same baseline in this important area of Government social policy
- Update policy to ensure legislation more clearly defines social inclusion and explicitly states the inclusion outcomes that Government intends

Critical success factors were:

- To use the same base line for all policy documents, that is, by ensuring that policies developed before the *Disability Act 2006* are 'refreshed' and that there is one definition of inclusion and that language use in policies is in plain English
- To use the principles of social marketing of policies in arts, tourism, sport and recreation to ensure the key messages are underpinned by behavioural change

Field Study: Consultations, Interviews and Case Studies

I wonder if the way policy is written ... the language could change.

Indigenous Artist

This study used qualitative methods to answer nine questions. Draft questions were developed and final questions agreed with the Round Table members. The in-depth interviews and case studies enabled the researchers to identify rationale, motivation or outcome of decision-making on the important matter of inclusion for people with a disability in arts, tourism, sport and recreation. The nine questions asked were:

1. Tell me about your organisation and employment background.
2. What does inclusion mean for your organisation/you?
3. What are the goals of your organisation/you with regard to inclusion?
4. What is the role of your organisation with regard to inclusion?
5. What policies drive your organisation's activities with regard to inclusion?
6. What are the success factors and in what ways has your organisation achieved success with regard to inclusion?
7. What are the difficulties from your organisation's perspective with regard to inclusion?
8. Would you consider your organisation to be a role model with regard to inclusion? Explain.
9. What are your recommendations for success for the future with regard to inclusive policies and practices?

The nine questions were answered by conducting consultations and interviews with stakeholders and from conducting two case studies. Each of the responses to the nine questions is answered now.

Q1. Organisation and Employment Background

Interviewees were asked about their organisation and employment background. Data was collected in two phases for this project. The first phase entailed consultations and interviews with stakeholders. The second phase entailed case studies, one a community of location (see **appendix 5**) and the other a community of interest (see **appendix 6**). The interviews were conducted with a diversity of people in organisations and independently employed or volunteering, but all with an interest in or experience of disability in Victoria. The data collected was boosted from information gleaned from symposia attended. The three data sets enriched the final results. A list of interviewees is in **appendix 4**.

Table 1 describes the demographic and affiliation data of stakeholder interviewees and case study interviewees. In total 50 people were interviewed across the sectors of State Government, Local Government, arts, tourism, sport, disability and community. Some people were interviewed more than once. There was a reasonable spread across the sectors, with some in each group having a disability themselves or having people within their family with a physical or mental disability. In the Table, peak body interviewees are coupled with those working in departments or ministries.

Table 1: Affiliation of Interviewees: Inclusion for People with a Disability in the Arts, Tourism, Sport & Recreation Sectors in Victoria

State Government			Local Government			Art/Tourism Peak Bodies			Sport Peak Body			Disability Support Agency			Community Art, Tourism, Sport, Recreation		
M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total	M	F	Total
2	3	5	3	4	7	8	4	12	1	5	6	3	4	7	4	9	13

N= 50 Male= 21 Female= 29

The first case study focused on inclusion for people with a disability in a community of location. Hughes et al (2007) define a community of location as one bounded by geography, space and place. For this study, the community of location is West and South Western Victoria. This case study included the regional cities of Geelong, Colac and Warrnambool and the Local Government areas of City of Greater Geelong, Surf Coast Shire and City of Warrnambool. This case study focused on inclusion for people with a disability in the arts and tourism sectors. Interviews were conducted in all those places with managers, administrators, volunteers and artists. Interviews were conducted with people in Local Government, disability service providers, disability theatre groups and main stream theatre groups, tourism operators, facilities managers and regional tourism administrators and managers.

The second case study focused on inclusion for people with a disability in two communities of interest. Hughes et al (2007) define a community of interest as group of people who relate to one another on the basis of similar interests or shared activities or have some form of identity in common, though not necessarily associated with the same locality. For this study, the cricket community and the netball community were investigated. At the elite level, Australia excels at both of these sports; both have well developed hierarchal structures from the base level club activities through to national representative teams. Traditionally, more males play cricket than females, and the reverse is true for netball, with tradition seeing more females than males participate in the sport. At the community activity level, both sports seek to attract family involvement. At the community level, netball and cricket are largely dependent on volunteers as administrators, coaches and team managers. At the State peak body level,

both sports have a commitment to inclusion for all people in their sport and provide developmental opportunities for junior competitions, gender-specific competitions, Indigenous teams, disability-specific competitions and disability inclusive teams.

Q2. Meaning of inclusion to organisations

Interviewees were asked about the meaning of inclusion to them and their organisation. It was evident from the consultations, case studies and interviews that there is no single agreed definition or understanding of the term inclusion. Social inclusion is a contentious term. It was also found that the meaning of inclusion differed between community and Government people. Furthermore, community definitions differed from those in the literature, especially definitions used in the private sector. Nonetheless, there is a sophisticated understanding of the meaning of inclusion by many of the people interviewed.

The definition of inclusion from the State's community organisations has been found to be considerably different from the definition of inclusion found in private organisations. The responses from State Government community organisations were characterised by the view of community inclusion as being concerned with achieving community benefits rather than for organisational benefits or competitive advantages. For example, a regional tourism centre manager noted,

I think inclusion would mean community groups [in] a community environment. It's an environment for all ages and inclusion would be groups such as special needs, educational groups. We have a very strong educational program already in place but we are also looking to expand those offerings.

regional tourism centre manager

Similarly, in the arts, a regional marketing officer of an arts organisation said,

Inclusion for us is more about getting all different types of people, their demographics, from all different types of communities to come into the Centre, so it doesn't matter what their financial status is, it doesn't matter what their ethnic background is, what their beliefs are, it's about getting them to come into the Centre and to enjoy the arts.

Regional marketing officer, arts organisation

In these two examples, it could be argued that inclusion is seen as a form of audience development, that is, as a means of achieving audience diversity.

A typical response from a State Government interviewee which shows the sophistication of understanding of inclusion:

This organisation ensures that all policy, programs and infrastructure, wherever possible are accessible by all Victorians regardless of age, race, gender, ability, ethnicity, education or social status ... ensuring [inclusive] employment opportunities at [our organisation] ... and funding programs aim to enable inclusion for audiences as well as participation in diverse programs.

Arts funding body

Another example from a festival operator shows how inclusion is seen as providing strong community involvement, pride and the use of volunteers, as well as understanding the importance of disability or ability at festival time:

The inclusion element here is that, whilst it's a tourism strategy, there are strong elements of community involvement and it strengthens our community as a result. We have over a thousand local volunteers ...

It's also the fact that they have a sense of pride in contributing to something that is significant. ... and then one particular young man is an example who wanders the street for most of the year and when you actually see him during the year you can't connect with him and he's quite off the air. As soon as he sees the road block happen he goes and gets a fluoro vest and he turns up on site and ... he's worked twenty hours a day.

For inclusion for people with disability, we work to make the event a 'one in all in' event and accessible. We do an audit of the site to make sure it is accessible to those with disabilities. We have put in hearing aids and signage for hearing impaired.

Regional festival operator

Finally, when understanding of inclusion was probed, some responses suggested that people in arts are highly literate, committed and understanding of the term in practice.

We use the arts to engage with disadvantaged groups. It's fantastic. It works.

Inclusion means that—to the arts sector—at a community level you can use the arts to make any group feel included. It goes across language barriers and is a great tool to bring people together.

Regional Diversity organisation

Inclusion is interesting because I actually talk about [our theatre] as being exclusive. To be an actor in [our theatre] you have to have an intellectual disability. Over time various other people with disabilities have moved onto the ensemble. That's exclusive. ...

Board member regional theatre for people with a disability

Q3. Organisation goals with regard to inclusion

Interviewees were asked about the goals of their organisation with regard to inclusion. Organisation goals with regard to inclusion varied from organisation to organisation, depending on organisation culture and education and training. There was recognition of the importance of consistency of understanding of inclusion in relation to organisation goals.

Modified organisational culture

The need for an approach which is manifested at all levels within an organisation is reflected in the following comments. The culture of the organisation, from policy through to practice, needs to be consistent, to ensure that the organisation is meeting its mission.

We developed an Access and Inclusion Policy in 2003. Since then we have made a conscious effort to embed it right through the organisation in staff training and induction and policy and procedure. For example, the training area now takes care of ensuring that staff has had disability awareness training. [Our organisation] is very systems oriented. This helps in ensuring policy is embedded.

State-wide recreation provider

Inclusion needs to be embedded in the organisation's policies and procedures.

Peak disability recreation body

If buildings and events are accessible, more people can use them to attend events.

Disability access consultant

Holding competitions and round robins for people with disabilities makes people feel that they are just normal netballers.

Arts organisation

When initiatives are driven from within they work.

Government administrator

Pathways and mentoring are both critical to people becoming artists

Disability focused arts organisation

I've been actively involved in Gippsland for over 8 years and we have moved from a concept to a well established official cricket competition. ... They should be part of your club just as you would have a junior side, have a disability side. It has to be more than tokenistic; the players with a disability and their families need to be part of the club.

State-wide sporting organisation

While there are a number of comments here, they are important in illustrating organisational culture as a means of developing an inclusive culture. The importance of organisational culture to achieving successful inclusion is seen further in the following vignette about *No Boundaries Cricket*.

Vignette: No Boundaries Cricket



Sport and recreation activities are largely delivered through community organisations supported in a number of ways. These mainstream activities provide significant opportunities to involve people with a disability as participants, as administrators and as spectators. Sport has the capacity to draw communities together and to enrich the lives of all involved.

No Boundaries Cricket was developed under the auspice of Cricket Victoria but is a grass roots response to involve people with a disability in what is arguably Australia's national game. The

game is played under modified rules and involves teams whose members have a wide range of disabilities. Throughout the cricket season, there is an active inter-club competition operating in several regions. Players can also compete in regional, State and national carnivals. Cricket likes to consider itself a family friendly sport, engaging people of all abilities. Local administrators report that their *No Boundaries* team is part of their continuum of sides, including junior, senior, women's and disability teams. The culture of inclusion in cricket has seen this program become a success.



Education and training

Education and training were seen to be part of organisational culture, in the means by which it is integrated into plans. One comment of this nature was the following:

That's one of the reasons for developing a tourism plan for accessibility is that just going through the process, releasing it and making people aware in the organisation that there is a plan and what its about and we'll include it in the Tourism Victoria newsletter.

Government commitment, finances, training, human resources ... need to go hand in hand. I think that we need to ensure that we keep building the focus on improving visitor experiences. So if you do that as an organisation then you have to think more broadly about the market you're dealing with.

Manager Tourism Authority

Organisational culture is not only seen in making plans and training staff, but also in encouraging leadership through 'champions' of inclusion. One comment makes this point:

Success stories are really important; they not only encourage the 'champion' but encourage others to become involved.

Disability services provider

Ensuring that those involved with the provision of services for people with a disability receive adequate and up-to-date training is an issue which is reflected in the comments below. Training of participants at all levels should be ongoing and has the capacity to affect change, not only in the organisation, but also at a community-wide level, as well as encouraging organisational change.

It requires ongoing education. I think it is not something that you can educate [people to do] and then walk away; I think it is something they need to be constantly prodded and reminded [about].

Regional Local Government administrator

Q4. Role of Organisation with regard to inclusion

Interviewees were asked about the role of their organisation with regard to inclusion. The role of the organisation with regard to inclusion varied dependent on organisational mission. While there is understanding of inclusion in the arts and sport, there is a need for greater understanding in the tourism area. Tourism providers tend to think that there is still little demand for disability services and facilities in tourism. This can present a misleading picture of the understanding of access and inclusion in tourism. It can also limit the dissemination of the new *Tourism Plan*. The task of identifying the 'real' levels of demand for tourism for people with a disability for services and facilities poses key conceptual and practical problems for future researchers. Three quotations from interviewees set the scene:

You know, if I am to do this how can I do it in a way that's not going to adversely effect my bottom line too much, and if I do it, can I create a positive bottom line? So unless it was mandated as some form of licensing then you're never going to get a full uptake and even then you're still going to get people who are going to do things that don't give you true delivery, they'll work to the minimum standards.

Regional Tourism Authority

The main challenge that we face is to get operators to think about inclusive practise and inclusive design in their facilities.

[It] comes down to the classic cost benefit for any business so a barrier again is probably lack of awareness.

Government tourism department manager

Contrast the previous statements with those from a recreation body:

[Our organisation] developed their policy without a push from Government. They did it because they believed it fitted well with their culture. The national body now has a round table/committee on inclusion. They did develop key performance indicators when implementing the policy. They developed action plans to do with implementing the policy.

State-wide recreation provider

These comments reflect the differences in views of people interviewed across the sectors.

Q 5. Policies that drive organisation activities

Interviewees were asked about the policies that drive their organisation's inclusion activities.

Policies on disability

There is no doubt that the organisations studied are aware of and have provided polices on disability. Those policies do not usually mention anything specific, such as arts or tourism. Rather, they are generic, at the organisational level. However, a policy alone will not change attitudes or behaviour. It needs to be underpinned by information dissemination, training, education and social marketing, if it is to be understood and implemented.

For example, policy implementation needs to be underpinned by well considered sport development strategies for people with a disability. Examples of successful design for specific audience needs include the *Access All Abilities* program in the sport sector and *Bratitute* in the arts sector. The Access All Abilities program seeks to develop and support sporting environments for people with a disability; in



addition the program endeavours to affect local planning for sports environments. *Bratitute* is a program designed to help women's mental and physical health, a central activity of the program involved decorating bras in a colourful way (pictured).

Further, the importance of the Access for All Abilities Officers, Metro Access Workers and Rural Access Workers cannot be stressed strongly enough. Access Workers provide on-the-ground information, education, impetus for change and knowledge on how to go about making change happen. Access Workers provide an excellent example of State Government policy implementation at community level.

I think from a State Government perspective it has been that top down approach to try and get everybody thinking and to help promotion as well.

Regional Disability Access Worker

With a lot of these programs it's about having the right people in the right places. You can have all the money and good intentions needless to say you need the right people who can actually contact people on the ground. ...We had a volunteer lady ... who put an intense amount, I don't even know where she came from, she sort of appeared on the scene because she was from that area and she would ring all these people up and she'd organise all the local businesses, send out Christmas presents and Christmas cake and all this sort of stuff.

Club administrator

There is recognition of the importance of partnerships. This is being encouraged by arts organisation administrators and tourism operators alike, as well as by Government through policy.

More and more we're looking towards developing strategic partnerships with other organisations in the area.

Regional Arts Administrator

As with netball, there was limited appreciation of Victorian Government social inclusion policies at a regional and club level. However, the Regional Manager said:

Cricket Victoria operates to some all embracing policies aimed at inclusion for everyone. I assume these internal policies are based on Victorian Government policies but I don't know.

Regional Manager

He also added:

You can have all the policies you want, but in the end, it's up to individuals to make a difference.

Regional Manager

A club administrator, when asked about State Government inclusive policies, said:

I don't really know much about Government policy, this is sort of from the ground up development; local people doing something to help local people with disabilities become involved in sport. I think Rob Wood from Cricket Victoria sort of designed the game, I don't know if he was responding to a Government policies or not or something from Cricket Victoria. I don't think so, I think it just got of the ground because there was a local need and he was prepared to do something about it'.

Club administrator

Policy awareness

During consultations with stakeholders it was noted consistently that program delivery staff differed markedly from Government administrators in their policy awareness. Some key quotations provide examples of responses:

[I am] not aware of any Government policies. [I] did the disability coaching course through Netball Vic—that was the biggest driver.

Netball volunteer

[Our organisation] developed their policy without a push from Government. They did it because they believed it fitted well with their culture. The national body now has a round table/committee on inclusion. They did develop key performance indicators when implementing the policy. They developed action plans to do with implementing the policy. We now have Board members and staff with disabilities—the policy drove the change in culture.

State-wide recreation provider

This view was supported by disability access consultants working in the field:

Organisations are leading the drive for inclusion themselves.

Disability access consultant

The view was held by program delivery people in sport and recreation as well as program delivery people in arts:

Disability cricket in Gippsland started because someone with a disability, who loved cricket, asked 'why he could not play' and threw out the challenge to develop the game so that people with a disability could play.

State-wide sporting organisation

However, there were some exceptions to the generally held 'bottom up' view about developing inclusion for people with a disability, such as the views expressed by a disability services provider. One person interviewed showed a knowledgeable understanding of the policy framework:

State and Commonwealth disability policies provide the framework in which Scope's own policies are developed. We operate to internal policies but they are linked to Victorian Government policies in particular.

Disability services provider

The peak municipal council people interviewed are aware of the State Government policy approach:

Disability Act 2006 means all public sector bodies must have a disability action plan. This includes each council.

Municipal peak body

As expected, Government administrators are well versed in the policies of inclusion for people with a disability. This awareness of policy at Government administrator level is not a surprising finding. However, the Government administrators interviewed are also aware of the gap that can occur between policy and implementation, as this quotation about a specific example of policy and practice gap illustrates:

Also [there is a] need to ensure that good policy leads to good practice, for example, the Commonwealth Games had great policy but it didn't happen on the ground. Sometimes something gets lost between the policy and practice.

Government administrator

Creative Capacity+ is the overarching State Government policy that drives arts in action in the West and South Western Victoria. The *Victorian Accessible Tourism Plan* is a draft document and thus exerts less influence on tourism related issues at this stage. Key individuals and organisations in the West and South West of Victoria were interviewed for this project, including people with a disability. The organisations studied had disability policy statements, either on their websites or in hard copy, mostly in both forms. Their understanding of local policy tended to be the extent of their understanding of policy for people with a disability, with little or no knowledge of State Government policy in this area.

Q6. Success Factors and Inclusion

Interviewees were asked about the success factors and in what ways their organisation has achieved success with regard to inclusion. Success factors identified by interviewees reflected understanding of

the ways to overcome the barriers to including people with a disability in arts, tourism, sport and recreation. Suggestions included internal and external success factors and the need for continuing funding and the need for partnerships with other organisations. This success factor is linked to the importance of local champions being supported by other structures so that the inclusion program continues if that champion leaves the organisation.

Internal factors

The simplest things are the hardest to do.

Manager

Workers in the various sectors did not use common terms to describe the internal factors in inclusive programs but several spoke of the 'inside factors' that are necessary as success factors. The researchers have crystallised the various 'inside factors' and categorised them as:

- Respect and Recognition
- Positive Expectancy
- Encouragement and Engagement
- Local Structures and Space
- Resources (Inexpensive but not cheap)

In terms of respect and recognition, program providers spoke of matters such as acceptance of people's various levels of ability, sensitivity to people's inhibitions, personal patience and awareness not to work your own agenda. Within positive expectancy, providers spoke of matters such as working at the new participants' pace, giving 'positive strokes', progressively 'lifting the bar' to encourage personal development, asking participants, 'How they would like to do the activity' and, 'How could this experience be improved for you?' Encouragement and engagement was similar to positive expectancy but had more emphasis on matters such as identifying the full range of activities that were available. For example, in sport, that may be time-keeping, ground marking, scoring, coaching. The role of and importance of support volunteers was also discussed in this context. By using local structures and space, program providers stressed the importance to community of being able to involve people with disability in the use of common facilities in exactly the same way people without a disability would use them. Resources were often mentioned but not expressed in a sense of a 'need for more' but rather, in terms of not having to run programs 'on the cheap' when similar mainstream programs may receive better funding. The example given was being forced to use second-hand equipment.

External factors

If you are dealing with diverse communities, it is a fiction to say that they don't exist.

Director

In addition to the internal factors, the community program service providers also identified a number of external factors which they saw as being critical for success of inclusive programs. While few of the program providers were aware of Victorian Government social policies, they could all recognise that Government policy addressing issues such as social inclusion, social justice were extremely important. Moreover, they considered that it was equally important to have rights based legislation in place to give effect to Government policy. The providers considered that Australians had a great understanding of what it meant to give everyone a 'fair go', but that sometimes people's rights, duties and obligations need to be clearly articulated. The providers considered that organisations needed to put plans in place to bring Government policies and laws to life, and to show how the policies and laws were to be applied at the community level. The program providers all reported that their organisations were committed to providing inclusive activities but that not all people in their various clubs/facilities were equally committed. Representatives interviewed from the two sports activities highlighted the importance of 'champions'. In this context, champions were those people at club level who drove the inclusive sports activities, cajoled others to become involved and simply made it happen. Typically, champions had a familial connection to a program participant with a disability. The sports informants also recognised the fragility of dependence on a 'champion' because of the risk of 'burnout'. Cricket Victoria executives believe that champions really need to be given special support to protect them.

All the program providers considered that their community, and in this context they were referring to their geographic community, was extremely important. One administrator said, 'inclusive programs can only work if they are inclusive!' By this he meant that programs ought to be open to the whole community and the activities undertaken to be seen as normal activity. Disability inclusion programs may commence for a restricted participation audience but to become truly inclusive, they need to engage the whole community.

The two sports activities investigated provided interesting contrasts regarding the question of integrated versus segregated activities. *No Boundaries Cricket* is an adaptation of regular cricket with modified rules to meet the playing needs of people with a disability. In that sense it is a segregated activity. However, it was also reported that *No Boundaries*' players are also engaged in a number of regular club activities such as marking out grounds, operating scoreboards, canteen duty, cleaning club rooms etc. In this sense, *No Boundaries Cricket* is an integrated activity. Several club level officials spoke of their *No Boundaries Cricket* team as just another side within their club. Similar responses were provided by

the Netball community. Both segregated and integrated teams were playing in both metropolitan and regional competitions. However, from the discussions with interviewees, segregated teams are more common than integrated teams. Notwithstanding, players with a disability were also involved in a range of club support activities, including scorekeeping, umpiring and committee work.

The question of resources arose regularly during interviews with program providers. Many indicated that without volunteers their programs may not be possible and that funding support for disability inclusion programs should be supported by State and Local Governments using formulae that recognise the unique challenges of delivering such programs. The model, Framework, Five Pillars of Support for Worker and Program Capacity Building (this report, p86) illustrates the important external factors identified by community service providers to achieve inclusion for people with a disability in the arts, tourism, sport and recreation sectors.

A perennial issue is that of funding. It was seen as an important success factor by the people interviewed. The comments below show that while the need for funding is a constant issue in the field, practitioners are aware that they need to develop creative approaches to securing ongoing funding and are aware of the need for long term funding strategies.

[The Department is] now funding on an individualised basis (individualised packages). People can purchase the supports they need. [Departments] are doing a lot of work with their staff around getting them to think differently about the way they provide support to people with disabilities.

Government administrator

When organisations receive funding for a project there need to be mechanisms for continuing when the project funding finishes.

Peak disability recreation body

The value of partnerships was mentioned by some interviewees. In small organisations, it was recognised that building relationships with other people in other organisations was often a way to 'get things done'. This means that a partnership can be an effective means of achieving goals:

More and more we recognise that we are a small organisation and we can't do anything by ourselves. We're looking towards developing strategic partnerships with other organisations in the area. We work with community. And we feel that if we build those relationships that we really could benefit from others' experience.

Regional Arts Administrator

The point was made that tourism operators need to be educated that inclusion makes good business sense, given their for-profit focus. Finally, one suggestion from a disability worker was that training on inclusion for people with a disability be included in accreditation training. This is not a new idea in any of the sectors under review and some AAA workers already undergo formal education on inclusion as part of their training. However, it is noteworthy that a disability worker in the field put this suggestion forward: as it indicates that formal training on inclusion is not extensive and the possibility of such training and accreditation is not well known.

Q7. Barriers to Success

Interviewees were asked about the difficulties with regard to inclusion from their organisation's perspective. A number of impediments to inclusion for people with a disability were identified. This section begins with a close examination at *No Boundaries Cricket*. Following this, it then goes on to discuss other barriers to inclusion, breaking the contributing factors into subheadings: External; Internal; Funding; Lack of Skills or Knowledge; and Attitudinal.

No Boundaries Cricket

This sport program provides an example in which it incorporates many of the issues associated with barriers to success. A brief background to the game is useful at this point.

No Boundaries Cricket is a game specifically designed for players with a disability; it is based on cricket but has a modified set of rules. These modified rules make the sport suitable for people with a broad range of disability. It started at the grass roots level and enables players with a disability to participate in their own competition to best of their ability and over time to maximise their potential. The participants are also encouraged and assisted to become representatives at regional, State and national levels. The competition and rules are modified so that everyone regardless of their disability is able to participate. The way in which people can bat, bowl, score etc is modified to meet individuals' needs. At a club and regional level, Cricket Victoria provides specialist coaching and training, to teach the rules and develop skills. Cricket Victoria advised that the inaugural State-wide carnival for people of all abilities was held in 2007 and repeated in 2008.

Local clubs who are committed to the principles of inclusion, host and mentor *No Boundaries Cricket* teams as part of their range of teams. Both the Cricket Victoria Regional Development Manager and the club officials interviewed saw the *No Boundaries* team as just another team in the same way that juniors', seniors' and women's cricket teams may be considered. However, it was also reported that not all cricket clubs were open to the concept of having a team for players with a disability. In addition to

playing opportunities, it was also reported that people with a disability fill a variety of roles within clubs such as scoreboard, canteen duty and club delegates. One club manager reported:

Having a disability cricket side had enriched our club and made us the club of choice in this community.

The local cricket community see us as the 'family friendly club', and this has expanded our sponsorship and we've had favourable local press coverage.

We like to think of ourselves as being a welcoming club, part of the local community. We welcome everyone that has an interest in cricket and is prepared to lend a hand. There's a lot of work involved in getting sides on the pitch. Things like marking out the ground, training, playing, scoring, ring through the results, attending meetings, canteen etc. There's a role for everyone.

Club Manager

However, at a regional level, *No Boundaries Cricket* is still somewhat limited to family, friends and club mates. The Cricket Victoria Regional Manager said:

We would like to get the wider public more involved and have plans for this but for most people disability cricket is a of limited interest.

Regional Manager

He added:

when first grade women's' teams played in Gippsland for the first time there was little support but that the public attitude is changing, but you do need positive publicity; attitudes are hard to change.

Regional Manager

In Gippsland many of the *No Boundaries* cricket games are played indoors so access is important. All the venues are accessible for wheelchairs however during an inter-regional competition there was one older venue in which access was a problem. Another barrier spoken of was the needs of carers, particularly about paid and voluntary carers being able to find the time. Travel and associated expenses can also be a barrier, there is often a lot of equipment required to set up a match, and in a region such as Gippsland there are long distances to travel even for intra-regional matches. While funding support was considered OK, there was no specific allocation for *No Boundaries* equipment, which meant that well-used items had to suffice.

Finding volunteers is also difficult in some areas. Regional and club organisers said similar things, a club manager said:

It is not only getting appropriate people, you also need to train them. In that regard we simply provide a vehicle for the people to participate. We do not have the time or resources needed to provide comprehensive training. Encourage already established clubs to 'adopt' a team but then move them into the mainstream. They should be part of your club just as you would have a junior side: have a disability side. It has to be more than tokenistic; the players with a disability and their families need to be part of the club. Some clubs start out as a sort of a 'feel good' gesture and then see that inclusion has its own benefits.

Club Manager

It was reported that Cricket Victoria has a policy or program to make cricket clubs more inclusive for families; to move away from being 'boys' clubs' with a 'booze-up' culture. By making a variety of teams available at a club, families and the wider community become more supportive of the club. A club administrator said:

You don't have to play cricket to be part of the club; there's always thousands of things that have to be done to make a club successful, inclusive clubs are just as important as inclusive teams.

Club Administrator

All the cricket community people interviewed were very supportive of disability inclusive cricket and considered that it had great potential to grow further into something special. The major restraints identified were:

- Ongoing support for all the volunteers necessary to sustain development of *No Boundaries Cricket*.
- Mentoring a personal support for the club and regional 'champions' driving disability inclusive cricket
- The need for wider media support, not only for *No Boundaries Cricket*, but also for inclusion for people with a disability in all aspects of community
- Ongoing dedicated financial support

Knowledge of State Government inclusive social policies was limited in this group.

Barriers affecting inclusive arts, tourism, sport and recreation programs

There is a difference in perceived barriers and appropriate responses between arts and tourism providers. While arts providers see disability through the lens of the social model and occasionally the affirmative model of disability, tourism providers tend to see it through the lens of the medical model.

The legislation sets the parameters for providing goods and services with reasonable changes necessary in order to remove barriers. Tourist providers tend to see their needs in terms of the legislation, but not going further than that. A further attitudinal barrier is seen in the perception that programs for people with a disability are more costly and so are not given the same consideration as other programs.

People actively involved in providing arts, tourism, sport and recreation programs for people with a disability in various ways all spoke of key factors they saw as necessary to produce and maintain effective disability inclusive programs. The vignette below about netball describes typical issues associated with the provision of disability inclusive programs and clubs.

Vignette: Netball

Netball is the most widely played women's sport in Australia. Netball Victoria, the State peak body has a commitment to making netball available to players with a disability and has well developed resources to assist schools and clubs to modify the game to meet the needs of players with a range of disabilities. During the course of this project, the researchers identified that there are several disability specific competitions in operation. In addition many players with a disability also play in mainstream competitions.

Netball Victoria promotes the inclusion of people with a disability through a number of key publications and events:

- Netballers with a Disability: A Guide for Associations and Clubs
- Disability Inclusion Coaching Day
- Netball Inclusive Coaching Day
- State Titles (H Grade)
- Disability Inclusion Development Squad

Most netball clubs and associations are managed by volunteers. Some have a part time paid position (approximately one or two days per week) to assist with administration. It may be difficult for some clubs to manage the additional workload sometimes associated with targeting new player markets including people with a disability.

Many netball clubs and associations offer people with a disability the opportunity to participate in netball at various levels. These include: young people with a disability playing alongside others in regular competitions; wheelchair netball; special competitions for people with a disability; team of people who all have a disability playing in regular competition; and netball in Special Schools. Some clubs and associations report difficulty attracting people with a disability to the sport. Possible explanations are: low numbers of people with a disability in regional areas; higher profile of other sports, such as wheelchair basketball; reluctance of older people with a disability to try a new sport; and logistical barriers such as transport and access to support.

In order to increase the participation of people with a disability in netball, many clubs and associations are focussing on introducing netball through schools. This will allow young people to develop their skills, increase their fitness and feel a sense of achievement which may lead to a longer term involvement with the sport.



Funding

It is not surprising that one of the findings was of the need for ongoing funding support. Given the comments on the need for local champions and their need to be embedded in the organisation, inclusion for people with a disability requires funds to make it happen. This is especially the case when the main vision and focus of an organisation does not relate to disability. In other words, supporting inclusion for people with a disability requires time, staffing, money and training which takes program delivery staff away from other activities. This means that inclusion for people with a disability requires support. Support may not necessarily mean funding support, it could also mean provision of facilities and equipment, education and social marketing support to ensure people have the means, skills and awareness of what to do and understand the importance of doing it. While recognition of the value of inclusion is high in arts, sport and recreation, small organisations at the coalface are time and resource poor. They need help and were open about asking for that help.

Absolutely, I think the funding, having the funds available to do it. I think having priorities. You know if it's not a priority of your organisation then yeah, you'd be doing something else.

Manager, Performing Arts Venue

Financial is the main one; people fear that it will cost them a lot of money. In a lot of cases it won't.

Government administrator

Cost of participation is still a real issue for many people.

Peak disability recreation body

Travel and associated expenses can also be a barrier, there can be a fair bit of equipment required to set up a match and in a region like Gippsland there are long distances to travel even for intra-regional matches.

Victorian sporting association

You know if I am to do this how can I do it in a way that's not going to adversely effect my bottom line too much and if I do it can I create a positive bottom line. So there are unless it was mandated as some form of licensing then you're never going to get a full uptake and even then you're still going to get people who are going to do things that don't give you true delivery, they'll work to the minimum standards.

Regional Tourism Authority

Establishing programs, for example arts and tourism activities, can be expensive. Many need to be funded for them to be implemented successfully. This is because some projects require higher staffing costs, extended hours for staff, small audiences or low participation, or even price reduction to attract

target groups, meaning that it is not possible to break even on the project without additional funding support, an issue which is extant throughout the industry. This point is made by one interviewee:

The success factors include establishing support and relationships. It goes back to funding. I had a worker for the last 2 years and when the funding is finished, the worker is gone. The relationship needs to be recognised and how important it is to work with CALD communities. You can't do it alone.

Regional Diversity organisation

The vignette below about the Liberty Swing in a playground on the Surf Coast demonstrates that limited funding can lead to additional logistic issues which hamper the effectiveness of initiatives.

Vignette: The Liberty Swing

The Liberty Swing appeared on the ABC television show *The New Inventors* in 2004. That year it won the Big Heart Award. The Liberty Swing is a piece of playground equipment that allows children with a disability to enjoy playing on swings and experiencing the sense of exhilaration from flying through the air. Other playground swings are typically not able to be used by children with a range of physical disabilities which involve the use of a wheelchair. The Liberty Swing has been installed in playgrounds around Australia, France and now recently in the USA.



There is a Liberty Swing in the seaside playground on the Surf Coast Shire in the South West of Victoria. It is part of a larger playground complex of swings, slides and walkways. Whilst it is a recreational environment, the playground could be considered 'art in public places' through its use of creatively designed and painted wooden equipment. It could also

be argued that the Liberty Swing could be used in tourism promotion in order to attract children to the Surf Coast Shire in the school holidays. The playground is an example of the potential cross-over between art, tourism, sport and recreation.

Conceptually fantastic, there are some associated logistic issues which need to be addressed. In the Surf Coast Shire playground, use of the swing requires a key that is kept in the Shire offices. This means that the carers of children with a disability need to plan their trip to the park so that they can collect the key before going to the playground and return it to the offices afterwards. Furthermore it may also mean that the swing is only available for use when the key is available thus severely restricting accessibility to its user group.

Lack of Skills or Knowledge

The need for support is linked to the need for skills and training as some people are fearful of including people with a disability in their organisation, its activities and events. In other cases, there was little knowledge about how to attract people with a disability to the arts organisation or sporting club. Finally, access barriers are still mentioned, stating that buildings are not always suitable for people with a disability. There was a sense in some responses that some organisations will just do the minimum required under legislation.

Organisations don't know how to do it. They are fearful of including people with disabilities.

Government administrator

Some clubs/associations have reported difficulty in attracting people with a disability into their club/association. They don't know how to advertise and promote to this group.

State-wide sporting organisation

Built environment is still a key one. Some new buildings can get through with the minimum standards for access (i.e. Darebin velodrome) when they are really not accessible. Some organisations are happy to just do the minimum what is required by law.

Peak disability recreation body

Attitudinal Barriers

All of you have to have difficult conversations with people who don't understand inclusion.

Artist

There was evidence that some service providers and some administrators at Government level recognise that attitudinal barriers still play a part in excluding people with a disability from organisations, their activities and events. This was more the case in the tourism area than in arts, sport and recreation. It has been mentioned elsewhere in this report that small, non-profit service providers in arts and sport are more accepting of inclusion for people with a disability while small, for-profit tourism operators, where profit is the bottom line, are more focused on access matters. In arts and sport the mentality around inclusion for people with a disability is more supportive.

Attitudinal barriers are still the biggest issue. Organisations and individuals are apprehensive. Once people hit the ground things are fine.

State-wide disability sporting advocacy body

Disability services can create barriers to people participating (i.e. can't get there because doesn't fit in with the routine at the residential service).

Government administrator

The main challenge that we face is to get [tourism] operators to think about inclusive practise and inclusive design in their facilities.

[It] comes down to the classic cost benefit for any [tourism] business so a barrier again is probably lack of awareness.

Government tourism department manager

However, it is not only service providers who sometimes create barriers. Family members, parents, carers (whether paid or voluntary), or friends, also can have unsupportive views about inclusion for people with a disability. The importance of training and educating these people is reiterated in these comments.

Sadly, sometimes it's families that can act as a barrier to people with a disability participating in sport and often they do so with the best of intentions. Things like transport, timing, and other family activities can get in the way.

Paid carers can also be a barrier, care is often organised around the needs of the carers not of the clients. Residents of supported accommodation houses are obliged to fit in with scheduled meal times, shower times and bed times

Disability services provider

One major problem is carers, paid and voluntary, being able to find the time. ... Finding volunteers can also be difficult in some areas. It is not only getting appropriate people, you also need to train them.

Victorian sporting association

Attitudinal change is hard to achieve: interviewees had a range of responses about the role of leadership in an organisation and its potential to affect change.

From a State Government perspective it has been a top down approach to try and get everybody thinking and to help promotion [of inclusion for people with a disability].

Disability Access Worker

But note the following comment from a Government administrator. :

When initiatives are not imposed on people they work.

Government administrator

Taking both comments together suggests that the approach to overcoming barriers to inclusion needs to be both top down and bottom up.

Q8. Role Model of Inclusion

Interviewees were asked to consider whether their organisation was a role model with regard to inclusion. They were then asked to explain their view. As might be expected, some interviewees

considered their organisation to be a role model regarding inclusion while others did not. As two people in regional disability organisations stated:

I see our organisation as providing a role model for relationships that foster inclusion through events, for example through our [regional] festival. It is important to get into those communities, recognise and celebrate them. In one day I went to four different cultural halls. You need to pinch yourself to remember where you are. ... We must share cultures to understand what is happening now.

Regional Diversity organisation

Where you could talk about it [our theatre] as a model of inclusion is the involvement of collaborators. You know, top level collaborators and actors without disabilities who are part of [our theatre] for those shows. And where I see that as a model of inclusion is that people from the arts field are able to be included in the work of [our theatre]. It changes that model and people from [our theatre] experiencing integration and inclusion in the community as actors and everything that comes with that. ...

Board member regional theatre for people with a disability

Both cricket and netball considered themselves good role models of inclusion. Comments from interviewees include:

Having a disability cricket side has enriched our club and made us the club of choice in this community.

Club Manager

Q9. Recommendations for Future Success

Interviewees were asked for their recommendations for future success of inclusive policies and practices. Responses included the importance of a shared vision, local champions, networks and participation.

Shared vision

It was clear from the comments made by interviewees that there are differences in the understanding of what inclusion means. This is not a surprising finding. A clear understanding of precisely what policies and organisations are trying to achieve would benefit the sector.

Inclusion is about the quality of the experience: the level of meaning that the person has from the experience.

Government administrator

People can go about and do things the same way as other people. [Inclusion means] to be welcomed by the club and to participate to their fullest ability. Feeling that you can participate if you want to and having that choice.

Peak disability recreation body

Natural Champions Work Best

I see the solution as teaching people like me to fish, not giving me a fish.

Indigenous Artist

There was a strong understanding of the important role that natural champions play in the translation of policy into practice. There was a generally held view that the appointment of Access Workers in the field was an excellent example of policy being implemented in the field by providing a natural champion to support policy implementation and to educate others in the organisation about policy intent. There was recognition that natural champions could be embedded in the organisation culture in order to drive change or could provide a leadership role at a senior level. Examples included the importance of champions being formal, appointed organisation leaders so that they provide exemplars of what is expected. Other examples cited noted the importance of volunteers who are committed to policy implementation and take on an informal leadership role due to their intrinsic commitment and skills. The third type of example was of the importance of the organisation culture supporting inclusion for people with a disability.

Our organisation needed local champions to ensure change.

Manager, Leisure Provider

Natural champions work best. The champion within an organisation needs to be at a high level, like a Board Member or senior manager.

Government administrator

Champions are very important to making inclusion an issue within councils. Disability Planners are employed by some councils and they work across departments ensuring that disability issues are factored into everything the council does.

Arts organisation

...with a lot of these programs it's about having the right people in the right places. ...You can have all the money and good intentions needless to say you need the right people who can actually contact people on the ground. ...We had a volunteer lady ... who put an intense amount, I don't even know where she came from, she sort of appeared on the scene because she was from that area and she would ring all these people up and she'd organise all the local businesses, send out Christmas presents and Christmas cake and all this sort of stuff. ...

Having people in your organisation with the skills and commitment to do it [is essential]. Because I think you can have all the best intentions in the world but unless you've got someone who knows about the arts, knows what to do and how to go about it, it is really hard, and requires extra work and may not bring in any money to the organisation. Yeah, it does mean extra work and I think that can put stress on any sort of organisation but particularly a small one.

Manager, Performing Arts Venue

While champions of different types were seen to be important, there was recognition that champions alone are not enough. Champions need organisational culture to support the initiatives so that they become embedded in the organisation and do not fall apart when the key champion leaves the organisation.

Champions: usually find that there are important people but if a champion leaves then program it falls apart.

Manager, Disability Funding Organisation

There is a risk that is becomes about the champion, you need to be careful and ensure that inclusion is embedded. It is common that when a 'champion' leaves an organisation that the program folds...need to create ownership of the program within the club/association.

It helps the sporting club if they have someone involved who understands and takes care of the disability issues.

State-wide disability sporting advocacy body

Finally, the importance of embedding the notion of inclusion for people with a disability was well put by a disability services provider in the sport area:

Champion people are important but so are ... champion clubs.

Disability services provider

Networks

It was evident from comments that there is a greater need to coordinate matters at the various levels of Government. This could assist both understanding and implementation.

Lack of co-ordination is an issue i.e. Project Connect is at a Federal level but it is rolled out at a State level. There needs to be better co-ordination within disability sports federations and information sharing needs to improve.

State-wide disability sporting advocacy body

Participation

There was a thread running through the interviews about the importance of people being able to participate in activities that provided meaning for them, gave them an opportunity to be engaged in artistic, sporting or recreation activities. It was seen that participation itself offered participants the means to develop social networks.

People [are] gaining something meaningful from participating in the activity (i.e. not just attending but being involved in every aspect). Each person is actively involved in the development of their artistic project.

Disability focused arts organisation

Tapping into the natural connection between the people; you start playing basketball then they develop the social networks around the sport. The connection is based on the love of the activity (i.e. running, basketball, and singing).

Government administrator

The comments made by one interviewee from a diversity organisation summed up some of the key success factors:

My recommendation is that in order [for inclusion] to flourish [the State Government] needs to:

- recognise skills [of local champions]
- foster cross-cultural elements
- fund projects that do those things

That is the key.

Regional Diversity organisation

Conclusions from Consultations, Interviews and Case Studies

The consultations, interviews and case studies suggested that there is interest from program delivery people in providing activities for people with a disability in arts, tourism, sport and recreation organisations which meet social and creative or sporting needs. There is similar interest from artists, sportsmen sportswomen and tourism operators. State Government employees expressed great commitment to the policy and implementation objectives on access and inclusion for people with a disability. Every organisation and individual consulted expressed interest in inclusion. Many people had sought additional information on inclusion, and showed a great deal of personal knowledge and understanding of it. Much of this knowledge was self-acquired and the question of specialist disability and inclusion education will be discussed in the sections of this report addressing the both the systems framework and the framework to build capacity of workers in relation to policy development and implementation.

The policies, such as *Creative Capacity+*, cover broad areas of program delivery under an umbrella concept. The arts, continuing the example, has developed initiatives that enable the sector to have informed discussion with Government and contribute to Government developing arts policy objectives. Local champions and community consultations are important tools with which to progress policy implementation. Program delivery staff expressed strong support for such initiatives and personal commitment to them.

There was a commensurate interest in the study itself and its findings and recommendations. There was a desire to share the learnings in the communities so that more initiatives could be implemented at the local level. Many interviewees had made a great effort to increase their own knowledge while still wanting to learn more. Nonetheless, there was variation between the levels of knowledge of interviewees and an understandable focus on practical activities for social change.

Not surprisingly, the interest and commitment was not always matched by a deep knowledge of the field or of policy by providers. But there was great curiosity about learning more, especially from this study. Most people knew that they needed to provide socially inclusive activities and programs with desired outcomes among target groups. They also knew that these activities were a way of connecting programs to broad Government policy but they did not have a clear idea of what that policy might entail. This may seem paradoxical. But it is not surprising when it is remembered that the desktop literature review found that evidence is mostly anecdotal and non-quantitative. In other words, there are various small scale studies of inclusion using case study methods, but few, if any, large-scale studies over time

providing evidence of social inclusion policy and its implementation in practice. A similar position was evident from our discussions with the cricket and netball community.

For both these sports, their peak bodies had a commitment to expanding participation of people with a disability in their sport. Netball Victoria had developed specialist coaching manuals and advice as to how the game could be adjusted to meet the needs of players with a disability. On the other hand, *No Boundaries Cricket* was a grassroots development operating under the aegis of Cricket Victoria. At club level, and at development officer level, there was significant personal commitment to involving people with disability in their sports. At these operational levels, within the cohort of individuals interviewed for this project, there was little understanding of State Government inclusive policies nor had any formal training in disability issues been undertaken. Club officials and sports development officers were operating through a combination of familial connection to a person with a disability and an intrinsic commitment to the principles of social justice. The lack of robust evidence of the relationship between policy development and implementation does not mean that there is no relationship. It simply means that more sophisticated and systematic work is needed to tease out the relationships.

Recommendations on how to improve inclusion for people with a disability in arts, tourism, sport and recreation at community level are:

- Support and train volunteers at community level. Build mentor programs in the community
- Build on the extant goodwill in the community by enabling people with a disability and others to affect practice by disseminating research results to the community
- Disseminate results of projects conducted by DPCD back to communities which participated in this, in order to boost knowledge of inclusion and worker capacity for implementing inclusive practices

Critical success factors are:

- Provision of sufficient funding for community inclusion program delivery and development
- Training of program delivery staff and volunteers
- Education of the community at large on inclusion for people with a disability
- Provision of social marketing campaigns to encourage behavioural change

Inclusion Framework Developed for this Project

The Victorian Government seeks to build a fairer Victoria through research and implementation of results into social justice initiatives that promote an inclusive community. To this end, this project has developed a framework that links policies, strategies and programs into a holistic framework that seeks to increase social inclusion for Victorian communities. The means of developing the framework was from the results of the fieldwork undertaken within Victoria.

The recommendation is to use the five pillars of the framework to support the capacity building of workers in arts, tourism, sport and recreation in relation to policy development and implementation process. The five pillars are:

- Community Partnering
- Education
- Social Marketing
- Resourcing
- Quality Assurance

Community Partnering covers engaging the community in joint initiatives to progress social policy. *Education* covers State Government social policy, its social philosophy and social justice. *Social Marketing* entails the planning and implementation of programs designed to bring about social and behavioural change. *Resourcing* includes the State Government providing the costs of paying program workers for time spent in consultation, training and for provision of personnel in the field when and where required for social policy implementation and support. *Quality Assurance* is the provision of feedback to program providers as a form of quality improvement and ongoing consultation and engagement. In this way, the program delivery people in the community are informed and given greater ownership of State Government social policy initiatives. The framework is illustrated in the model. Each of the five pillars of the framework is then explained.

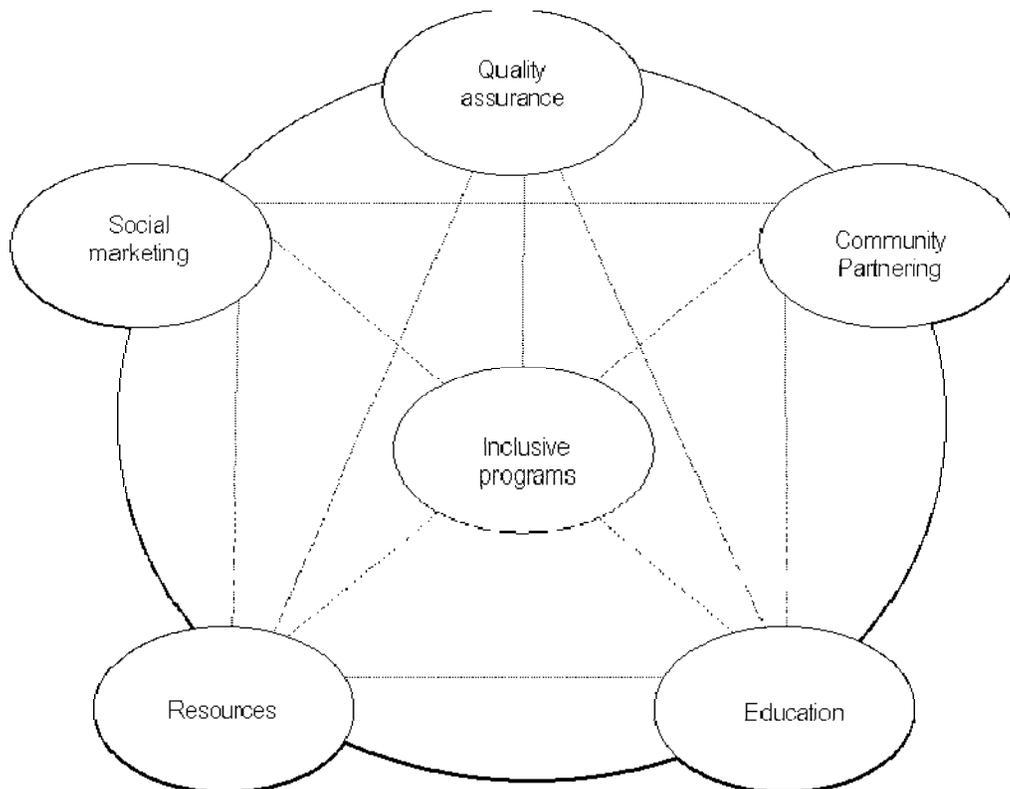


Figure 3: Framework, Five Pillars of Support for Worker and Program Capacity Building

Community partnering

Engaging the community is an essential part of both worker education and social marketing however, community engagement, or community partnering also needs to be addressed as separate element.

While overall community engagement and consultation strategies may be developed centrally, increasingly, Governments are recognising that effective engagement must be guided by the local service providers as they are closest to the grass roots constituency. Cameron and Gibson (2001), writing on community development, maintain the community partnering process involves working hand-in-hand with people who have been marginalised to build community projects. This personalised, respectful approach provides an effective pathway of engagement. As a good example of community engagement, SRV consulted extensively, using a broadly based reference group including sport and recreation specific organisations plus disability and aged care organisations in the development of the *Sport and Recreation Strategic Plan, 2005-2010*. Public sector managers interviewed as part of the current study also reported a similar whole-of-government/community consultative approach. However, based on comments from community service providers, community engagement and consultation, may also require some education or training for the community participants, so that they better understand

the process and are better equipped to make a more meaningful contribution toward policy development.

Education

Firstly, the education of key worker/facilitators in the various sector outlets around inclusion is a fundamental requirement. A Government department such as DHS could design and deliver such a program for community workers and volunteers; alternatively the Victorian Government may consider sub-contracting such a program to local TAFE Colleges. Their education should cover Government social policy: not only the nuts and bolts of the policy, but also the social philosophy that underpins those policies. While some people may intrinsically identify with matters such as social justice, most people get a better appreciation of '*what* of something' if they understand the '*why* of something'.

Most of the community activity workers had little formal education in disability matters. What knowledge they held was largely the product of self-learning. The researchers consider that disability education is also an important component of worker education as it addresses attitudinal barriers. Without this component, it is difficult for the workers to understand issues peculiar to various disability types. It is hard to imagine that programs with a primary aim of including indigenous people as a target group would be provided with no training to the workers in matters of Indigenous culture.

Another important part of the education package should cover how to engage community members in a consultative process, so as to ensure that their views may be used to take forward into policy development forums.

Social Marketing

Social marketing is the planning and implementation of programs designed to bring about social change using concepts from commercial marketing. The discipline has been particularly helpful in the public health communications field. Social marketing has evolved from simple public service announcements to more sophisticated methods, informed by successful techniques used by commercial marketers. Contemporary social marketing rather than dictating the way that information is to be conveyed from the top-down, public health professionals are learning to listen to the needs and desires of the target audience themselves, and building the program from there. A study of pathways of care for socially marginalised people with depression conducted in 2005 identified that people of various age groups had specific preferences for the way in which they receive mental health information. This finding has been used by *beyondblue* to inform their choice of media to convey messages to target audiences of different age groups (Graffam, McCabe, Edwards, Buckingham and Yeske, 2005). This focus on the consumer involves in-depth research and constant re-evaluation of every aspect of the program. Research and

evaluation are integral components of the social marketing process. Information gathered from community consultation is used to enhance the policy development and procedural implementation process in a continuous quality assurance loop.

Social marketing is different to commercial marketing in that it seeks to influence social behaviours to benefit the target audience and the general society, whereas commercial marketing is to the primary benefit of the marketer. Like commercial marketing, however, there is a focus on the consumer and learning what people want and need rather than trying to persuade them to buy what we happen to be producing. Marketing talks to the consumer, not about the product. Social marketing programs can do well in motivating individual behaviour change, but is dependent on a supportive social ecology. To optimise the potential benefits to be derived from social marketing, the consultation facilitators, community program providers, Government and community members need to be up-skilled.

Social marketing practice has significant potential to assist community arts, tourism, sports and recreation program workers to make a major contribution toward policy development which has an impact on workers. More importantly, social marketing techniques involve engaging communities in a meaningful fashion. Social marketing is about changing the public's way of thinking about particular issues. Some prime examples of effective social marketing campaigns are the 'Slip, Slop, Slap' anti-skin cancer campaign and the 'Drink, Drive, Bloody Idiot' road safety campaign. These social marketing campaigns involved multi-media perception, in which coordinated messages are delivered through print, audio and video media. The aim is to bring about cognitive change, which leads to behavioural change. A similar approach should be part of the supporting framework for workers in the arts, tourism, sport and recreation sectors.

Resources

All the program workers interviewed indicated that their programs were adequately resourced but 'of course we could always do with more'. Program workers also indicated if they were to engage with their community in a meaningful way, particularly in terms of community consultation for policy development and program delivery purposes, then the cost of paying program workers for the time spent in consultation should not come from operational resources but rather should be separately funded.

Quality improvement feedback

Finally, the capacity development framework should involve feedback to the workers as a form of quality improvement process. Community (interest and/or location) input to policy development is submitted to various central authorities, such as Government departments, sports peak bodies and statutory authorities, the recommendations are considered and factored into policy enhancement and the

changes are fed back through the quality assurance loop to the community. In this manner, the workers gain some ownership of the decision making process and are encouraged to continue their participation in that policy development process.

It is recommended that the framework be put in place by:

- A whole-of-government approach and community commitment to the policy espoused in the *Disability Act 2006*
- Redrafting of policies developed before the *Disability Act 2006*
- A whole-of-government and community commitment approach to the five pillars of the framework
- Having State Government partner with the community
- Educating the community on the aims and intent of the *Disability Act 2006*
- Using social marketing strategies to change behaviour
- Providing appropriate resources to fund these initiatives
- Ensuring quality is maintained in processes and outcomes by underpinning the framework by plans and targets

Five Pillars of the Framework

The five pillars of the framework are central to the social participation in arts, tourism, sport and recreation for people with a disability. Implementation of the framework will help these people improve participation in the community and shape their futures. The framework would be supported by the values of a social agenda that underpins access, equity, opportunity, fairness and social justice.

Critical Success Factors

The framework would build community capacity by providing support through the five pillars being implemented in a whole-of-government approach. The framework would require plans and targets for each pillar. Plans and targets would increase inclusion of people with a disability in arts, tourism, sport and recreation. Plans would be agreed by State Government in partnership with communities and other relevant bodies, such as non-Government organisations and commercial organisations.

The research identified key findings on how to enhance the impact of these progressive policies by:

- Policy analysed pre-dates the progressive Victorian *Disability Act 2006*, in all but one case
- Wider policy dissemination, possibly through a one-stop web site of access and inclusion
- Policy and ensuing legislation more clearly defining social inclusion as a whole-of-government initiative and explicitly stating the inclusion outcomes that Government intends

- Reviewing whether funding applicants' identification of their knowledge of Government inclusion policy and how their project implemented those policies needs strengthening or is making a difference for program delivery

A critical success factor to policy dissemination is social marketing of the policies. The Office for Disability are planning a social marketing campaign in 2008, however at the time this research was conducted, this was not the case. It is indicative of the accuracy of the analysis within this research that this initiative should be undertaken at the same time as the research is concluded.

In order for this framework to be effective, the case study results identified that the following six levers are needed to support the implementation of policy:

- Change champions
- Definitional consistency
- Community consultation
- Partnerships
- Training
- Funding

These six levers emerged from the case study data and are supported by the desk top review literature, both academic and industry. In general, the results suggest that the DPCD should continue to make effective use of those levers associated with positive results (especially AAA Officers, Metro Access Workers and Rural Access Workers, community consultation and partnerships), while revisiting others associated with negative results such as definitional consistency, funding and training. Specifically, DPCD could do more to:

- Let people know that senior leadership wants to see progress in achieving well-specified inclusive goals
- Provide effective training on inclusion
- Align personal evaluation criteria with reform goals on implementing inclusive practices in line with policy

Desktop Literature Review

The development of the framework is supported by the findings of the desk top review, which entailed review of the academic and industry literature and relevant policies as well as the structures, tools and levers that support the policy process.

The academic and industry literature still needs development in the field, although there is evidence that arts and sport lead the way, particularly in their industry literature. Tourism academically has focused on disability in a small number of cases, with a greater need for more industry literature to build the profile in the field. While there is a dearth of academic literature on tourism for people with a disability, the literature that is available is strong.

Table 2: Development of Literature in Industry and Academia on Inclusion for People with a Disability

	Literature	
	Industry	Academic
Tourism	Moderate	Weak
Sport and Recreation	Weak	Weak
Arts	Moderate	Weak

In our consultations with key stakeholders, the questions *why* and *how* policy fitted to implementation were probed. Relationships were discovered as the consultations were undertaken throughout the project. From that data, a model was developed of how the different parts of the framework were fitted together.

Recommendations resulting from the review of academic and industry literature are:

- The need for a major quantitative study of the participation rates and roles by people with a disability in the arts, tourism, sport and recreation sectors is necessary as this was found to be missing in the literature searched and confirmed as a need by discussions with Round Table members.
- The need for a working definition of inclusion from a community focus in order that all service providers, organisations and workers within the fields are working towards the same objective and from the same perspective.

Policies

The development of the framework is supported by the policy analysis undertaken for this project. Policy analysis was considered by using the *Disability Act 2006* as a benchmark document for understanding inclusion in arts, tourism, sport and recreation for people with a disability.

It was concluded that State Government of Victoria policies are progressive and inclusive. The value system underpinning policies is congruent with principles identified in the desktop literature review. The principles include fairness, equity and justice and involving affected communities and individuals in a consultative process. A recurrent theme in the policies studied is policy development aimed at creating

opportunities for socially marginalised people to participate in community activities and exercise their rights of social citizenship. These themes reflect the State Government's commitment to working with Local Governments and local organisations in a meaningful, mutually beneficial way. The themes revolve around capacity building and respect for individual rights. Each of the policy documents, *Growing Victoria Together: A Fairer Victoria*, *Victorian State Disability Plan*, *New Directions for Victoria's Mental Health Services: The Next Five Years (2002)*, *SRV Strategic Plan*, *Creative Capacity +* and *Victorian Accessible Tourism Plan*, address separate aspects of inclusive social policy. Although some are cross-Government policies addressing inclusion and others are specific to areas of business, for example arts or sports or tourism, they have common roots. Those roots reflect the overall commitment of the Victorian Government to govern for all Victorians and to encourage all Victorians to exercise their right to inclusion.

The philosophical bases for these social policies are central to understanding their impact on communities. The presentation style of the policy documents is also important: they use strong visual images of Victorians participating in the arts, tourism, sport and recreational activities. The words and the pictures tell a story that we want all Victorians to become involved to the degree that they personally want. All Victorians have a right to inclusion in community activities in a manner that respects their individual dignity. There have been some initiatives put in place to address attitudinal barriers, for example the *Bar None* campaign from the Office for Disability in July 2007. The *Bar None* campaign received wide publicity in community newspapers during the period of our research interviews and although a specific question regarding awareness of the campaign was not asked, none of the program workers interviewed mentioned its existence. Should *Bar None* continue in future years, consideration ought to be given how it is promoted in the Arts, Tourism, Sport and Recreation sectors to heighten program worker awareness.

- Use social marketing to disseminate policy intent to arts, tourism, sport and recreation individuals and communities.

Link between Policy and Practice at community level

The framework developed for this project was underpinned by researcher fieldwork at the community level as well as stakeholder consultations at a variety of levels. State Government officials interviewed had a sound and detailed knowledge and understanding of relevant policy. In contrast, there was little knowledge or understanding of Government policy at community level. However, there is a climate of inclusion operating at community level that means that the people delivering programs have changed their behaviour so that it reflects inclusive practice.

Table 3: Perceptions of Program Delivery People in Art, Tourism, Sport and Recreation

	Policy		Field Work	Capacity Building
	Development	Implementation		
Arts	Strong	Strong	Strong	Strong
Tourism	Strong	Weak	Weak	Weak
Sport and Recreation	Strong	Strong	Strong	Strong

Table 3 charts summary evidence of perceptions gathered from field work participants on inclusion for people with a disability in arts, tourism, sport and recreation, and community capacity building. The evidence labelled 'strong' shows where practices are well integrated into the community. The evidence labelled 'moderate' shows where practices are present in the community but not necessarily well integrated into it. The evidence labelled 'weak' shows where practices are present in an isolated State in the community.

In other words, there was little knowledge of policies in the communities studied, but there was a climate of inclusion as people's perceptions have integrated inclusive practices into their daily lives. The structures tools and levers that support policy processes have enabled a systemic relationship between the policies developed and inclusive practice 'on the ground'. It was observed and reflected in interviews that the Rural and Regional Access workers, for example, have provided a key means of engaging the local community in inclusive practice. Hence, the State Government's social responsiveness to inclusion has contributed to the development of the climate of inclusive practice in communities, even though there is little knowledge of Government policies in this arena. The sense of inclusion in the communities enhanced public-spiritedness, participation and interaction of people from different backgrounds.

- As part of the whole-of-government approach to implementing a framework of inclusion, set up a Government website for sourcing information and research regarding inclusion for people with a disability in arts, tourism, sport and recreation programs.

Implementation

Implementing inclusion policy requires integrating diverse groups of people of different abilities into arts, tourism, sport and recreation activities. Inclusion also requires those who choose to become active in the community in diverse ways, such as through programs, administration or volunteering. Inclusion has expanded to include the environment in which the organisations operate. State Government policies that have placed 'people on the ground' like Rural Access Workers have benefited different levels from the individual worker to the organisation and the community. Inclusion sees organisations participating

in diversity programs, using a diverse workforce, engaging diverse people in the wider community in art and sport programs and participating in Government programs. This approach sees people working across ethnic boundaries with a focus on meeting mutual needs.

- Educate program delivery people in the importance of sound research underpinning program implementation and evaluation.
- Strengthen linkages between arts and sport so that synergies and cross-promotions can be developed in arts and sports events, for example, where tourism is the vehicle for audience participation. Taking this co-ordinated approach may increase participation for all Victorians and the researchers believe that a State-wide events 'clearance house' should be considered; perhaps situated with the Department of Planning and Community Development.

Inclusion in Arts, Tourism, Sport and Recreation for People with a Disability

Inclusive communities have particular values which propel their practices. Using an ecosystems perspective, values can be illustrated on a continuum from the 'micro' to the 'macro' and from inclusion to exclusion. The model illustrates community values on four levels. The level of diversity within communities relates to the community's internal mechanisms with its community members.

Inclusion and individual-community relations relates to being a part of the community in spirit and activities. Communities have important communication channels which link them. These channels include forums, conferences, festivals and events, resource centres, cafes and restaurants and Local Government. Local Government channels are especially important in regional communities, such as the West and South West of Victoria studied for this project. While these characteristics of an inclusive community are important, the practical channels to inclusion are inclusive programs. As discussed earlier in this report, such programs exhibit some key internal and external factors.

Workers actively involved in providing arts, tourism, sport and recreation programs for people with a disability in various ways all spoke of key factors they saw as necessary to produce and maintain effective disability inclusive programs. Internally, inclusive arts, tourism, sport and recreation programs show respect and recognition for all participants, they operate with a positive expectancy that desired outcomes will be achieved, they encourage and engage directly all participants and their wider community, they relate to local facilities in a proud fashion and they are adequately resourced so that all participants receive equal value. Inclusive programs operate in an environment of effective social policies that recognise social justice and inclusion, directed by rights based legislation, supported by local organisations committed to implementing inclusive action at both an intellectual and philosophical

level, local 'inclusion champions' are nurtured and protected, the programs operate in and with their local community.

- Many people actively involved in disability inclusion activities had familial connections to a person with a disability
- Arts and Sports program providers had a more rounded understanding of access and inclusion than did tourism operators, who for the most part considered that physical accessibility was the key issue
- Arts and Sport activities were delivered by the not-for-profit sector (but often with support from paid Local Government or sports peak body staff) while the tourism accommodation sector is largely provided by business owner-operators. These two operating structures may explain the different knowledge levels and inclusive practices between the arts and sport and tourism sectors
- There is a general lack of agreement as to the meaning of inclusion
- Program providers had little knowledge of State Government inclusion social policy and were doing good things because they intrinsically knew that they were right to do

Worker Capacity Building

Worker capacity building within the arts, tourism, sport and recreation sectors is essential if the Victorian Government's progressive inclusion social policies are to reach fruition. The workers ability to contribute to policy development and implementation depends on several factors. Worker education in both disability knowledge and policy development issues is critical. Moreover, it is also important that program participants with a disability and their carers are also educated so that they may engage in the policy development process.

Social marketing programs should be developed to communicate the benefits to communities and to individuals of a more inclusive society. Such programs will also assist in capacity building for workers working in the arts, tourism, sport and recreation sectors. Education and social marketing in combination will assist sector workers to more effectively engage in partnering with their community to improve local 'ownership' of community inclusion programs.

Resources specific to the overall policy development process ought to be provided to programs, to facilitate the engagement of program workers in that process. Finally, so that workers, participants and the wider community can get feedback on their input, a quality assurance loop should be an integral part of the policy development process.

The recommendations for building worker capacity are:

- Provide training for workers delivering inclusion program to build their capacity to train others, and to enhance their ability to make meaningful contribution to the consultative development process inherent in the Victorian Government approach to social policy
- Increase the understanding of program workers regarding funding models and in particular the provisions for consultations, community development, and policy development work
- Government inclusive policy mostly focuses on the subsidised sector and there is a significant commercial sector, such as theatre, film, tourism, over which the Government has less policy influence. Anecdotal and case study evidence from this project (covered later in this report) suggest that there are significant barriers in the commercial arts and tourism sectors, accompanied by strong demand from the public. The subsidised sector can show leadership in inclusion in arts, tourism, sport and recreation to provide help to the commercial sector so that they are brought into better alignment to the needs of inclusion policy

The critical success factor was:

- The inter-connectivity between the five pillars at an individual, community and State Government level. This critical success factor and its connectivity are discussed in the report using the Model of Inclusion for People with a Disability in Arts, Tourism, Sport and Recreation. This model was developed for this report.

Community Capacity Building

One of the important planks of the Victorian Government's social policies as expressed in *A Fairer Victoria* and *Growing Victoria Together* is that of involving communities in a consultative manner and building community capacity. During this research, interviews were held with workers in the Arts, Tourism, Sports and Recreation sectors in two communities. As outlined earlier, the interviews with cricket and netball informants were conducted in the context of a 'community of interest' and those with arts and tourism informants, in the context of a 'community of location'.

From those interviews, it was evident that workers in the arts, tourism, sport and recreation sectors perceived that they had limited capacity to effectively engage and influence the Government's social inclusion policy processes, despite extensive consultations having taken place prior to development of policy. Those perceived limitations arose because: workers had little knowledge of Government inclusion policies; limited knowledge of inclusion policy within their own organisations; no training in policy development; and only self-taught knowledge of disability. Further consultations are underway with the refreshing of *Creative Capacity+* which is currently taking place.

Writing of community capacity building, Taylor indicated that 'top-down' approaches designed by social planners and bureaucrats are often flawed as well as undemocratic in that they ignore the opinions and contributions of people who live in an area and use the various services provided (Taylor, 1995). Moreover, other writers such as Carley, Chapman, Hastings, Kirk and Young (2000), Cameron and Gibson (2001) suggest that often partnerships established between statutory bodies and local communities, though often successful, are not representative of the broader situation and both the community partners and the non-community partners need to develop their skills in working toward true partnership arrangements. From this perspective, and from the data collected from our field interviews, it is evident that community workers need more training and preparation if they are to be involved in community development and policy development in an informed way.

All the workers from the various community activities interviewed as part of this research project had a personal interest in improving access and inclusion for people with a disability in their activity. This personal interest is a key factor; one that Government should foster as an integral strategy to build individual capacity and to use that as the foundation for future developmental framework. For good policy to grow, and for good policy to be implemented in the arts, tourism, sport and recreation sectors, the researchers consider that five factors need to be addressed to form a structured worker development framework, namely: education; social marketing; community partnering; resourcing and quality assurance.

In the context of community capacity development and public policy development, people with a disability are critical to the process as they bring to the process their lived experiences. At all levels from community consultation through to the higher level Government round tables, people with a disability must be included. While this project entailed policy review and program evaluation, the researchers also ensured that they interviewed a number of people with a disability.

Moreover, just as with worker and community capacity building, care must be taken to ensure that people with a disability can make a meaningful contribution to the process. This can be achieved by providing tailored education to ensure that individuals understand the policy development process; they are provided with materials suitable to their needs; provided with supports if necessary; and are accorded the respect that their consumer expertise deserves. In other words, people with a disability must be encouraged to exercise their social citizenship throughout the policy development process.

Conclusions from the inclusion policy development framework

The following conclusions are drawn from the fieldwork discussions and policy development framework:

- Effective community engagement and partnering is a grass roots activity but requires the continued commitment of the Victorian Government to a whole-of-government approach.
- An educated and informed program delivery workforce is critical to the implementation of Government inclusive policies.
- Social marketing has a significant potential to assist community Arts, Tourism, Sport and Recreation programs to engage in the policy development process.
- Program workers are concerned that time spent on consultative and development work is not funded from operational resources.
- Program workers are keen to receive feedback on the outcomes of consultative and development work and how that work impacts the future development of their programs.

A summary table of key recommendations from this project follows:

Area	Conclusions	Recommendations
Definitions	There is no clear definition of 'inclusion' and this may confound both policy development and workers in the Arts, Tourism, Sport and Recreation sectors, subject of this research project.	The Victorian Government to develop a firm definition of 'inclusion' for use in social policy. The composite definition used for the purposes of this study could be used as a model.
Desk Top Review of Literature	Arts and recreation organisations can promote and champion social change (Newman and McLean, 2004; Haynes, 1999). Literature identified a number of barriers to inclusive policy implementation: institutional policies; physical, economic, and attitudinal barriers; lack of training and consultation; lack of planning; and a need for large robust quantitative studies on inclusion.	The Victorian Government to continue to foster and develop the arts, tourism, sport and recreation sectors as conduits to social inclusion. Targeted intervention strategies be developed to address these identified barriers to inclusion. Undertake a major quantitative study, using ABS data and data collected from people with a disability, in order to measure their level of involvement and engagement in arts, tourism, sport and recreation sectors. The Victorian Government

	<p>Behavioural change is difficult to produce and requires sustained multimedia promotion, education and possibly non-compliance penalties. Examples of successful behavioural change campaigns are those associated with the wearing of seat belts and drink driving.</p> <p>Provide accurate, appropriate information on tourism and travel, including transport and accommodation for people with a disability.</p> <p>Clement raises some significant questions regarding broad community acceptance of inclusion for people with a disability. Unlike some other social change movements, such as 'Gay Rights' or Women's Rights' there is no popular movement towards social inclusion for people with a disability.</p> <p>Many barriers to inclusion are not directly related to the individual's disability; issues such as low income, access to transport and poor social networks also adversely affect participation and inclusion.</p> <p>The literature indicated that there is a dearth of robust quantitative studies on inclusion for people with a disability in the Arts, Tourism, Sport and Recreation sectors.</p>	<p>implement long term behavioural change campaigns regarding inclusion for people with a disability, using a combination of education, social marketing and enforcement.</p> <p>The Victorian Government examine the constructs of successful social change movements and develop strategies evolving from such a study in addressing inclusion for people with a disability.</p> <p>Social ecological issues be incorporated as a holistic approach to addressing inclusion.</p> <p>The Victorian Government commission large scale, longitudinal quantitative studies linking policy to practice.</p> <p>The need for institutional policies on disability inclusion.</p> <p>The need for accurate, appropriate information on tourism and travel, including transport and accommodation needs for people with a disability.</p>
<p>Desk Top Review of Policy</p>	<p>The Victorian Government has adopted a progressive social framework aimed at creating a fairer, more equitable and just society. However, this social philosophical approach to inclusion is not present in all current Victorian legislation pertaining to people with a disability.</p> <p>There was inconsistency and unclear language used in industry policy documents reviewed as part of this research.</p> <p>Key concepts such as 'disability', 'access' and 'inclusion' were not uniformly applied in the reviewed policy documents.</p> <p>Inclusion outcomes are not clearly defined in the Victorian Government and industry policy documents reviewed as part of</p>	<p>Review and revise all legislation pertaining to people with a disability, particularly the <i>Mental Health Act 1986</i>, to ensure that legislation reflects the new inclusive policies expressed in the Disability Act 2006.</p> <p>Implement a whole-of-government approach to the language used in policies to ensure plain language provides consistency, access and equity in policies for people with a disability.</p> <p>Update policy to ensure legislation more clearly</p>

	<p>this research.</p>	<p>defines social inclusion and explicitly states inclusion outcomes that Government intends.</p>
<p>Field Work and Inclusive Framework</p>	<p>All the organisations and individuals interviewed during this research expressed a keen interest of enhancing inclusion practice and enhancing participation of people with a disability in their activities.</p> <p>The interest was not always matched with a deep knowledge of disability inclusion issues or of Government and/or organisational inclusion policies.</p> <p>Some community program workers indicated that they did not get feedback on the results of development workshops/consultations in which they had been engaged.</p> <p>People with disabilities were not always involved in community development or program development consultations.</p> <p>Program workers considered that they had not been adequately trained in the policy development process or in their understanding of disability inclusion issues.</p> <p>The field interviews lead to the development of an inclusion framework based on five pillars: Education; Community Partnering; Social Marketing; Resourcing; and Quality Assurance. These factors are considered critical to effective capacity building.</p>	<p>Build on this goodwill at a community level by enabling people with a disability and others to affect practice by disseminating research results to the community.</p> <p>Support and train volunteers and paid staff in community arts, tourism, sport and recreation programs, including people with a disability. Build on mentor programs in the community.</p> <p>Disseminate results of projects conducted by DPCD back to communities which participated in projects, in order to boost knowledge of inclusion and worker capacity for implementing inclusive practices.</p> <p>Ensure that people with disabilities are involved in all aspects of the policy development process.</p> <p>Review worker training to improve their capacity to contribute more meaningfully to the policy development process.</p> <p>Use the five pillars framework to support capacity building and development of inclusive programs based on implementation of Government and organisational inclusion policies.</p>
<p>Worker Capacity Building</p>	<p>An informed, trained and committed workforce is critical to the implementation of inclusive social policies.</p> <p>Workers expressed a need to improve their knowledge of both policy development and disability issues.</p>	<p>Provide training for workers delivering inclusion program to build their capacity to train others, and to enhance their ability to make meaningful contribution to the consultative development process inherent in the Victorian Government</p>

	<p>Some workers believed that although they could see the need for community engagement and policy development activities that such activities could detract from their operational duties and they were unfunded activities.</p> <p>The focus of this research was on the funded community arts, sport and recreation sector. However, many of the findings are also applicable to the 'for profit' arts, sport and recreation industry.</p>	<p>approach to social policy.</p> <p>Increase the understanding of program workers regarding funding models and in particular the provisions for consultations, community development, and policy development work.</p> <p>Enable the subsidised sector to show leadership in inclusion in arts, tourism, sport and recreation to build capacity in the commercial sector so that they are brought into better alignment to the needs of inclusion policy</p>
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Appendix 1: Method

In 2007, the Victorian Government's Department of Planning and Community Development (DPCD) commissioned the University to conduct a study contrasting policy with practice in inclusion for people with a disability in arts, tourism and sport in Victoria. International studies record that whilst there are many dimensions to social marginalization, groups associated with physical disabilities and mental illnesses are particularly disempowered and isolated (Shaw, Dorling & Davey Smith, 2002). We consider the study of the social inclusion process associated with people with a disability would serve as a challenging meaningful and insightful exposure to comprehend inclusion.

The study involved analysis of Victorian Government social policy documents and 50 semi-structured interviews with stakeholders of the State's community organisations. A cross-disciplinary project team, coordinated through the Centre for Leisure Management Research at the University undertook the project during the months of April to September 2007. We determined what the inclusion process meant by examining the socio-political context of the State's community organisations and identified methods that contribute to successful social inclusion process for profit-for-organisations.

Data Sources

Archival materials. The research team undertook a desktop review of relevant existing policy documentation and academic and industry literature pertaining to arts, tourism and sport and programs to identify the key factors affecting access and inclusion. One of the key features of community organisations is that the person(s) in charge of program delivery must work either directly or indirectly with Local Government or State Government officers and with their local community to implement their policies. Thus, we paid particular attention to the State Government policy perspectives in relation to community organisations.

Stakeholder interviews and Case Studies

The second stage of the study entailed consultations with stakeholders (including two case studies) to understand how communities view inclusion and how it influences work relationships in the field of arts, tourism, sport and recreation. We based our sample on Hughes, Black, Kaldor, Bellamy & Castle's (2007) theory of communities of location and communities of interest using stakeholders. Hughes et al (2007) argue that communities are of two types provide an opportunity to examine how people are connected. In the case of communities of location, people are connected through the relationship with their local social ecology, including through education, work, health and recreational activities. Communities of interest also exist on a broader scale, where the particular interest, be it political, cultural, social or sporting, is the focal point. Within a pluralist society such as Australia's communities of

interest co-exist with communities of location. By using the Hughes et al (2007) theory of community, the researchers were able to examine how both location and interest can be used as pathways of inclusion.

Fifty interviews were conducted with stakeholders of social inclusion into community organisations. The sample was chosen by the project reference group nominated by the Victorian Government members whose expertise lies in disability inclusion. Through a brainstorming exercise, the 50 participants were selected because of their experience with the implementation of inclusive policy at the community level or their role in arts, tourism, sport and recreation within their community of location or their community of interest. Stakeholder participation in the research was voluntary.

Data Analysis

We adopted a modified grounded theory approach (Glaser & Strauss, 1967; Strauss & Corbin, 1997) to data analysis, where we constantly analysed the data to build community oriented inclusion process theory. The present study examined inclusion at two tier levels of analysis.

In particular, we first examined social inclusion at the State-organisational level; and second at the individual level from a wide range of individual stakeholders (N=50) associated with the State's community organisations.

Phase 1. Policy analysis was used to examine social inclusion at the State-Organisational level. Policy analysis is a rapidly emerging and expanding interdisciplinary study area (Chalip 1995; Hecló 1972). It has been developed in the areas of arts management and sport management, social work and political science over the last three decades. Policy case studies are used as observed phenomena relevant to the general question of policy implementation. Recent policy case studies are composed of a systems approach (de Bosscher et al 2006) and/or a content analysis approach (Chalip 1995). While content analysis focuses on words, sentences and pictures, scouring them for meaning through interactions and foci of attention (Chalip 1995), a systems approach categorises policy according to levels of relevance (de Bosscher et al 2006). Along with theoretical explanations, this project used a combination of the two approaches.

In the project, the overall policies were largely analysed at the macro and meso levels in the phase 1 and its effectiveness was partly analysed in phase 2.

Phase 2. We conducted the micro-level analysis interviewing the 50 individual stakeholders in relation to the subject of inclusion. We taped and transcribed the interviews which were between one hour and

one and a half hours in duration. We also made field notes and too photographs of visits to organisations. The researchers varied across the three fields of arts, tourism, and sport; two of the researchers had specific backgrounds in inclusion research for socially marginalized people. The research assistants sorted the initial data. They had no pre-conceived knowledge about the social exclusion framework. We asked participants nine structured questions in relation to inclusion (see **Appendix 3**).

Three research assistants worked on the analysis under the direction of the team leader (Professor of Arts and Entertainment Management). NVivo was used to analyse data thematically, in response to a Government request to gather inductive and interpretive data on inclusion in art, tourism, sport and recreation. The research assistants inductively analysed diversity concepts drawn from the interview data. First, each research assistant content-analysed the responses in order to identify key themes. The researchers then checked the themes and developed one common set of attributes for inclusion. Where there was disagreement as to the themes, the data were reviewed until consensus could be reached as to how to categorise attributes of respondents. The team leader ensured that the themes identified were reliable across researchers by discussing any discrepancies with them until there was agreement. We then met to discuss our field observations. As observations correlated, they became our working hypotheses, which framed and guided the rest of the study. We used interpretive analysis to understand the actual production of concepts used by social actors in the socio-political context associated with art, tourism sport and recreation.

Appendix 2: Results of academic literature search

Table 1 shows the articles on disability in the journals on arts, tourism, sport and recreation by count and by percentage of the total number of articles in each journal in the ten years studied. These percentage figures are also presented in Figure 1 as bar charts, illustrating clearly the differences in percentage of articles in the journal types. As can be seen, there are few articles on disability reported in journals on arts, tourism, sport and recreation except for those in the *Annals of Leisure Research*. The *Annals of Leisure Research* published a Special Edition, *Disability in Leisure*, in 2004, in which six articles discussed issues surrounding leisure participation and people with a disability. This causes a spike in the percentage of articles reported in that journal.

Table 1. Articles on disability within the target readership in major journals 1996-2005

1996-2005							
	ALR	JAMLS	IJCP	MMC	ATR	SMR	TM
Disability	8/59	0/236	2/86	4/193	4/694	0/22	3/574
	13.5%	0%	2.3%	2%	0.5%	0%	0.5%

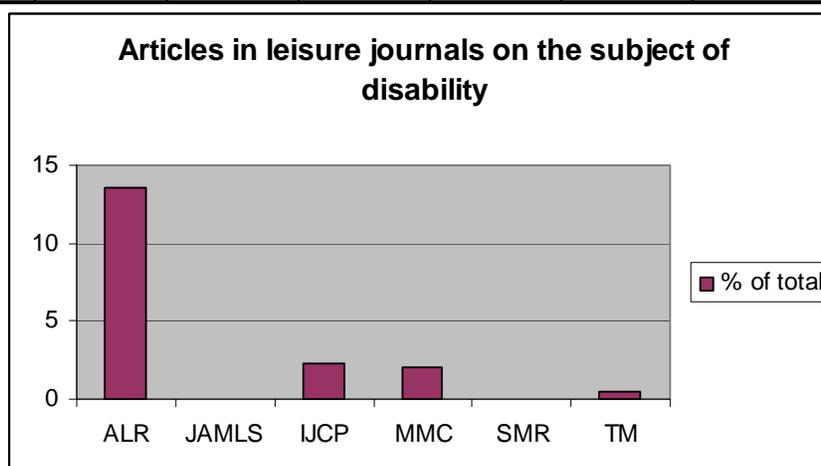


Fig 1. Articles in major journals in the areas of sport, the arts, leisure and tourism on the subject of disability.

A similar search was performed in three seminal journals in the field of disability, using search terms: leisure, tourism, arts and sport. Fifty-one articles have appeared in three major journals on disability in the decade 1996-2005. Table 2 displays the numbers and years of articles found in the three journals on disability that were searched over the ten year period. Figure 2 displays the information in chart form to highlight the differences between the three journals and their foci.

Table 2. Articles on the subjects of sport, the arts, leisure and tourism in major journals with a disability focus 1996-2005

1996-2005			
	D & S	JIDD	ADR
Sport	5/510 0.98%	2/255 0.78%	4/36 25%
Arts	9/510 1.7%	2/255 0.78%	2/36 5.5%
Leisure	10/510 1.9%	12/255 4.7%	9/36 25%
Tourism	0/510 0%	0/255 0%	0/36 0%

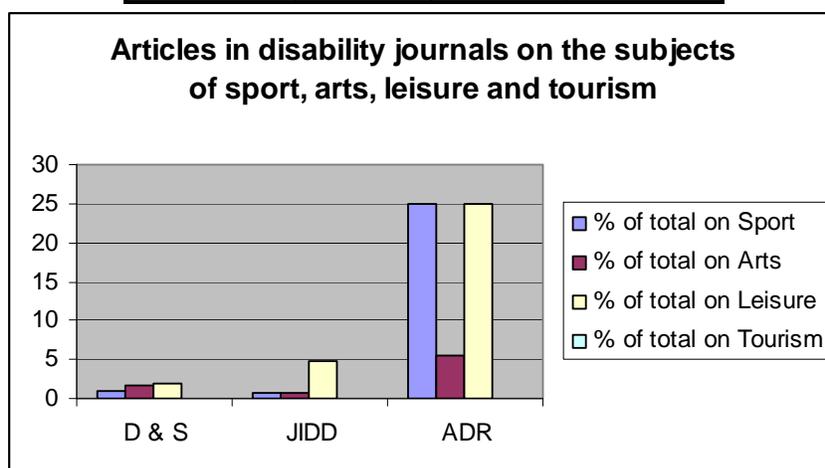


Fig 2. Articles in three major journals from the disability area on the subject of sport, the arts, leisure and tourism

Legend

- ALR Annals of Leisure Research
- JAMLS Journal of Arts Law and Society
- IJCP International Journal of Cultural Policy
- MMC Museum Management and Curatorship
- ATR Annals of Tourism Research
- SMR Sport Management Review
- TM Tourism Management
- D & S Disability & Society
- JIDD Journal of Intellectual & Developmental Disability
- ADR Australian Disability Review

Appendix 3: Questionnaire

DVC Inclusion in Arts, Tourism, Sport and Recreation project

Interview Questions

Name of Interviewer

Name of Interviewee

Name of Organisation

Date: Ethics Agreement

1. Tell me about your organisation and employment background.
2. What does inclusion mean for your organisation?
3. What are the goals of your organisation with regard to inclusion?
4. What is the role of your organisation with regard to inclusion?
5. What policies drive your organisation's activities?
6. What are the success factors and in what ways has your organisation achieved success with regard to inclusion?
7. What are the difficulties from your organisation's perspective?
8. Would you consider your organisation to be a role model with regard to inclusion? Explain.
9. What are your recommendations for success for the future?

Appendix 4: Consultations and Interviews

The following people and organisations were consulted during this project and symposia attended, as listed.

DVC Disability Inclusion Project - Organisations Interviewed			
Organisation	Title	First Name	Second Name
Round Table			
Office of Disability	Mr	Michael	Walker
Vicnord	Ms	Judith	Geraghty
Arts Access	Ms	Ruth	Whittingham
Arts Access	Mr	Bernie	Clifford
Department of Human Services	Ms	Bernadette	Pound
Tourism Victoria	Mr	Paul	Albone
Municipal Association of Victoria	Ms	Nicola	Woods
YMCA	Ms	Shona	Eland
Arts Victoria	Mr	Andy	Miller
Department of Human Services	Ms	Mirella	Danelutti
Department of Victorian Communities	Ms	Jenny	Vizec
Geelong/Surfcoast			
Back to Back Theatre	Ms	Patsy	Frawley
Geelong Performing Arts Centre	Ms	Sally	Beck
Geelong Art Gallery	Ms	Sue	Ernst
Court House Youth Arts Centre Inc	Mr	Ben	Laden
City of Greater Geelong	Ms	Janine	Shelley
Surf Coast Shire	Ms	Julie	Dyer
Surf Coast Shire	Mr	Brett	Ince
Surf Coast Shire	Mr	Simon	Loone
Geelong Otways Tourism	Mr	Terry	Hickey
Torquay Traders Assoc	Mr	David	Muir
Geelong City Council	Ms	Kaz	Paton
Warrnambool Entertainment Centre	Ms	Kelly	Raeburn
Warrnambool Entertainment Centre	Mr	Greg	Diamantis
Flagstaff Hill	Ms	Marcia	McCarthy
Warrnambool City Council	Ms	Narelle	Allen
Diversitat Geelong	Ms	Luisa	La Fornara
Tourism			
Mansfield Shire	Ms	Sue	Arndt
Macedon Ranges Shire	Mr	Ian	Mason
Travellers Aid	Ms	Jodie	Willmer
HMMA	Mr	Tom	Stafford
Sport			
Netball Victoria	Ms	Lisa	McInnes
Caulfield and District Netball Association	Ms	Marg	Cummins
Scope	Mr	Paul	Holtzschke
Cricket Victoria	Mr	Robert	Wood
Richmond Netball Association	Ms	Karren	Clark

DVC Disability Inclusion Project - Organisations Interviewed (cont'd)			
Organisation	Title	First Name	Second Name
Art of Difference Conference	Mr	Ross	Onley-Zerkel
Vicsrapid	Mr	Keith	WISE
Cultural Perspectives	Ms	Fay	Spiteri
British Council Symposium on Arts in a Diverse Society	Mr	Keith	Khan
Australia Council	Ms	Cecilia	Cmielewski
Artists			Anonymous
Assoc. of Neighbourhood Houses and Learning Centres	Ms	Merial	Clark
Arts Victoria	Mr	Christopher	McDermott
Arts Victoria	Ms	Sue	Doyle
Arts Victoria	Ms	Judith	Sears
Morris Godding	Mr	Bernie	Clifford
Department of Human Services	Mr	Paul	Dunn
Deakin University	Prof	David	Shilbury

Appendix 5 Profile of Case Study 1

Case Study 1: Communities of Location: Arts and Tourism

This case study focused on inclusion for people with a disability in one community of location. Hughes et al (2007) define a community of location as one bounded by geography, space and place. For this study, the community of location is West and South Western Victoria. In this community, the study focused on inclusion for people with a disability in arts and tourism.

During the current study, researchers conducted face-to-face interviews and telephone interviews with City of Greater Geelong and Shires of Warrnambool and Surf Coast managers, staff and volunteers, including people who held facility and event management and administration positions. We also interviewed people from Diversitat, disability theatre groups and disability service providers, tourism operators, tourism facilities managers and regional tourism administrators and managers.

West and South Western Victoria includes Victoria's second largest city, Geelong, the Barwon Region of City of Greater Geelong and Surf Coast Shire, and Warrnambool Shire. The Barwon Region had a population of 222,268 in the 2006 Census, while Warrnambool Shire's population is burgeoning with growth affecting arts and tourism in positive ways, not to mention housing and retail. Warrnambool is investing \$1.18m on foreshore development which is used for recreation. In addition, we collected information from the organisation websites such as www.warrnambool.vic.gov.au, www.geelongcity.vic.gov.au, www.diversitat.org.au/.

There is evidence that the arts sector is informed by the social model of disability that has infused policy at State Government level in Victoria. This is similar to sport and recreation (see case study 2). While arts—like sport—for people with a disability has historically been viewed from a rehabilitation perspective, a form of therapy, placing it within the medical model of disability, this has changed in more recent times. The medical model defines disability in terms of the person being the problem. The social model defines disability in terms of the barriers to inclusion which society creates (French and Hainsworth, 2002). The social model has clear appeal to the arts. It is about independence, taking charge of your own life, self-expression and achievement. The affirmative model takes this one step further, seeing disability as a positive element in a person's capacity to contribute and participate. Back to Back Theatre, a performance company based in Geelong and comprising of people with and without a disability could be seen as operating from within the affirmative model. The company's philosophy enshrines the value of individuals' capacity to transform the medium through their particular perceptions

and experiences. Bruce Gladwin, Director, states: 'The Company acknowledges the individuals in the ensemble as original thinkers who function not in isolation, but as unique and valuable contributors to the broader cultural and political debate' (Gladwin 2007). These are all factors central to the arts. The organisations studied in the West and South West of Victoria has all adopted policies which acknowledge disability from the perspective of the social model. They are also consistent with the policies of the State Government.

The following vignette demonstrates policy in action, Fun4Kids Festival is an inclusive festival which aims at facilitating participation of members of society.

Vignette: Fun4Kids Festival

City of Warrnambool Economic Development Department has a team of people devoted to planning and presenting the annual Fun4 Kids festival in the July school holidays. The purpose of the Festival is to develop the city economically for tourism but through the use of arts, sport and recreation. The Festival team seeks to attract people to Warrnambool from other parts of Victoria and from interstate. It has been highly successful, developing a reputation as an innovative and distinctive Festival for young people from the ages of two to twelve. In 2007, the Festival attracted 33,519 visitors to Warrnambool and brought \$2,235,005 to the region by increasing overnight stays to 28,360, an increase of 49%.

Tourism often uses festivals as a means of attracting people to a region. Festivals are delivered through community and Government organisations and delivered in a mainstream



way. However, they do engage with people with a disability by encouraging them to participate in festival organisation, such as at Fun4Kids. For example, the Festival is planned in an inclusive way, through discussions with the Rural Access Officer. People with a disability participated in last year's festival, it was

reported. However, when 'push comes to shove' it has to stick to its economic objectives 'so that the staff remains sane'. These tensions show the fine balancing act that is necessary in areas that use festivals as an art form to promote tourism for economic purposes. Said an organiser: 'The Festival is poised on the brink of greater things. It is currently not a curated Festival. It aspires to be a curated Festival but cannot achieve its goal without a funding boost. Funding limits so much of what we want to do, including in inclusion'.

Appendix 6 Profile of Case Study 2

Case Study 2: Communities of interest: Sport, Cricket and Netball

This case study focused on inclusion for people with a disability in two communities of interest. Hughes et al (2007) define a community of interest as group of people who relate to one another on the basis of similar interests or shared activities or have some form of identity in common, though not necessarily associated with the same locality. For this study, the cricket community and the netball community were investigated. At the elite level, Australia excels at both of these sports; both have well developed hierarchal structures from the base level club activities through to national representative teams. Traditionally more males play cricket than females, and the reverse is true for netball with tradition seeing more females than males participate in the sport. At the community activity level, both sports seek to attract family involvement. At this community level, netball and cricket are largely dependent on volunteers as administrators, coaches and team managers. At the State peak body level, both sports have a commitment to inclusion for all people in their sport and provide developmental opportunities for junior competitions, gender specific competitions, indigenous teams, disability specific competitions and disability inclusive teams.

During the current study, the researchers conducted face-to-face interviews and telephone interviews with managers from Netball Victoria and Cricket Victoria, sports peak bodies, regional development managers from the two sports, netball and cricket club administrators/team managers and a Leisure Development Officer from Scope Ltd, a leading disability support service. In addition, data was also collected from the State peak body websites: www.netballvic.com.au and www.cricketvictoria.com.au

Netball Victoria has a comprehensive range of coaching aids and advice on how to adapt the sport and rules to meet the needs of players with various disability types. The peak body also provides specialist coaching clinics to assist in the development of sport for players with a disability. Netball for players with a disability is characterised by a top-down approach to development. Discussions with Netball Victoria staff and with club officials revealed that there were several competitions in operation for players with a disability and a network of 'specialist schools' based developmental activities. In addition it was reported that in both junior and senior competitions many teams included players with a disability; however, statistics to support these claims were not kept. One club administrator reported that a significant barrier to development for people living in support accommodation was that of having to tailor the competition around group housing meal times and other collective activities. None of the netball community people

interviewed were aware of Victorian Government social policy regarding inclusion for people with a disability but did not see this as a problem. Aside from the comment in regard to arranging a sports competition around the exigencies of collective accommodation, the major obstacles to development reported were, the ongoing involvement of volunteers and transport. At a club level, the active supporters of disability inclusion all have a family connection to someone with a disability. It was reported that over time, the constant demands of fine-tuning the competition, organising transport and cajoling support from friends and family place a heavy burden on personal stamina and personal resources. There was no reported involvement of people with a disability in netball other than as a player. However, at all levels the netball and cricket community informants interviewed could see the opportunity to use the wide range of activities needed to conduct organised sport to engage people with a disability.