The Value of Culture

Shropshire County Council

February 2005

MORRIS HARGREAVES McINTYRE
CONSULTANCY AND RESEARCH www.lateralthinkers.com

The Value of Culture

The results of this research would not have been achieved without the enthusiastic and unflagging input from Shropshire County Council's Cultural Services Team:

Jim Roads Head of Libraries & Information
Neil Willcox Head of Countryside & Heritage
Sue Goodwin Arts Development Officer
Alan Penton, Head of Sport & Recreation

Thanks are also due to the range of people consulted external to Shropshire County Council. All individuals and organisations consulted are appended but special thanks must be given to Sue Grace, Cultural Services Manager at Essex County Council for generously sharing the detail of their performance framework for cultural services.

Marilyn Lewis
Assistant Director
Learning and Culture
Shropshire County Council
Shirehall
Abbey Foregate
Shrewsbury
Shropshire
SY2 6ND
Tel: 01743 255001

Email: marilyn.lewis@shropshire-cc.gov.uk
www.shropshire.gov.uk/culture.nsf

Morris Hargreaves McIntyre is a creative arts management consultancy working in the interests of audience and organisational development. We are a growing company with a very strong track record in providing a fully integrated market-focused strategic planning service to the arts, underpinned by in-house marketing research services.

The company combines a very thorough approach to project planning with incisive, deep analysis, lateral thinking and detailed and intelligent strategic planning to produce relevant, helpful and high quality reports with practical recommendations.

© MORRIS HARGREAVES McINTYRE (2005)

50 Copperas Street
Manchester
M4 1HS
Tel: 0161 839 3311
Fax: 0161 839 3377

Email: intray@lateralthinkers.com
www.lateralthinkers.com

This report outlines….

How Shropshire County Council can demonstrate and measure the impact of cultural provision on social and wider quality of life issues.

Key policy documents and research relating to the contribution of cultural services to social and wider quality of life agendas are summarised.

Practical options are presented for measuring impacts and outcomes linked to quality of life and the shared priorities which are relevant and appropriate to the Shropshire Context.

The key suggestion is that Shropshire County Council measure the value of culture within a performance management framework so that the value of culture is assessed holistically and the information used to inform strategic planning.

CONTENTS

1 INTRODUCTION 7

1.1 PROJECT PURPOSE 7
1.2 AIMS 7
1.3 APPROACH 8
1.4 HOW TO READ THIS REPORT 9

2 SUMMARY RECOMMENDATIONS 12

2.1 POSITION SYSTEM IN FRAMEWORK OF PERFORMANCE INFORMATION AND MANAGEMENT SYSTEM 12
2.2 ADOPT SPECIFIC AND GENERIC INDICATORS AND MEASURES FOR THE VALUE OF CULTURE 12
2.3 INTERNAL MANAGEMENT AND IMPLEMENTATION 12
2.4 MEASUREMENT TOOLS 12
2.5 SYSTEM SPECIFICATION & DEVELOPMENT 14
2.6 CULTURAL SERVICES BUY-IN 15
2.7 PARTNERSHIP POTENTIAL 15

3 THE NATIONAL CONTEXT 16

3.1 WHAT IS QUALITY OF LIFE? 16
3.2 CULTURE'S CONTRIBUTION TO QUALITY OF LIFE 25

4 CULTURE AND QUALITY OF LIFE IN SHROPSHIRE 28

4.1 QUALITY OF LIFE IN SHROPSHIRE 28
4.2 CULTURE AND QUALITY OF LIFE IN SHROPSHIRE 30
4.3 HOW QUALITY OF LIFE IS BEING MEASURED 35
4.4 IMPLICATIONS FOR PROVING THE VALUE OF CULTURE 35

5 CULTURAL INDICATORS FOR SHROPSHIRE 37

5.1 THE OUTCOME MEASUREMENT FRAMEWORK 37
5.2 QUALITY OF LIFE THEMES, INDICATORS AND MEASURES 41
5.3 GENERIC AND SPECIFIC INFORMATION 42
5.4 PARTNERSHIP IMPLICATIONS 42

6 HOW TO MEASURE 49

6.1 PRINCIPLES 49

6.2 MEASUREMENT TOOLS 49

6.3 SYSTEM SPECIFICATION & DEVELOPMENT 51

REFERENCES 53

GLOSSARY 54

CONSULTATION 58

PRESENTATIONS ATTENDED AT CONFERENCE: CAN'T MEASURE, CAN'T MANAGE, ILAM, CONFERENCE OCTOBER 2004 59

LITERATURE REVIEWED 60

APPENDICES

Appendix 1: Outcome Measurement Framework

Appendix 2: Annotated Bibliography of Policy Documentation

1 Introduction

Project Purpose
Aims
Approach
How to read this report

1.1 Project Purpose

Shropshire County Council (SCC) directly provides or enables a wealth of activity through Cultural Services including sport and recreation, arts, countryside, archaeology, museums, archives and library and information services.

While believing and witnessing the powerful impact that engagement with cultural activities can have on people's lives, SCC Cultural Services lacks, in common with most other providers of cultural activity, robust and meaningful evidence to prove the impact that culture has.

To address this, SCC appointed Morris Hargreaves McIntyre to help develop locally relevant indicators and measures to prove the value of culture, with particular reference to central and local government agendas including Quality of Life and the Shared Priorities.

1.2 Aims

The aims of the project were to help SCC:

- demonstrate and measure the impact of cultural provision on social and wider 'quality of life' agendas
- identify options for improving the alignment of Cultural Services to the shared priorities for local government and for making practical and tangible improvements to the services the public actually receive
- illustrate policy context and best practice

- develop local indicators regarding the impact and outcomes of Cultural Services actions regarding healthy lifestyles, community safety and quality of life in local communities

1.3 Approach

The overall approach was to take a holistic look at the value of culture from a variety of perspectives including:

- national and regional: central and regional government and NDPB
- local: Shropshire County Council's corporate and partnership context
- individual: the perspective of the individual end user of the service.

The tasks and outputs were:

Task	Output
Scan of key policy documentation and research relating to the contribution of cultural services to quality of life and regeneration issues	Annotated bibliography of policy documentation and context for final report
Research into existing methodologies employed to measure impacts in the cultural sector or local government	Summary of existing practice as part of final report Implications for indicators relevant to Shropshire
Discussion with key County Council staff on corporate requirements re target setting and performance monitoring; workshop events with relevant Cultural Services staff to explore workable options for local indicators	Final report which provides: Policy context Information on best practice elsewhere Practical options for measuring impacts and outcomes linked to quality of life and the shared priorities which are relevant and appropriate to the Shropshire context
Presentation of issues and the report to a forum of stakeholders – staff and elected members	Presentation

1.4 How to read this report

The report is presented in 6 sections:

Summary Recommendations

The recommendations and action required to realise the system.

The National Context

What is quality of life and why are we all trying to measure it?

National and regional policy context regarding quality of life; how culture contributes to quality of life and best practice in establishing quality of life indicators for the cultural sector.

Culture And Quality Of Life In Shropshire

What does quality of life mean for Shropshire?

The Shropshire context: Shared Priorities and the Local Public Service Agreement along with SCC's cultural policies and activities.

It must be noted that SCC's Community Strategy for Shropshire 2005-2010 is currently being finalised. As such, the strategy priorities and commitments are subject to change. The priorities and commitments used for the Outcome Measurement Framework are those available in January 2005. The current priorities, at February 2005 are detailed in section 4.1 of this report. While the wording may change, the broad themes remain and this should not therefore affect the proposed indicators and measures.

The SCC Directorate structure also changed toward the end of this process. Cultural Services is now included, along with Adult and Community Learning, Social Care and Health Training and County Training, within the Community Services Directorate while sport is no longer part of this portfolio.

Cultural Indicators For Shropshire

A summary of the proposed system, the *Outcome Measurement Framework* containing suggested indicators and measures for proving the value of culture in Shropshire.

A detailed, working version of the framework is separately appended which identifies how culture contributes to quality of life; the outcome indicators arising from this; potential outcome measures for SCC and existing generic or sector specific outcomes which also exist.

How to Measure

The practicalities: principles underlying the measurement system; measurement tools and-what is needed to implement the system.

Appendices

A **glossary** of terminology is provided due to the diversity of source materials and extensive use of acronyms.

A list of key **documents reviewed** is also appended.

An annotated **Bibliography of Policy Documentation** is separately appended and summarises key aims and objectives of the agency providing the policy; quality of life

definitions and measurements identified; examples of good practice and implications for the development of indicators for SCC.

2 Summary Recommendations

2.1 Position system in framework of performance information and management system

Position the system to measure the value of culture in the framework of performance information and management systems so that the value of culture is viewed holistically and the information used to inform strategic planning within Cultural Services and Shropshire County Council. This includes the use of indicators and measures for inputs and outputs as well as outcomes and with reference to contextual data including population profiles, Cultural Services baseline data and Shared Priorities and Quality of Life baseline data.

2.2 Adopt specific and generic indicators and measures for the value of culture

Develop a system which provides performance information capable of meeting local needs including Cultural Services the County Council and the LSP but can also be used to meet the performance information needs of NDPB's (Non-Departmental Public Bodies) and central government. This means using indicators and measures capable of being collected at a local level within different cultural services functions but which can then be aggregated to provide generic information across all Cultural Services functions. This will also enable the information to be manipulated and re-analysed to provide specific information where required.

2.3 Internal management and implementation

Ensure the system is capable of being managed and implemented in-house within Shropshire County Council, utilising as far as possible existing sources of information and existing staff resources and data-gathering.

2.4 Measurement Tools

Develop five quantitative measurement tools including:

- an audit template to gather contextual, input and output data
- a user / attender questionnaire
- a participant questionnaire.
- a group / group leader questionnaire
- an organisation questionnaire

2.5 System Specification & Development

The following action is required to develop the system:

Task	Action required
Wider Buy-in	Consider the integration of Adult and Community Learning into the system, as part of the new Community Directorate Explore options for support from Performance and Information functions within SCC
Review information sources	Identify all current sources of information Internal and external Identify gaps
Agree categories and descriptions	Establish common categories and descriptions for context, inputs, outputs and outcomes, including provision; activities and services; user segments
Confirm measurement questions	Devise research questions to measure the identified outputs and outcomes
Measurement tools	Devise measurement tools: Audit Template: context, inputs, outputs User / attender questionnaire Participant questionnaire Group / leader questionnaire Organisation questionnaire
Timescales	Confirm the relevant timescales for collection of information
Sampling framework	Devise sampling framework for each Cultural Services function. This is the range and amount of of research to be undertaken to ensure that the results are reliably representative of all the activity undertaken.
Training	Training Cultural Services staff in system specification and implementation and sampling.
Data collection	Devise data collection plan - the timing and physical collection of the information.
Data input and output	Review physical options and costs for data input and output. How the information will be data-processed.
Analysis and interpretation	Establish system for analysis and interpretation of data Who will make sense of the information; how it will be related to the information gathered in the audit; the most effective way for the information to be presented.

2.6 Cultural Services buy-in

Cultural Services staff have been closely and enthusiastically involved in the development of the indicators and measures. It is essential that this level of involvement is maintained in the development of the measurement system and that the system does not put additional undue burden on staff.

2.7 Partnership Potential

The Outcome Measurement Framework has significant potential to be developed on a partnership basis, both within the Shropshire LSP and regionally. This will enable SCC inputs, outputs and outcomes to be assessed in the context of overall provision for local people. It will also offer economies of scale. The potential for these partnerships should be explored further, particularly the process for involving District Councils.

3 THE NATIONAL CONTEXT

What is quality of life?
What is culture?
How is quality of life measured?
How has the contribution of culture to quality of life been measured?
Why is the contribution of culture hard to measure?

3.1 What is Quality of Life?

The term Quality of Life is loosely used and has become a term that serves as a catch-all or proxy for several other concepts, including: regeneration, sustainability, sustainable development, community vibrancy and social capital.

The Governments definition of seven Shared Priorities for Central and Local Government include:

- raising standards in schools
- improving the quality of life for children and young people, families at risk and older people
- promoting healthier communities
- creating safer and stronger communities
- transforming the local environment
- promoting the economic vitality of localities
- meeting transport needs effectively

Thus quality of life is enshrined as a key priority. The government sees the strategy for achieving this to be: " by tackling child poverty, maximising the life chances of children in care or in need and strengthening the protection for children at risk of abuse; for older people: by enabling them to live as independent lives as possible and avoid unnecessary periods in hospital'.

Individual government departments also use quality of life as a catch all for their specific aims.

ODPM uses the term Sustainable Communities to embrace their aims of raising levels of social inclusion, neighbourhood renewal and regional prosperity and delivering effective programmes to help raise quality of life for all.

In the Rural Strategy 2004, DEFRA's aim is articulated as: the overarching Government aim is that rural policy should have as its outcome genuinely sustainable development. This means integrating and balancing environmental, social and economic considerations at every stage. It means providing 'a better quality of life for everyone, now and for generations to come, including **thriving economies and communities** in rural areas and a countryside for all to enjoy. It includes **tackling social exclusion** – ensuring that all sections of society and all localities participate in and benefit from **sustainable development**.

The Audit Commission uses the term differently, as a proxy for *sustainable development*, asserting that 'quality of life' is a term that is favoured for use 'mainly because research revealed that the public understood ' it more easily than other terms. ' "But the Commission attempted to ensure that the selected set of indicators in practice reflected sustainable development themes."[1] This rationale explains why the Quality of Life indicators adopted by the AC are so specific to sustainable development. It also explains why other agencies bring their own subjective interpretations of Quality of Life and seek to include the benefits of their activities within a definition of Quality of Life. The Sustainable Development Strategy is currently under review with a view to producing a revised set of quality of life indicators in 2005.

In The State of the Countryside in the West Midlands 2003, the term used as being synonymous with Quality of Life is "*Community Vibrancy*"[2].

'Community vibrancy commonly used to describe Quality of Life and business across all social, leisure and economic activity. '

[1] Audit Commission (2002), *Quality of Life: Using Quality of Life Indicators*, Audit Commission, London

[2] Countryside Agency (2003), *The State of the Countryside in the West Midlands 2003*, Countryside Agency

It cites a 2000 Govt White Paper as seeing community vibrancy as a way of defining its objective to increase rural community action and involvement. Because it is intangible, creating an indicator that monitors vibrancy directly is challenging. They use three linked indicators:

- Community space (a measure of local facilities and services)
- Community engagement (measures of social capital and participation)
- Community strength (a measure of community organisational capacity)

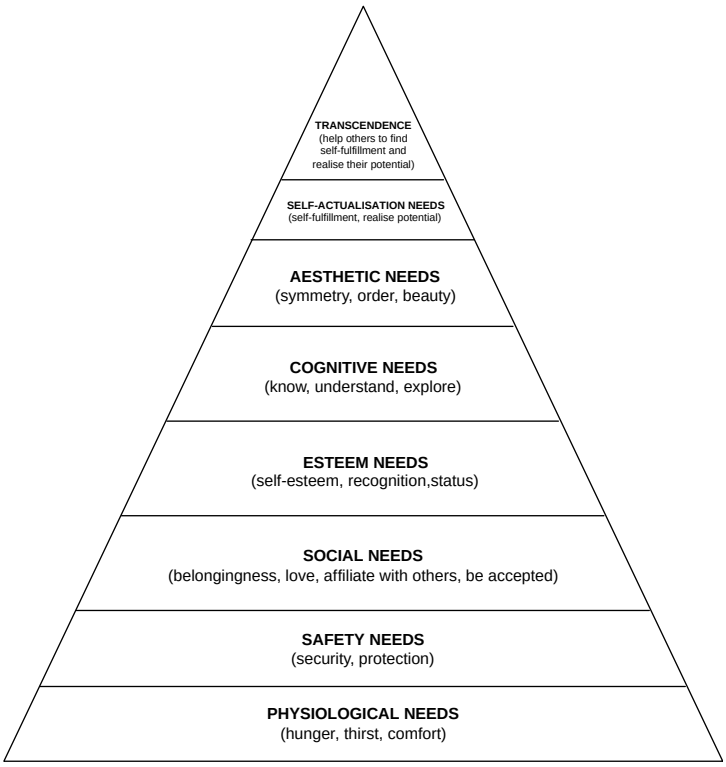
Thus, in this context, quality of life really only concerns itself with helping people satisfy the primary human needs of physiology – satisfying hunger and thirst; safety – security and protection and social needs – achieving a sense of belonging.

Abraham Maslow[3] (Figure 1) proposed that personal development is a combination of physical, emotional and intellectual development. Maslow suggests that the needs of all human beings can be arranged hierarchically starting with basic physiological needs such as the satisfaction of hunger, warmth and safety at the bottom to the achievement of self-fulfilment or transcendence at the top.

While fundamentally necessary, these physiological, safety and social needs are not those that add-value to quality of life or enable people to reach their full potential. Maslow's Hierarchy of Human Needs suggests that the human needs which add value to quality of life include self-esteem, the acquisition of knowledge and understanding and aesthetic pleasure and enjoyment. Without these an individual is unlikely be in a position to make a positive contribution to society or to achieve self-fulfilment.

[3] Maslow, Abraham, Hierarchy of Human Needs, from Motivation and Personality, 1954

Figure 1: Maslow's Hierarchy of Human Needs



A more holistic perspective would therefore suggest that quality of life can only truly be achieved when the whole range of human needs are met – from subsistence – to education – to inspiration. More simply it might be defined as what makes life worth living and ultimately about whether individuals have or have the chance to achieve their potential.

However, at the overarching, central government level, culture is not prioritised as a key contributor to quality of life. At departmental level, DCMS is attempting to take a more holistic view and to show how culture contributes to the full spectrum of human needs and can help achieve wider social aims. DMCS' own key aims also clearly prioritise community and social objectives:

- enhance access to fuller cultural an sporting life for children and young people and give opportunities to develop talents further
- open up institutions to wider community and promote lifelong learning and social cohesion

Tessa Jowell's recent paper for DCMS in May 2004: *Government and the Value of Culture* alludes to this neglect of culture's contribution to quality of life to this when she describes Beveridge's challenge of sixty years ago to slay the five giants of physical poverty – want, disease, ignorance, squalor and idleness.

Jowell suggests that it is time to slay a sixth giant – the POVERTY OF ASPIRATION which compromises all our attempts to lift people out of physical poverty. Engagement with culture can help alleviate this poverty of aspiration – IT MAKES A HUGE DIFFERENCE to people's lives.

However, it is also important to remember that there is value in culture in and of itself… Culture is what defines us – as individuals, as communities, as a nation. It helps us understand who we are, it shapes our identity – and only culture does this.

In this sense it is important to believe that the value of culture is not just about how it contributes to other agendas, although it does this significantly.

In *Guidance for local authorities on the inclusion of sport in second generation local public service agreements*[4], Sport England and the DCMS Local Government Project Board June 2004, also focuses on how sport contributes to *sustainable outcomes* by achieving social, economic and environmental objectives relating to healthier communities; safer and stronger communities; raising educational standards and economic vitality.

Indeed sport is the one area where the evidence of the contribution to quality of life in terms of health benefits is accepted as robust by ODPM.

[4] Barker, Y. (June 2004), *Guidance for Local Authorities on the Inclusion of Sport on Second Generation Public Services Agreements*, Sport England and DCMS

Graeme Evans and Phyllida Shaw in *The Contribution of Culture to Regeneration in the UK: a review of evidence*[5] a report for DCMS brings the term into a definition of regeneration:

Regeneration – the transformation of a place that has displayed symptoms of environmental, social and or economic decline. What has been described as: breathing new life and vitality into ailing community, industry or area; sustainable long-term improvements to local quality of life, including economic, social and environmental needs.

They also define cultural impact on regeneration as being:

Cultural, the impact on the cultural life of a place; impact of cultural activity on the culture of a place or community ie. codes of conduct, identity, heritage, cultural governance ie citizenship, participation, representation, diversity.

Evans and Shaw also suggest that:

Evidence for 'soft edged' rationales for cultural investment and cultural activity as key indicators of quality of life is lacking beyond anecdotal and largely unattributable impacts and small-scale project evaluations.

They provide a summary of the contribution of culture to social regeneration:

- Change in residents perceptions of the place where they live
- Greater individual confidence and aspiration
- A clearer expression of individual and shared ideas and needs
- An increase in volunteering
- Increased organisational capacity at local level
- Increased social capital
- A change in the image or reputation of a place or group of people

[5] Evans, G. and Shaw, P. (January 2004), *The Contribution of Culture to Regeneration in the UK: A Review of Evidence*, DCMS

- Stronger public-private-voluntary sector partnerships
- Reduced school truancy/ offending behaviour
- Higher educational attainment
- New approaches to consultation and representation

However, they counsel caution on trying to measure 'intangible' social impacts as they are generally: not directly verifiable; personal; not absolute; subjective; open to interpretation. They talk of the problem of 'advocacy bridge' that gives disproportionate weight to individual stories. Clearly any measurement system must address these challenges.

There are many reasons why the full extent of culture's contribution is not being recognised.

Evans and Shaw explore the gaps in evidence of culture's impact on regeneration:

- Culture is not generally recognised in social policy and quality of life indicators (e.g. health, education, employment, crime – ODPM, SEU, NRU et al) and therefore is absent from regeneration measurement criteria (or is subsumed into general outcome measures) e.g. New Deal, SRB, Healthy Living, Liveability/Quality of Life.
- Regeneration is long-term and fragmented; evaluation short-term, project-based.
- Measuring impact beyond a project's immediate aims and objectives is not the priority or responsibility of cultural organisations; and generally their objectives are primarily cultural with social or economic objectives often secondary.
- Cultural development objectives may conflict with economic and environmental/ physical regeneration objectives.
- There is a wealth of measures and impact indicators but few holistic integrated approaches that can be applied to culture and regeneration.

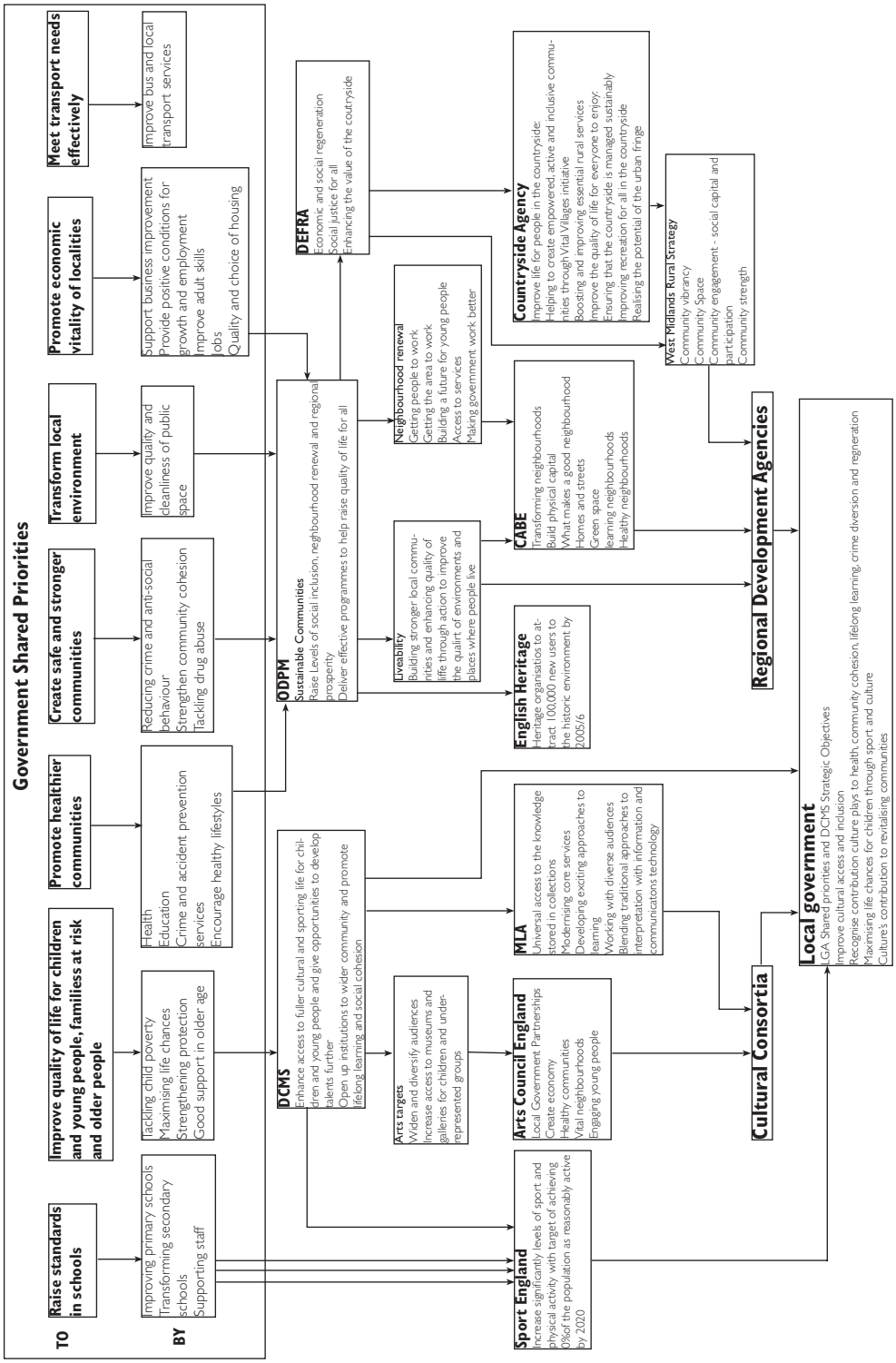
They suggest reasons for the fact that cultural industries have a poor record of demonstrating their impact:

- Lack of interest of cultural sector in evaluation
- View that evaluation is an unnecessary bureaucratic intrusion

- View that evaluation is additional and unaffordable burden
- Failure of funding bodies to insist that provision is made for evaluation
- Perception that data collection is seen as a chore
- Failure to recognise value of evaluation in consolidating culture's contribution
- Evaluation dominated by funders' objectives
- Lack of skills or experience in evaluation
- Lack of planning norms against which to measure quality and quantity of provision

Figure 2 illustrates the complex ecology of government Shared Priorities and how they cascade down through central government departments and the NDPB's before being embraced by Local Authorities and Cultural Services.

Figure 2: Central Government Shared Priorities Model



3.2 Culture's contribution to quality of life

The issue about how culture contributes to quality of life is both supported and compounded by the wide definition of culture. Partly the value of culture lies in the wide definition of what is included.

The DCMS defines culture as having a two-part definition or understanding of culture as set out in *Creating Opportunities*[6]:

Material dimension:

- performing and visual arts, craft and fashion
- media, film, TV, video, language
- museums, artefacts, archives and design
- libraries, literature, writing and publishing
- the built heritage, architecture, landscape and archaeology
- sports events, facilities and development
- parks, open spaces, wildlife habitats, water environments and countryside recreation
- children's play, playgrounds, and play activities
- tourism, festival and attractions
- informal leisure pursuits

Value dimension:

- relationships
- shared memories, experience and identity
- diverse cultural;, religious and historic backgrounds
- standards
- what we consider valuable to pass on to future generations

[6] Department for Culture, Media and Sport (2000), Creating Opportunities: Guidance for Local Authorities in England on Local Cultural Strategies, DCMS

In *Cultural Life in the West Midlands – vision and aims*[7], The Regional Cultural Strategy 2001 – 2006, the definition of Culture includes arts and sport, museums, galleries, libraries and archaeology, built heritage, archival collections, tourism promotion, countryside, informal recreation, childrens play and youth services, countryside and parks, environment and education, voluntary and community activities, faith communities, healthy living, television, film and radio, architecture and design, publishing, and new technologies. Plus creative industries, advertising, architecture, crafts, art, antiques markets, fashion design, film, music, performing arts, publishing.

The range of organisations involved in delivering culture, including central government departments; local authorities and NDPB's creates a complex ecology of potential indicators for both quality of life generally and the contribution of culture to quality of life specifically. This is exacerbated by individual departments and NDPB's using different measures to quantify the outcomes.

The diversity of aims, objectives, indicators and measures of the NDPB's related to culture are key, including Sport England; Arts Council England; MLA; English Heritage; CABE and the Countryside Agency. While the NDPB's clearly have some objectives in common, to increase usage and participation for example, they also have discrete objectives relating to their own area of cultural activity.

There are continuing efforts towards a more joined-up approach to this. The Audit Commission's planned culture block is an attempt to include culture at a more strategic level. The DCMS' Draft Performance Profile[8] is also a significant attempt to establish generic measures within the context of a wider Performance Management Framework. Within the cultural sector there are examples of good practice. One such, albeit in an urban context, is Essex County Council's comprehensive arts, heritage and museums performance information system.

The proposed Public Library Service Impact Measures are another, sector-wide attempt to provide evidence of the value and impact public library services have on people and

[7] West Midlands Life (2004), *Cultural Life in the West Midlands – Vision and Aims – The Regional Cultural Strategy 2001 – 2006*, Regional Cultural Consortium

[8] Watson, A. and Barker, Y. (2004), Developing a Performance Profile for Local Authority Cultural Services: Report to the Department for Culture, Media and Sport, Angela Watson and Associates

communities. However, these too primarily use output measures as a proxy for impact, describing the measures as illustrating a 'contribution' to the required outcome. The proposal states that impacts will be primarily demonstrated through reference to existing 'research at a national level'.

So while there is a wealth of measures and impact indicators but few holistic integrated approaches that can be applied to culture and regeneration. Little within any of the existing approaches allows for the full impact of culture on the lives of individuals to be measured – mostly focused on **outputs** (*what is delivered*) not on **outcomes** (*what difference it makes*) to individuals and communities.

A key issue is that there is a tendency for cultural outcomes being 'made to fit' wider government objectives. Culture can contribute to all these agendas but is also important in and of itself.

The challenge therefore is to develop indicators and measures which capture all aspects of what makes life worth living – quality of life in a holistic sense.

4 CULTURE AND QUALITY OF LIFE IN SHROPSHIRE

Quality of life in Shropshire
Culture and quality of life in Shropshire
How quality of life is being measured
Implications for proving the value of culture

4.1 Quality of Life in Shropshire

Achievement of quality of life is enshrined in Shropshire County Council's overarching vision which is *'to improve the quality of life for Shropshire People'*.

The Local Government Act (2000) placed a new duty on local authorities to prepare long-term community strategies with partners to improve quality of life. In July 2002, Shropshire partners, now known as the Local Strategic Partnership (LSP), published an Integrated Community Strategy, *Improving the Quality of Life in Shropshire*[9] which sets out some aims, priorities and targets for improving the quality of life in Shropshire based on consultation with local communities. The key themes of the current Integrated Strategy are:

- supporting inclusive communities
- improving the environment
- promoting lifelong learning
- stimulating a thriving economy.

These key themes are mirrored in Shropshire County Council's Corporate Plan 2004-06 where they are cited as the key aims, apart from supporting inclusive communities which becomes improving well-being, care and health.

SCC is currently consulting on and developing a new Community Plan for Shropshire and the Integrated Plan which is due to be adopted by July 2005. Albeit in draft form at the

[9] Audin, H. (2004), *Shropshire County Council: Improving the Quality of Life for Shropshire People - Community Consultation Strategy – Draft version 4*

point of writing, the priority areas identified for the 2005-2010 Community Strategy represent a bringing together of the seven original Shared Priorities into four priority areas which are likely to be:

- Safer and stronger communities
- Children and young people
- Health and older people
- Economy, housing, transport and the environment

Within this, 15 core priorities have been proposed including:

1. Being healthy
2. Staying safe
3. Enjoying and achieving
4. Making a positive contribution
5. Achieving economic well-being
6. Services for older people
7. Healthier lifestyles
8. Access to services locally
9. Adult learning, leisure and cultural activities
10. Reducing crime and anti-social behaviour
11. Promoting equality of opportunity for everyone
12. Affordable housing to rent or buy
13. More and better quality jobs; and improved workforce skills
14. Protecting and improving the environment
15. Better maintained, safer roads and improved public transport

As these corporate priorities illustrate, Shropshire County Council's definition of quality of life generally reflects the socio-economic focus of the central government definitions.

4.2 Culture and quality of life in Shropshire

Shropshire County Council (SCC) directly provides or enables a wealth of activity through Cultural Services including sport and recreation, arts, countryside, archaeology, museums, archives and library and information services. Adult and Community Learning, Social Care and Health Training and County Training have since been included in the portfolio.

Shropshire's Cultural Strategy 2003-2007 was developed to complement the same four themes in the first Community Plan. The strategy highlights the fact that while SCC is

responsible for extensive direct cultural provision there is also a significant amount of indirect provision from borough and district councils; the community and voluntary sector; the private sector and national bodies such as The National Trust and English Heritage. This means that any measurement of outcomes has to be capable of acknowledging the indirect impact which Cultural Services contributes to through funding, advice and partnerships with these organisations.

Delivery of Cultural Services activities is framed by the Cultural Services Team Plans which relate objectives to relevant LSP priorities and identify appropriate performance indicators or success criteria.

There is no doubt that culture contributes significantly to quality of life for people in Shropshire. Figure 3 summarises how culture contributes to all dimensions of quality of life.

Figure 3: How Culture Contributes to Quality of Life

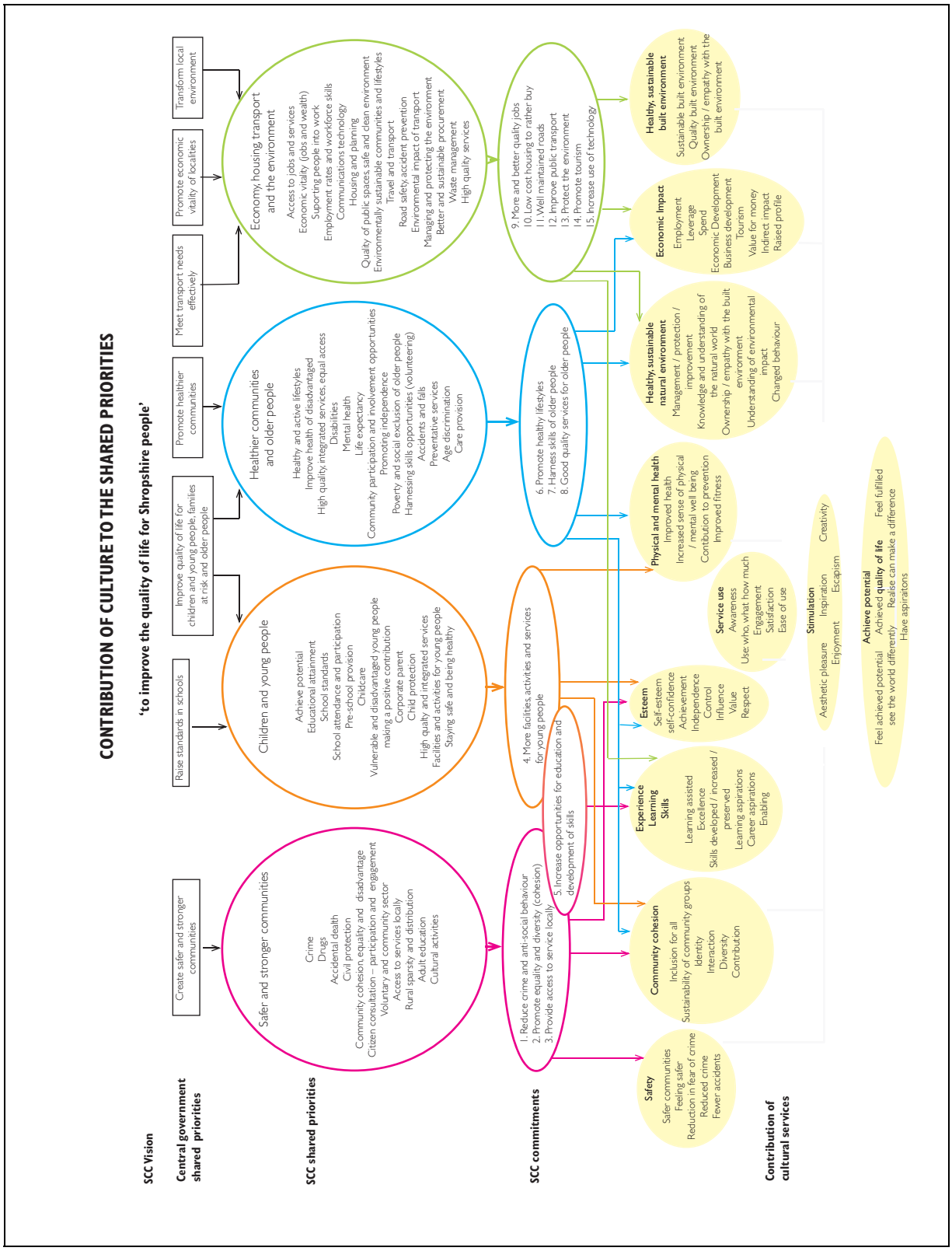
Quality of Life Theme	Outcome Indicators
Achieve Potential	Feel achieved potential Achieved quality of life Feel fulfilled See the world differently Realise can make a difference Have aspirations
Stimulation	Aesthetic pleasure Inspiration Creativity Enjoyment Escapism
Experience, Learning, Skills	Learning Assisted Skills Developed / Increased / Preserved Excellence Learning Aspirations Career Aspirations Enabling Human Capital

Quality of Life Theme	Outcome Indicators
Economic Impact	Employment Leverage Spend Economic Development Business Development Tourism Value for money Raised profile
Esteem	Self-esteem Self-confidence Achievement Independence and control Influence Value and respect
Community Cohesion	Social capital Inclusion for All Diversity Identity Interaction Sustainability of Community Groups
Safety	Safer communities Feeling safer Reduced crime Reduction in fear of crime Fewer accidents
Health: mental and physical	Improved health Increased sense of physical / mental well-being Improved fitness Contribution to Prevention
Natural Environment	Environmental management / protection/ improvement Knowledge and understanding of the natural world Understanding of environmental impact Changed behaviour Ownership / empathy with the natural environment

Quality of Life Theme	Outcome Indicators
Built Environment	Healthy built environment: Sustainable built environment Quality built environment Ownership / empathy with the built environment

Figure 4 illustrates in turn how culture contributes to Shropshire County Council's Shared Priorities and Commitments.

Figure 4 Contribution of Culture to Shropshire County Council Shared Priorities



4.3 How quality of life is being measured

Like all authorities, SCC is currently measuring Quality of Life in the broader sense. Current indicators for quality of life are primarily drawn from:

- SCC's Best Value Performance Indicators
- LPSA Target measures
- Quality of Life Indicators

Shropshire took part in the Audit Commission's national pilot project to collect 32 Quality of Life Indicators against which to measure improvements in the four key themes.

Almost all the indicators and associated measures being used to assess quality of life are input or output measures – measuring what was provided, delivered or achieved rather than outcomes which measure what difference has been made to people's lives. Even within the input and output indicators and measures there are few for the value of culture. The indicators that do exist are usually included because they are required for NDPB monitoring such as the Public Library Standards and aren't measured for all functions within cultural services. The indicators that do exist are primarily concerned with access to provision; existence of policies; amount of usage of individual services and levels of satisfaction.

4.4 Implications for proving the value of culture

Clearly this project's purpose is to fill this gap in measuring the contribution of culture. As *Figure 4* illustrates, there is much more that can be measured to prove how culture contributes to quality of life in a holistic sense and to the Shared Priorities specifically.

The decision as to the scope of the system to measure the value of culture partly depends on how aspirational Shropshire County Council wishes to be.

The council is currently categorised as a "good" authority by the Audit Commission. During 2003, SCC was judged to be one of the top ten most improving councils in the country and is now rated as an 'excellent' council. This actually reduces the amount of performance information the authority is expected to publish.

Furthermore, the second generation of local public service agreements LPSA 2G, is beginning to recognise the importance of the beneficial outcomes people would expect the public sector to deliver, not just processes, inputs or outputs. It also includes a shift away from the focus on performance in the final year of an LPSA to total performance over the period of an agreement and in some cases, performance over a longer period, where the benefits of radical improvement may not be seen quite so soon[10].

So SCC is aspirational – intending to achieve more demanding performance targets as outlined in the LPSA 2003-2006 and to measuring outcomes in the longer term.

Measuring the contribution of culture in a holistic way, as outlined in the Outcome Measurement Framework which follows will enable SCC to prove the value of culture. This recognition of and measurement of the full value of culture, if realised fully, will also further enhance SCC's profile with both DCMS and the Audit Commission who are interested in the Measurement Framework being developed.

[10] Office of the Deputy Prime Minister (2004), *LPSA 2G: Building on Success*

5 Cultural indicators for Shropshire

The Outcome Measurement Framework
Quality of life themes, indicators and measures
Generic and specific measures
Partnership implications

Shropshire County Council clearly needs a practical and locally relevant set of cultural indicators and associated measures, capable of embracing the complex ecology of varied definitions of quality of life and multiple aims and objectives from central government, local government and NDPB's described above.

5.1 The Outcome Measurement Framework

Outcomes – the *difference* that any cultural services intervention makes to the lives of individuals and communities do not exist in isolation. They both reflect and in turn, impact upon, the context in which they are achieved. To reflect this it is important to a holistic perspective on the value of culture.

To achieve this we recommend a system that measures a balance of performance, described by IDeA[11], as 'a set of indicators that provide an accurate overall view of a service'. This means that the whole performance of the service can be monitored, not just the outcomes. This will be done by a four-tier framework which establishes the context in which Cultural Services is operating and then monitors both inputs and outputs as well as outcomes. This means that the outcomes achieved can be interpreted in the light of what has been invested and delivered by the service.

In this approach it goes a long way to providing the type of information required for the Performance Profile currently being developed by DCMS for Local Authority Cultural Services which is attempting to respond to DCMS' concerns about the lack of performance information in the Cultural Sector[12].

---

[11] Improvement and Development Agency (2004), *A Glossary of Performance Terms*, IDeA

[12] Watson, A. and Barker, Y. (2004), *Developing a Performance Profile for Local Authority Cultural Services: Report to the Department for Culture, Media and Sport,* Angela Watson and Associates

The Outcome Measurement Framework also intends to meet HM Treasury's FABRIC definition of a good performance management framework by being:

- Focused
- Appropriate
- Balanced
- Robust
- Integrated
- Cost-effective

Finally, the Framework will not only provide effective information for measuring the performance of Cultural Services but will also benefit performance management, informing Cultural Services strategic planning.

Figure 5 which follows illustrates the Outcome Measurement Framework.

The four tiers of the framework are:

Context: the environment in which Cultural Services is operating. This also establishes the starting points from which achievements or improvements can be assessed. This includes demographic, socio-economic and geographic profiles of Shropshire; Cultural Services baseline data and Quality of Life baseline data from both Shropshire County Council; other LSP partners; NDPB's and central government agendas.

Inputs: the investment – human resources; financial resources; physical infrastructure: land and buildings and policies, strategies and plans – that contribute to provision of cultural activities and services.

Outputs: what was actually delivered - the activities, services and products produced by cultural services.

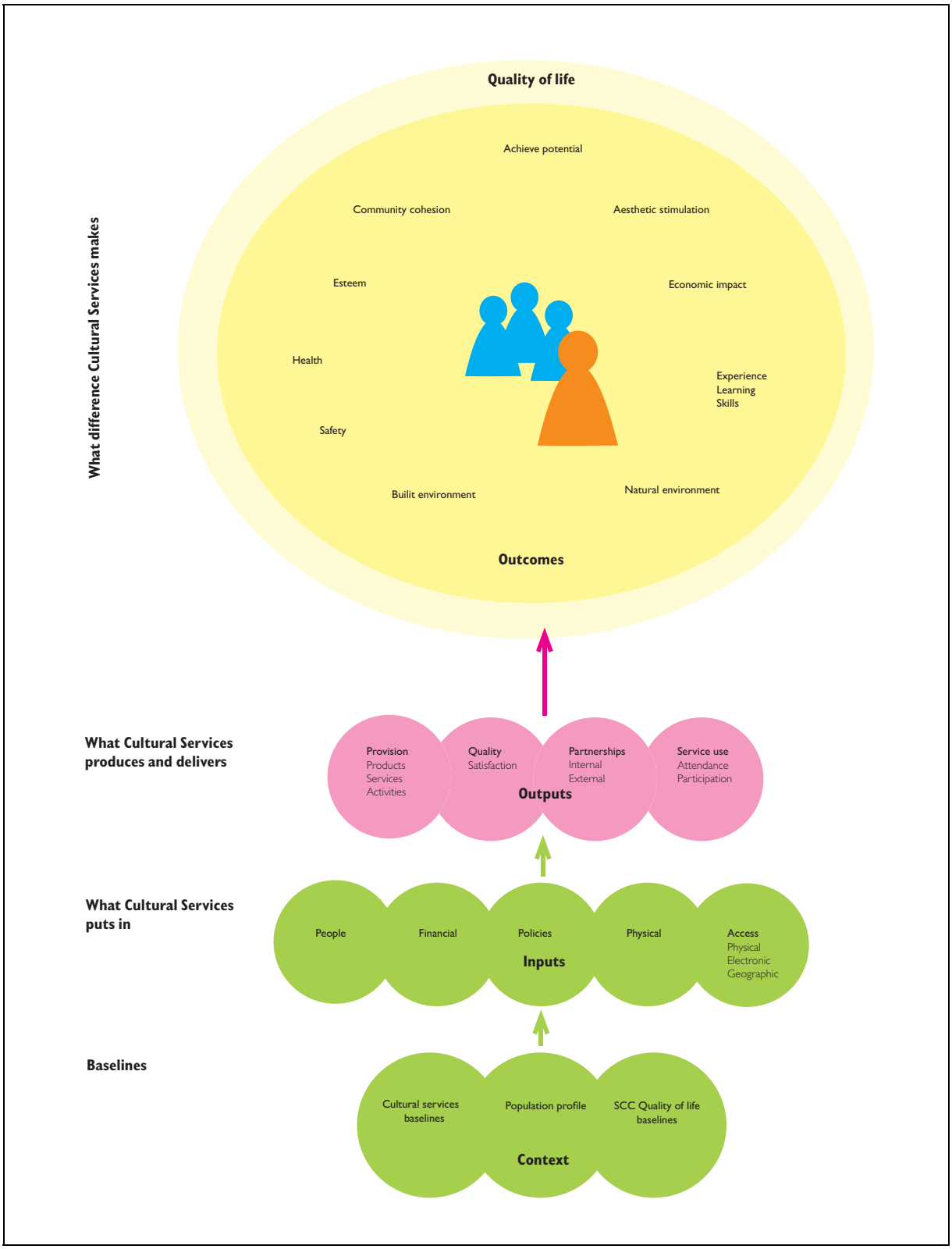
Outcomes: the difference these inputs, activities and services made to individuals or communities.

The interrelationship of these factors is essential. None make sense without the others. There is no point trying to assess the value of the outcomes if we don't know what was invested or delivered in order to try and achieve these outcomes or without understanding the context in which they were achieved. Outcomes are the key – these are the measures that are about real people and real lives – they tell the story of what difference culture makes to people and communities.

Economic Impact and the built and natural environments, while technically not outcomes for individuals are included within the outcomes section of the framework as they *are* outcomes to which Cultural Services makes significant contributions and which must therefore be included in a measurement of how culture contributes to quality of life.

Figure 5 Measuring the Value of Culture: The Outcome Measurement Framework

Figure 5 The Outcome Measurement Framework Model



5.2 Quality of Life Themes, Indicators and Measures

The Outcome Measurement Framework has three components.

Themes: these summarise the link to the Quality of Life agendas. Importantly they take a holistic view of quality of life, covering both the factors without which quality of life is seriously compromised including health and safety, through the need for social cohesion to those factors which enhance people's quality of life and enable them to enjoy life and achieve their potential. The themes are:

- natural environment
- built environment
- mental and physical health
- safety
- community cohesion
- esteem
- experience, learning and skills
- economic contribution and security
- stimulation
- achievement of potential.

Indicators

These are the broad categories of performance – as the name suggests – they *indicate* what good performance is defined as – how it is categorised. The indicators developed reflect what English Heritage in Heritage Counts 2003[13] (ref) define as good indicators which are ones that:

-
- are resonant and meaningful
- capture the imagination and stimulate action

[13] English Heritage (2004), Heritage Counts 2003, English Heritage

- inform a range of policy areas
- demonstrate cause and effect and inform solutions
- are owned by a range of stakeholders
- highlight and monitor key policy initiatives, commitments and targets
- describe overall what it is that needs to be achieved
- scientifically robust and valid
- simple and easy to interpret
- show trends over time
- provide early warning of potential problems
- are based on readily available data or can be collected at reasonable cost
- are sensitive to the changes they are meant to indicate
- are capable of being updated at regular intervals.

Measures

The ‘measure’ is the information that proves that your objectives have been achieved and importantly, accurately quantified. It is this which ensures the information is perceived to be robust.

5.3 Generic and Specific Information

The challenge has been to devise a system that can provide performance information capable of meeting local needs including Cultural Services the County Council and the LSP but can also be used to meet the performance information needs of NDPB’s and central government.

To this end the indicators and measures need to be generic enough to be collected and analysed across all Cultural Services functions but can then be manipulated and re-analysed to provide specific information where required.

5.4 Partnership Implications

The Outcome Measurement Framework has been devised to work within a Cultural Services and Shropshire County Council context. However it is capable of being further developed to work on a countywide level within the LSP context and also regionally.

Figure 6 summarises the Outcome Measurement Framework in 4 sections:

- context
- inputs
- outputs
- outcomes

For each of these the relevant indicators are identified together with the potential measures.

Figure 6 Summary Outcome Measurement Framework

This summarises the indicators and broad measures which SCC might use to prove the value of culture.

A working version of the Outcome Measurement Framework is provided as a separate appendix to the report and contains specific, detailed potential measures for SCC along with generic and sector-specific measures for comparison.

Figure 6.1 Context

CONTEXT Establish the starting point / baseline	
Indicators	Measures
Population & Area Profile Data	Age Ethnicity Deprivation / exclusion Socio-economic groups Disability profiles Geographic profile: size of area / rurality Cultural traditions
Cultural Services Baselines Cultural Services policy, aims, objectives, targets	Service profiles: inputs, outputs, provision Target Groups Current knowledge of attenders / users
SCC Quality of Life baselines Local Authority Strategic Objectives Shropshire QOL Baselines NDPB Baselines	SCC Shared Priorities and Commitments SCC LPSA (Local Public Service Agreement) SCC Quality of Life baselines
Government and NDPB Baselines Central government cultural and cross-sector baseline data: NDPB baseline data:	DCMS ODPM DEFRA Sport England Arts Council England MLA English Heritage CABE Countryside Agency

Figure 6.2 Inputs

INPUTS What has SCC put in? Resources that contribute to the production and delivery of or employed to provide the service	
Indicators	**Measures**
Human resources invested People delivering culture	Number employed in delivering cultural activities Employment status / roles Time / duration employed
Financial Investment Funding / income secured for cultural services Expenditure on culture	Income Expenditure Spend per head
Policies / Strategies / Plans Cultural Cultural inclusion in cross-sector policies	Existence of policies Range / status of policies
Physical Inputs Cultural facilities provided Venues / buildings / land / collections	Type / no. / size / ownership / management Organisations: No. / type / sectors Support organisations: No. / range / sectors Collections & Stock**:** held / acquisitions / disposals
Availability When can people access services	Opening times Volume of availability
Promotion Extent to which use / participation of Cultural Services activities are promoted	Volume Targeting Spend
Access to facilities and services Geographic / electronic / physical	Geographic spread / location / distribution / rurality Range of provision Volume of provision

Figure 6.3 Outputs

OUTPUTS What has Cultural Services produced and delivered?	
Indicators	**Measures**
Activities, services, products	Range of provision Categories of provision Amount of provision Direct / indirect provision Categories to be confirmed: Collection & Asset Management Production Participation Education Outreach / development Ensuring / protecting access (e.g. rights of way) Information provision and distribution Advisory and support services Publications
Quality of provision	Regional, national status of provision Sector specific external awards and standards achieved Generic Awards Condition surveys
Partnerships Cultural services Local Authority Local Strategic Partnership	No. Range Type Geographic reach: Local, regional, national, international Additional activity through partnerships
Service Use	Awareness Type of use; physical / electronic Usage of different sectors Usage of different activities and services Depth of use: attendance / participation / education Direct Use / Indirect Use Socio –demographic profile of users / participants
Satisfaction	Ease of use Levels / change in levels of satisfaction Contribution of cultural services to local area satisfaction

Figure 6.4 Outcomes

OUTCOMES: What difference did the services make to individuals and communities?	
Indicators	**Measures**
Achieve potential	Feel achieved potential Achieved quality of life Have aspirations Realise can make a difference See the world differently
Stimulation	Aesthetic pleasure Inspiration Creativity Enjoyment Escapism
Economic impact	Direct / indirect Employment created Leverage Spend / multipliers Economic / Business Development Cultural tourism motivated Raised profile Value for money
Education, experience, learning, skills	Learning assisted Skills developed / increased / preserved Excellence Learning aspirations and action Career aspirations and action Enabling Human Capital
Esteem	Self-esteem – feel good about self Self-confidence – increased self-confidence Sense of achievement Feel in control / made choices Influenced decisions / effected change Feel valued and respected
Community cohesion and well-being	Social capital – value and trust between communities Inclusion for All Diversity – cultural inclusion / celebration Sense of identity / history / place Interaction with others / reduced isolation Community group development and capacity building

OUTCOMES: What difference did the services make to individuals and communities?	
Indicators	**Measures**
Safety	Increased awareness Changed perceptions Safer communities Feeling safer Reduction in fear of crime
Mental and physical health	Changes / progression in activity / behaviour Improved physical and mental health Increased sense of physical / mental well-being Contribution to Prevention – action taken
Natural environment	Knowledge and understanding of the natural world Understanding of environmental impact Ownership / empathy with the natural environment Changed behaviour
Built environment	Increase in knowledge/understanding of built environment Change in attitudes or values to the built environment Feel culture has contributed to quality of built environment Ownership / empathy with the built environment

6 HOW TO MEASURE

Principles
Measurement tools
System specification and development

The project brief was to identify local indicators regarding the impact and outcomes of Cultural Services activity. Clearly these indicators have to be capable of being measured. The Cultural Services department are now developing the system to enable them to measure these indicators. The principles on which the system should be based and recommended measurement tools are detailed below.

6.1 Principles

The principles underpinning the measurement of the contribution of culture to quality of life are to:

- make use of existing sources of information and collection methods including BVPIs, LPSA measures, Quality of Life indicators, People's Panel Survey, Cultural Services Annual Performance Monitoring reports and data collection systems, web-evaluation, verbatim comment and feedback systems.
- enable specific measures relevant to different cultural services functions to be aggregated into overarching generic measures
- ensure the system is capable of being managed and implemented in-house within Shropshire County Council utilising existing staff where possible including the use of centralised data-processing.

6.2 Measurement Tools

Five measurement tools are proposed which will be capable of gathering a range of quantitative and qualitative information.

Methods: Will measure	Audit	User / attender Questionnaire	Participant Questionnaire	Group / leader questionnaire	Organisation questionnaire
Context	**Y**				
Inputs	**Y**		**Y**	**Y**	**Y**
Outputs	**Y**	**Y**	**Y**	**Y**	**Y**
Outcomes		**Y**	**Y**	**Y**	**Y**

Audit

The audit is effectively a snapshot of the current situation at a given point in time. This will gather any information available from desk sources – that is, it can be gathered without the need for additional primary market research. This will establish the contextual baselines on which the output and outcome measurements can be assessed.

An audit template will be developed for Cultural Services to use, which will gather:

- baseline data on population and area profiles and SCC quality of life baselines
- Cultural Services inputs including human and financial resources invested; policies, strategies and plans; physical inputs and infrastructure provided; promotion undertaken and provision of geographic, electronic and physical access.
- Cultural Services outputs in terms of activities, services and products provided; quality of provision; partnership activity and any data on service use and provision which can be obtained without undertaking primary research.

Questionnaires

All the questionnaires will be designed to work across the range of cultural services activity with specialist sub-sections where needed for specific areas. Four questionnaires are proposed:

User / Attender

Designed for use with people using or attending cultural services activities.

Participant

Designed for people taking part in participative activities where there is a greater degree of involvement or the activity takes place over a longer timescale.

Group Leader

This will be used with the leaders of community or voluntary groups so that the full impact of SCC's support of these groups can be established.

Organisation Questionnaire

To be used with cultural sector organisations assisted or funded by SCC cultural service or with partners. Again this will ensure that the full impact of SCC's support or input is acknowledged.

6.3 System Specification & Development

Task	Action required
Wider Buy-in	Consider the integration of Adult and Community Learning into the system, as part of the new Community Directorate Explore options for support from Performance and Information functions within SCC
Review information sources	Map current sources of information Internal and external Identify gaps
Agree categories and descriptions	Establish common categories and descriptions for context, inputs, outputs and outcomes, including provision; activities and services; user segments
Confirm measurement questions	Devise research questions to measure the identified outputs and outcomes
Measurement tools	Devise measurement tools: Audit Template: context, inputs, outputs User / attender questionnaire Participant questionnaire Group / leader questionnaire Organisation questionnaire

Task	Action required
Timescales	Confirm the relevant timescales for collection of information. This also needs to take into consideration the need for longitudinal monitoring for assessment of impact to be truly meaningful.
Sampling framework	Devise sampling framework for each Cultural Services function. This is the range and amount of research to be undertaken to ensure that the results are reliably representative of all the activity undertaken. It will also ensure that the research methodologies are inclusive i.e. that the methodologies themselves are not a barrier to people taking part in the research.
Training	Training Cultural Services staff in system specification and implementation and sampling.
Data collection	Devise data collection plan - the timing and physical collection of the information.
Data input and output	Review physical options and costs for data input and output. How the information will be data-processed.
Analysis and interpretation	Establish system for analysis and interpretation of data. This may also include analysis of visual imagery and verbatim feedback. Who will make sense of the information; how it will be related to the information gathered in the audit; the most effective way for the information to be presented.
Dissemination	Who the information will be disseminated to and how often.
Inform performance management	Agree process for using information to inform strategic planning.

REFERENCES

Audin, H. (2004), *Shropshire County Council: Improving the Quality of Life for Shropshire People - Community Consultation Strategy – Draft version 4*

Audit Commission (2002), *Quality of Life: Using Quality of Life Indicators*, Audit Commission, London

Barker, Y. (June 2004), *Guidance for Local Authorities on the Inclusion of Sport on Second Generation Public Services Agreements*, Sport England and DCMS

Countryside Agency (2003), *The State of the Countryside in the West Midlands 2003*, Countryside Agency

Department for Culture, Media and Sport (2000), Creating Opportunities: Guidance for Local Authorities in England on Local Cultural Strategies, DCMS

English Heritage (2004), Heritage Counts 2003, English Heritage

Evans, G. and Shaw, P. (January 2004), *The Contribution of Culture to Regeneration in the UK: A Review of Evidence*, DCMS

Improvement and Development Agency (2004), *A Glossary of Performance Terms*, IDeA

Maslow, Abraham, Hierarchy of Human Needs, from Motivation and Personality, 1954

Office of the Deputy Prime Minister (2004), *LPSA 2G: Building on Success*

Watson, A. and Barker, Y. (2004), *Developing a Performance Profile for Local Authority Cultural Services: Report to the Department for Culture, Media and Sport,* Angela Watson and Associates

West Midlands Life (2004), *Cultural Life in the West Midlands – Vision and Aims – The Regional Cultural Strategy 2001 – 2006*, Regional Cultural Consortium

Glossary

Annual Performance Monitoring Reports
Annual report produced by each cultural services function within SCC

Audit framework
Template for gathering contextual baseline data on which the output and outcome measurements can be assessed

Baseline data
Contextual data which provides the baseline from which achievements can be determined

Best Value Performance Indicators
A national measure of performance for local authorities, set by central government

CABE
Centre for Architecture and the Built Environment

Contextual data
Data providing the background information to make sense of outputs and outcomes, including population profiles; local and central government information

Data analysis and interpretation system
System for analysing and interpreting the information resulting from research confirming who will interpret the information; how it will be related to contextual and baseline data and the way in which the information will be presented.

Data collection plan
The timing and plans for physical collection of the research data.

Data gathering
The physical means by which research information will be gathered.

Data input and output
How the research information, questionnaires etc, will be physically processed and analysed.

DCMS
Department for Culture, Media & Sport

DEFRA
Department for Environment, Farming and Rural Affairs

IdeA
Improvement and Development Agency

Indicators
Broad categories of performance, as the name suggests, the *indicate* what good performance is defined as.

Input
The investment – human, financial, physical and policies that contribute to the provision of cultural activities and services.

Liveability
Fund from ODPM to support significant local authority projects to improve parks and public spaces. This is part of a £201 million package of complementary initiatives aimed at improving liveability/the quality of local environments.

Local Public Service Agreement / PSA
Public Service Agreement. A local authority voluntary programme set by central government designed to raise performance in key policy areas by setting targets beyond those set by best value indicators

LPSA 2G
Second generation of Local Public Service Agreements.

LPSA measures
The measures agreed with central government in the local authority Local Public Service Agreement.

LSP
Local Strategic Partnership

Measures
The proof that objectives have been achieved and quantified.

MLA
Museums, Libraries and Archives Council

NDPB

Non-departmental Public Body

New Deal

New Deal is a key part of the Government's strategy to get people back to work, giving people on benefits help and support to look for work, including training and job preparation.

NRU

Neighbourhood Renewal Unit

ODPM

Office of the Deputy Prime Minister

Outcome Measurement Framework

The system developed for SCC to prove the value of culture.

Outcomes

The difference that any intervention makes to the lives of individuals and communities.

Outputs

What was actually delivered – the activities, services and products produced and people using.

People's Panel Survey

Population survey undertaken by Shropshire County Council.

Performance information and management system

Framework to manage the performance of an organisation or what is done to improve and maintain good performance. Based on a performance information system which collects, analyses and reports on performance.

Quality of Life indicators

Locally set performance measures designed to show performance against measures, which are deemed to be a predictor of quality of life in a locality, linking in to community strategies

Sampling framework

Specification of the range and amount of research to be undertaken to ensure that the results are reliably representative of all the activity undertaken.

SCC

Shropshire County Council

SEU

Social Exclusion Unit

Shared priorities

Seven shared priorities agreed by the Local Government Association on behalf of all local authorities including schools; improving quality of life for older people, of children, young people and families at risk; promoting healthier communities; creating safer and stronger communities; transforming the local environment; improving transport and promoting local economies.

SRB

Single Regeneration Budget

Consultation

The following is a list of people consulted and individuals who kindly provided information during the compilation of the report.

Shropshire County Council

Anne Wolstenholme, Assistant Director Planning and Environment, Shropshire County Council
Grahame James, Community Safety Manger, Shropshire County Council
Helen Audin, Corporate Policy Officer, SCC
Jack Collier, Director of Social Care and Health, Shropshire County Council
Juliet Lane, Planning and Research Officer, Community and Environment Services, Shropshire County Council
Liz Nicholson, Education, Shropshire County Council
Wendy Marston, Corporate Development Officer, Shropshire County Council

External

Beverly Parker, West Midlands Culture Rep, Audit Commission
Brian King, Audit Commission National Office
Clare Hudson, Arts Council West Midlands
Creative Consequences; Sue Grace, Heritage, Arts and Sports Manager, Essex County Council
Denis McCoy, DCAL, Northern Ireland
Gavin Willets, West Midlands Regional Observatory
Jane Lutz, Centre for Urban Regional Studies, Birmingham University
Jenny Boylan, Policy Officer, West Midlands Regional Assembly; West Midlands Local Government Association
Martin Allison, Sport England
Melvyn Butler, Birmingham City Council
Neil Powell, Economic Intelligence Unit, Government, Government Office West Midlands
Nick Rimmer, KKP Sports Consultants
Phil Holden, Shropshire Hills AONB Manager
Roger Stratton-Smith, DCMS
Simon Bennett, Knowledge Development Manager, MLA West Midlands
Sue Grace, Heritage, Arts & Sports Manager, Essex County Council

Presentations attended at Conference: Can't Measure, Can't Manage, ILAM, Conference October 2004

Arts and the Golden Thread; Pete Gascoigne, Executive Director (Policy and Regeneration), Wigan Leisure and Culture Trust

Arts at the Strategic Centre; Adam Sutherland, Local Government Officer, Arts Council England North East

Creative Consequences; Sue Grace, Heritage, Arts and Sports Manager, Essex County Council

Learning from Others; Sue Appleton, Senior Development Manager (Regeneration), Sport England

Measuring and Managing – Capital of Culture; Maggie Barr, Corporate Services Director, Liverpool Culture Company

Myths and Mysteries of Performance Management; Tony Bovaird, Professor of Strategy and Public Services Management Strategy and International Business, Bristol Business School

Outcome-focused Cultural Targets: the Sector's Contribution to the Next Generation of Local Public Service Agreements; Sue Charteris, Director, Shared Intelligence

Literature Reviewed

ABL Cultural Consulting (2003), *Shropshire Archives Marketing Strategy*

ABL Cultural Consulting (2003), *Young Person Marketing Strategy*, Shropshire County Council Library Service

ABL Cultural Consulting (2004), *Audit Draft – Evaluation of print and communication materials produced by Shropshire Libraries,* Shropshire Library Service

ABL Cultural Consulting (2004), *Library Assessment and Marketing Awareness Training*, Shropshire County Council

Acton Scott Historic Working Farm (2004), *Marketing Plan 2004-5*, Acton Scott Historic Working Farm

Advantage West Midlands (2003), *An Overview of the West Midlands Visitor Economy Strategy*, AWM

Appleton, S. (2004), *Sport England paper* presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Arts Council England (2003), *Local Government and the Arts – a Vision for Partnership,* ACE

Arts Council England (2004), *The Impact of the Arts: Some Research Evidence*, ACE

Audin, H. (2004), *Improving the Quality of Life for Shropshire People: Community Consultation Strategy – Draft version 4*, SCC

Audin, H. (2004), *Improving the Quality of Life for Shropshire People: Summary of Future Priorities set against Shared priorities, SCC*

Audin, H., Marston, W. and Turton, J. (2004), *Community Plan Policy Commission*, SCC

Audit Commission (2002), *Quality of Life: Using Quality of Life Indicators*, Audit Commission, London

Audit Commission (2003), *Quality of Life: A Good Practice Guide to Communicating the Quality of Life Indicators*, Audit Commission

Audit Commission (2004), *CPA 2005 – The New Approach* Local Government Briefing, Audit Commission

Audit Commission (2004), *CPA 2005 – The Way Ahead*, Local Government Consultation paper, Single Tier and County Districts, Audit Commission

Audit Commission and Improvement and Development Agency, *Library of Local Performance Indicators* at www.local-pi-library.gov.uk

Audit Commission, Mori Social Research Institute (2002), *Audit Commission Quality of Life Indicators Pilot: Evaluation and Recommendations on Future Use of Indicators*, Audit Commission

Audit Commission, Mori Social Research Institute (2002), *Quality of Life Indicators: A survey of pilots and non-pilots,* Local Government Association

Barker, Y. (June 2004), *Guidance for Local Authorities on the Inclusion of Sport on Second Generation Public Services Agreements*, Sport England and DCMS

Barnes, J. Environment Planning (2000), *Sustainable Shropshire – Local Agenda 21 Strategy*, SCC

Barr, M (2004), *Measuring and Managing: Capital of Culture* presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Bell, R. (2000), *Shropshire Heritage Audit Preliminary Report,* SCC

Blake Stevenson Ltd (2000), *The Role of the Arts in Regeneration*, Scottish Executive and Scottish Arts Council

Bovaird, T. (2004) *Myths and Mysteries of Performance Management*, presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Blue Group (2004), *Feedback from Shropshire Partnership Visioning Session*, SCC

Bowyer, B. and Hall, D. (2004), *Shropshire People's Panel July 2004 Survey: Final Report,* QCL Market Research

Bristol City Council, *Quality of Life Information*, Bristol City Council

Centre for Creative Communities (2004), *Creative Community Building through Cross-Sector Collaboration,* CCC

Charteris, S. (2004), *Outcome-focused Cultural Targets: the Sector's Contribution to the Next Generation of Local Public Service Agreements* presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Christie, M. and Matthew, J. (2003), *The Economic and Social Value of Walking in England*, Ramblers Association

City of Sunderland (2002), *Performance Management Workshop – Summary Report*, Audit Commission

City of Sunderland, *Strategic Priorities and Recurring outcomes*, City of Sunderland

Coalter, F. (2001), Realising the Potential for Cultural Services: Research Agenda, LGA

Colin, M. (2003), Joining the Dots: Cultural Sector of Research in the South West of England, Culture South West

Commission for Architecture and the Built Environment (2004), *Corporate Strategy 2004/05-2006/07: Transforming Neighbourhoods*, CABE

Countryside Agency (2003), *The State of the Countryside in the West Midlands 2003*, Countryside Agency

Countryside Agency (2001), *The Economic Impact of Recreation and Tourism in the English Countryside*, Countryside Agency

Countryside Agency (2003), Developing Indicators for Areas of Outstanding Natural Beauty, Countryside Agency

Countryside Recreation (2004), *Recreation: Exchanging and Spreading Information to develop best Policy and Practice in Countryside Recreation* – Vol. 12, Number 1, Countryside Recreation

Creative Cultures (2004), *Leading the Good Life: Guidance on Integrating Cultural and Community Strategies*, DCMS

Creigh-Tyte, S. (2003), A Research Strategy for the Department for Culture, Media and Sport, DCMS

Cross, P. (2004), *Value of Culture Research Projects*, SCC Community and Environment Services

Dean, H. (2004), *Impact Measures, CPA and Services Inspection*, Audit Commission, Impact Measures Workshop

Denny, K. (2003), The Effects of Human Capital on Social Capital: A Cross-country Analysis, Institute for Fiscal Studies, London

Department for Culture, Media and Sport (2000), *Creating Opportunities: Guidance for Local Authorities in England on Local Cultural Strategies*, DCMS

Department for Culture, Media and Sport (2003), *2003-2006 Service Delivery Agreement*, DCMS

Department for Culture, Media and Sport (2003), *2003-2006 Public Service Agreements*, DCMS

Department for Culture, Media and Sport (February 2003), *Framework for the Future: Libraries, Learning and Information in the Next Decade*, DCMS, London

Department for Culture, Media and Sport (2004), *2005-2008 Public Service Agreement: Technical note*, DCMS

Department for Culture, Media and Sport (2004), *DCMS Evidence Toolkit* at www.culture.gov.uk/global/research/det/default.htm

Department for Culture, Media and Sport (August 2004), *Guide to Arts Funding in England*, DCMS

Department for Culture, Media and Sport (June 2004), *Culture at the Heart of Regeneration*, DCMS

Department for Culture, Media and Sport (May 2004), *Government and the Value of Culture*, DCMS

Department for Culture, Media and Sport (2004), *Public Library Service Standards,* DCMS

Department for Environment, Food and Rural Affairs (1999), *Quality of Life Counts 1999: Technical Information*, Defra and EPSIM

Department for Environment, Food and Rural Affairs (2004), *Quality of Life Counts: Indicators for a Strategy for a Sustainable Development for the United Kingdom – Updating the baseline made in 1999*, Defra and National Statistics Publications

Department for Environments Food and Rural Affairs (2004), *Rural Strategy 2004*, Defra

Department for Transport, Local Government and the Regions (2002), *Best Value Performance Indicators for 2002/2003*, DTLR

Department of Culture, Arts and Leisure NI (2001), Guidance to District Councils on the Development of Local Cultural Strategies, DCALNI

Department of Culture, Arts and Leisure NI (2001), *Unlocking Creativity: Making it Happen*, DCALNI

Department of Culture, Arts and Leisure NI (2004) *Corporate Strategy,* DCALNI

Department of Culture, Arts and Leisure NI (2004), *Culture Can: What Culture Can Do for You,* DCALNI

Department of Culture, Arts and Leisure NI (2004), *Data Pictures,* DCALNI

Department of Culture, Arts and Leisure NI (2004), *DCAL Public Service Agreement 2004/5,* DCALNI

Department of Culture, Arts and Leisure NI (2004), *Face to Face: A Vision for Arts and Culture*, DCALNI

Douglas, A. (ed), (June 2001), *On the Edge: Culture and the Arts in Remote and Rural Locations*, Robert Gordon University

Egan, J. (2004), *The Egan Review, Skills for Sustainable Communities,* Office of the Deputy Prime Minister

Elliott, J.G., Harker, E. and Oglethorpe, B. (2004), *Research Report No 529: Lessons from Study Support for Compulsory Learning,* University of Sunderland

English Heritage (2004), *Heritage Counts 2003*, English Heritage

English Nature (2002), *Revealing the Value of Nature*, English Nature
Eric Robinson Art Trust (2003), *Development Plan 2003-4*, SCC

Essex County Council (October 2003), *Creative Consequences: the Contribution and Impact of the Arts in Essex 2001/02*, Local Government Association

Essex County Council (October 2004), *Heritage Arts and Sports: Menu of Performance Indicators,* Essex County Council

Essex County Council (2001), *Menu of PIs based on 99/00 Impact Study Results*, Essex County Council

Evans, G. and Shaw, P. (January 2004), *The Contribution of Culture to Regeneration in the UK: A Review of Evidence*, DCMS

Eventus (2004), *Fewer than Six*, Yorkshire Arts

Fenn, C., Glinkowski, P., Johnson, G., Joy, A., Pfrommer, P., Skelton, A. and Stewart, S. (2003), *The New Audiences Programme 1998-2003*, New Audiences for the Arts

Gascoigne, P. (October 2004), *Arts and the Golden Thread*, paper presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Gilby, N and Hatter, W. (2003), *Quality of Life Indicators*, Audit Commission, Mori Social Research Institute

Goss, S. (2004), *Member's Seminar: Visioning Agenda – 8 June 2004,* SCC

Grace, S. (2004), *Creative Consequences*, paper presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Hardy, C., and Watson, A. (2002), *Northern Arts LSP Project: Putting Arts at the Strategic Centre*, Improvement and Development Agency

Hawkes, J. (2001), *The Fourth Pillar of Sustainability: Culture's Essential Role in Public Planning*, Cultural Development Network

HM Treasury (2004), *Public Services Performance Index* at http://www.hm-treasury.gov.uk/performance/

Holland, M. (2002), *The South Shropshire Community Strategy*, South Shropshire partnership Steering Group

Improvement and Development Agency (2004), *A Glossary of Performance Terms*, IDeA

Improvement and Development Agency (2004), *Believe it when you see it – Best Value and Improvement in a world of CPA*, IDeA

Improvement and Development Agency (2004), *Something to Shout About! Cultural Connection: Cultural services and Better Public Service Delivery*

Institute for Employment Studies (2000), *Guide to Measuring Soft Outcomes and Distance Travelled*, DfEE

Joseph Rowntree Foundation (1996), *The Art of Regeneration: Urban Renewal Through Cultural Activity,* Joseph Rowntree Foundation

Jowell, T. (2004), *New Audiences for the Arts,* Arts Council England

Kearns, A. and Turok, I. (2004), *Sustainable Communities: Dimensions and Challenges, Economic and Social Research Council*, ODPM

Knight, Kavanagh & Page (2004), *Shropshire County Council: Sports Development Consultancy: Interim Progress Report*, SCC

Lees, S. and Evans P. (2003), *Biodiversity's Contribution to the Quality of Life*, English Nature

Lewis, M. (2001), *County Museum Service Best Value Review: Draft Recommendations*, SCC

Lightfoot, D. (2004), *Development of Library Impact Measures*, SCC

Lightfoot, D.(2003), *Public Library Standards*, SCC

Local Government Association (2002), *LGA Shared Priorities and DCMS Strategic Objectives*, LGA

Local Government Association (2002), Partnership in Action, LGA

Local Government Association (2003), *Local Government and the Arts: A Vision for Partnership*, LGA

Matarasso, F. (1997), *Use or Ornament? The Social Impact of Participation in the Arts*, Comedia

Matarasso, F. (1999), *Towards a Local Culture Index: Measuring the Cultural Vitality of Communities*, Comedia

Matarasso, F. (2001), *Cultural Indicators: A preliminary review of issues raised by current approaches,* Key Discussion paper

Museums, Libraries and Archives Council (2004), *Investing in Knowledge – Operational and Strategic Plan*, MLA

Museums, Libraries and Archives Council (2004), *Investing in Knowledge: A five-year vision for England's Museums, Libraries and Archives*, MLA

Museums, Libraries and Archives Council (2004), *Listening to the Past, Speaking to the Future: The Report of the Archives of Task Force – Executive Summary and Recommendations*, MLA

National Advisory Committee on Creative and Cultural Education (1999), *All Our Futures: Creativity, Culture and Education*, DfEE and DCMS

Naylor, R., Burn Owens Partnership, Stewart, N., (2002), *Regional Cultural Data Framework: A User's Guide for Researchers and Policymakers*, DCMS and the English Regional Consortia

Newman, T., Curtis, K. and Stephens, J. (2001), *Do Community-based Arts Projects Result in Social Gains? A review of literature,* Barnados (A010)

Oakley, K. (2004), D*eveloping the Evidence Base for Support of Cultural and Creative Activities in South East England*, South East Cultural Consortium (SEECC) and South East England Development Agency (SEEDA)

Office of the Deputy Prime Minister (2004), *LPSA 2G: Building on Success*, ODPM

Organisation for Economic Co-operation and Development (2001), The Well-being of Nations: The Role of Human and Social Capital: Executive Summary, OECD

Prescott, J. (2003), *Guidance on Best Value Performance Indicators for 2003/2004*, ODPM

Prescott, J., *This is ODPM: A guide to the work of the Office of the Deputy Prime Minister,* ODPM

Prism Research Ltd (2000), *Shropshire People's Panel – Survey 3 – Key Points,* SCC

PSQG Survey (2004), *Initial Results, Archives*, SCC

Public Services Quality of the National Council on Archives (2002), *Surveys of British Archives 2002*, The Institute of Public Finance

QCL, *Shropshire People's Panel July 2004 Survey*, SCC

QUEST (April 2002), *Making it Count: The Contribution of Culture and Sport to Social Inclusion*, DCMS

Reeves, M. (2001), *Measuring the Economic and Social Impact of the Arts*, Arts Council England

Resource (2001), *Building on Success: An Action Plan for Public Libraries*, Resource

Resource (2001), *Renaissance in the Regions: a new vision for England's museums*, Resource

Resource (2003), *Inspiring Learning for All*, Resource

Resource (2003), *Measuring the Outcomes and Impact of Learning in Museums and Libraries – The Learning Impact Project Paper*, Resource

Ruiz, J. (February 2004), *A Literature Review of the Evidence Base for Culture, The Arts and Sport Policy*, Scottish Executive, Edinburgh

Rural Resources (2004), *Rights of Way Improvement Plan Demonstration Project Public Consultation – Final Draft,* SCC

Shropshire County Council (2001), *Your Guide to Best Value in Shropshire*, SCC

Shropshire County Council (2003), *A Cultural Strategy for Shropshire – Pre-strategy report*, SCC

Shropshire County Council (2003), *Annual State of the Area Report: Quality of Life In Shropshire 2003*, Shropshire Partnership and SCC

Shropshire County Council (2003), *First year in progress report 2001/2002 - Improving the Quality of Life in Shropshire: A Ten Year Countywide Community Strategy*, Shropshire Partnership and Shropshire County Council

Shropshire County Council (2004), *Feedback from Shropshire Partnership Visioning Session,* SCC

Shropshire County Council (2004), *Towards the Development of Local Performance Indicators – Countryside & Heritage Workshop 11 June 2004,* SCC

Shropshire County Council (2004), *What does Quality of Life mean*? at www.shropshireonline.gov.uk/qualitylife.nsf

Shropshire County Council (2004), *Draft People's Panel Survey*, SCC

Shropshire County Council (2004), *Performance Plan Annex 2004-5 – Appendix to Corporate Plan 2004-6*, SCC

Shropshire County Council (2004), *Quality of Life in Shropshire*, SCC

Shropshire County Council (2004), *Shared Priorities Definitions*, SCC

Shropshire County Council (2004), *The Corporate Plan 2004-6*, SCC

Shropshire County Council (2004), Shropshire Archives Performance Monitoring Report 2003/4, SCC

Shropshire County Council (2004), *Shropshire Archives Team Plan 2004/05,* SCC

Shropshire County Council (2004), *Archaeology Service Performance Monitoring Report 2003/4*, SCC

Shropshire County Council (2004), *Arts Team Plan 2004/5,* SCC

Shropshire County Council (2004), *Community Plan Policy Commission Presentation 6 July 2004,* SCC

Shropshire County Council (2004), *Archaeology Service Performance Monitoring Report 2003/4*, SCC

Shropshire County Council (2004), *Lifelong Learning Strategy Baseline Statement,* SCC

Shropshire County Council (2004), *List of Historical and Archaeological Societies*, SCC

Shropshire County Council (2004), *Quality of Life Indicators* at www.shropshireonline.gov.uk

Shropshire County Council (2004), *Sports Club Audit Form,* SCC

Shropshire County Council (2004), *What does Quality of Life mean?* at www.shropshireonline.gov.uk

Shropshire County Council (2004), You Told Us: Report on Consultation for the Community Strategy, SCC]

Shropshire County Council (2004), Shropshire Partnership Visioning Session (17 June 2004), SCC

Shropshire County Council (2004), Sport and Recreation Performance Monitoring Report 2003/4, SCC

Shropshire County Council (2004), Sport and Recreation Team Plan 2004/5, SCC

Shropshire County Council Arts Service (2003), *Arts Plan 2003/06*, SCC

Shropshire County Council Community and Environment Services (2001), *Shropshire Records and Research Services – Best Value Review – Final Report*, SCC

Shropshire County Council Community and Environment Services (2004), *The Provision of Consultancy Services for Sports Development in Shropshire*, SCC

Shropshire County Council Cultural Services (2004), *Arts and Marketing Plan*, SCC

Shropshire County Council Cultural Services (2004), *Team Plans 2004,* SCC

Shropshire County Council Library and Information Service (2004), *Draft Team Plan 2004/05*, SCC

Shropshire County Council Sport and Recreation Service (2004), *Future Directions for Sports Development in Shropshire*, SCC

Shropshire Library Service (2003) *Adult Learning Plan 2003/2004:Report on the Shropshire Library Service Let's Learn @ the Library Project*, SCC

Shropshire Library Service (2004), Improvements Targets 2004-9

Shropshire Library Service (2004), Shropshire County Library Service Improvement targets 2004-2009

Shropshire Library Service (2004), Marketing Strategy, SCC

Shropshire Library Service (2004), Shropshire Local Performance Indicators, SCC

Shropshire Partner Team (2002), Improving the Quality of Life in Shropshire – Integrating Community Strategies 2002-12, Community and Environment Service, SCC

Shropshire Sports Partnership Marketing Group(2004), Sport and Recreation Marketing Plan, SCC

Social Exclusion Unit (1998). *Bringing Britain Together: A National Strategy for Neighbourhood Renewal*, Presented to Parliament by the Prime Minister

SOLACE (2004), *Response to Audit Commission's Consultation Paper, CPA 2005 – The Way Ahead*, SOLACE

SOLACE, *Best Value and Sustainability Checklist* at www.solace.org.uk

Sport England (2001), *Performance Measurement for the Development of Sport – A Good Practice Guide for Local Authorities*, Sport England

Sport England (2004), *Active Sports: An introduction*, Sport England

Sport England (2004), *Measuring Performance – Funding Pack*, Sport England

Sport England (2004), *The Framework for Sport in England*, Sport England

Sport England (2004), *Towards and Excellent Service: A Performance Management Framework for Sport and Recreation Services – workbook*, Leicester City Council

Stratton-Smith, R., Barker, Y. (2004), *Performance Management in the Cultural Sector*, paper presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

Sutherland, A. (October 2004), *Arts at the Strategic Centre,* paper presented at 'Can't Measure? Can't Manage!' conference, ILAM, October 2004

The Peoples network, *Local Approaches to Measuring Impact of ICT in Public Libraries: Case Studies* at www.peoplesnetwork.gov.uk

The Reading Agency (2003), *Fulfilling Their Potential Consultation Report*, MLA The Reading Agency (2004), Their Reading Futures at www.theirreadingfutures.org.uk, TRA

United Kingdom Government, Scottish Executive, Welsh Assembly Government and Northern Ireland Administration (2004), *Taking it on: Developing UK sustainable development strategy together* at http://www.sustainable-development.gov.uk/taking-it-on/index.htm

Watson, A. and Barker, Y. (2004), *Developing a Performance Profile for Local Authority Cultural Services: Report to the Department for Culture, Media and Sport,* Angela Watson and Associates

Well Worth Reading (2000), *Youthboox: project report*, National Youth Agency

West Midlands Life (2004), *Cultural Life in the West Midlands: Vision and Aims – The Regional Cultural Strategy 2001 – 2006*, Regional Cultural Consortium

West Midlands Life (2004), *Culturing Connections Newsletter, Issue 7*

West Midlands Regional Museums Council (2002), *Fast Forward Update*, WMRMC

West Midlands Regional Observatory (2004), *Real Lives, Real Issues*, WMRO

West Midlands Regional Observatory (2004), *Regional Lifestyle Survey* at www.wmro.org.uk