

Balancing the Scorecard

Review of DCMS Performance Indicator Framework

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© 2007 MORRIS HARGREAVES MCINTYRE

50 Copperas Street, Manchester, UK M4 1HS

Telephone 0161 839 3311

Fax 0161 8393377

Email inray@lateralthinkers.com

www.lateralthinkers.com

All stakeholders accept that it is perfectly proper to monitor value for money from the public purse.

But this new framework is more about **transparency** than just scrutiny;

it's more about **effectiveness** than just efficiency;

it's more about **impact** than just outputs;

and it's more about **advocacy** than justification.

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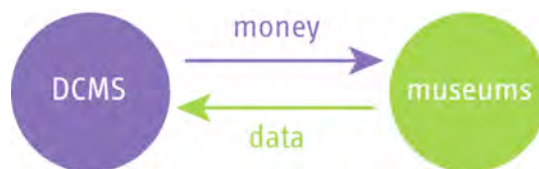
1 Introduction

Morris Hargreaves McIntyre has been commissioned by DCMS to review the framework of management performance indicators collected by its sponsored institutions.

We began by examining the relationship between the DCMS and its sponsored institutions in order to define the purpose of the whole framework.

Transactional

Because of its association with DCMS funding agreements, the framework has often been seen as transactional: the DCMS provides funds with conditions that the museums satisfy by returning performance indicator data.



The problem with this view is that it casts the museums more as clients than partners. It implies that the museums' value is largely *instrumental* (helping to achieve government objectives) rather than *intrinsic* (partnership based on shared values to achieve shared vision).

Partnership

The new framework we propose is founded on shared vision and values. Rather than a pragmatic compromise, we have found a close fit between DCMS's values and museums' stated objectives. We believe that the primary purpose of the framework should be to collect evidence to guide and celebrate progress towards this shared vision.



So, while all stakeholders accept that it is perfectly proper to monitor value for money from the public purse, the new framework is more about transparency than just scrutiny; more about effectiveness than just efficiency; more about impact than just outputs; and more about advocacy than justification.

Museum-centric

Our review has been deliberately museum-centric. It recognises that the professionals who best understand museum indicators and impacts are, in fact, museum directors, museum managers, curators, educators, marketers and administrators. They are focused on what museums are trying to achieve and they are well-versed in the real-world practicality of collecting and reporting performance data.

1.1 Consultation process

We began the consultation process with a series of director-level meetings with each of the sponsored institutions. These meetings explored the full scope of the review, beyond the indicators, to encompass the institutions' vision, mission and objectives. We wanted to find out the full range of what constituted success for each museum and the extent to which the existing framework recognised that success.

Simultaneously, we undertook a literature review on cultural performance management and compared the existing framework to those employed in other cultural sectors in the UK and frameworks in other countries.

This expansive, discursive approach was underpinned by a thorough technical audit of the existing framework and measures. The key staff in each institution were invited to complete an extensive questionnaire about the particular performance indicators they are responsible for. We asked for their feedback on each indicators' clarity of definition, ease and accuracy of data collection, fit with other reporting requirements and systems and overall fitness for purpose. We solicited their expert suggestions for refinements, and invited them to identify which indicators might be unnecessary and suggest new indicators that may be more relevant and useful.

We collated, analysed and distilled these inputs into a museum-centric, outcome-focused framework set out in a draft report and a series of models. These were then scrutinised, discussed and developed at two workshops attended by staff from all the sponsored institutions. Their feedback, insights and guidance is reflected in this updated report and in the latest version of the framework and guidance.

Throughout the process we have regularly reported to and been guided by a steering group and by DCMS staff.

1.2 Museums want to measure intrinsic value

Interviews with museum staff highlighted the concern that the existing basket of indicators did not represent a truly *balanced* scorecard, in that most of the indicators were based on quantitative attendee or user data, there was only one measure of personal impact for and no focus on the wider ranging work of museums in the area of inter-sectoral or cross-sectoral partnerships, international activity, publications, research and innovation.

Measuring and demonstrating the intrinsic impact of museums is a growing concern amongst the institutions. Some museums have elevated intrinsic personal outcomes to be primary objectives of their mission statements and are exploring how best to capture this evidence.

GLOs and GSOs

There is an interest in, and widespread adoption of, the MLA's *Inspiring Learning for All* framework with its Generic Learning Outcomes (GLOs) and the Generic Social Outcomes (GSOs) that are currently in development. At the same time, whilst these frameworks are valued as planning tools, their application for outcome measurement is still subject to exploration. Although it has been attempted, simply turning the GLOs into survey questions is problematic. Because of their academic origin not all GLOs statements are easily understood by the public and are therefore not easy to self-report.

What has become obvious is that for every Generic Outcome, a context-specific basket of Specific Outcomes has to be articulated and measured. This results in a very resource-hungry, and essentially incompatible, methodology.

Hierarchy of motivations

Morris Hargreaves McIntyre's research into motivations for museum visits, built up from empirical evidence collected over a decade, can measure both the motivations for and outcomes of a museum visit. This approach identifies at least seventeen possible drivers for a visit, distributed over four broad motivations: Social; Intellectual; Emotional and Spiritual.

This approach establishes the range of outcomes in some detail and comparison with a visitors' range of motivations reveals whether expectations have been met or exceeded. It provides the valuable context that is lacking from direct application of the GLOs.

However, this technique requires high quality survey research and complex analysis and is therefore beyond the resources of many museums.

Simplified approach

We have proposed a simplified approach to measuring visit impact that provides richer data than the present satisfaction question but stops short of the complexity needed for either the motivation/outcome hierarchy or the full GLOs questions.

Wider work of museums

Museum staff were concerned that there was nothing in the basket of indicators that enabled them to demonstrate the full diversity of their portfolio of projects and partnerships. A number of institutions already have mechanisms for internal reporting on this range of activity and others expressed a desire to be invited to evidence the full range of activity their institutions cover. This wider activity includes national and international cross-sector and inter-sector partnership projects, research and publications.

This activity is difficult to demonstrate through purely quantitative measures as it is context-specific and essentially qualitative in its nature. The provision that is being proposed is therefore the option to report qualitatively on a bespoke selection from a basket of potential measures.

Better measures

Our framework gives each measure a clear purpose. Museum professionals, through our audit, interviews and workshops will ensure that the measures are well defined, practical and fit-for-purpose.

Sound guidance

We have also underpinned the framework with sound guidance to ensure precise and consistent definition and accurate and consistent collection methods. We need the right data collected in the right way.

A balanced scorecard

In practice, institutions will report against a mixture of mandatory and optional measures selected to reflect their own priorities and circumstances. These will form a balanced three-part scorecard measuring impacts on users, impacts on society and impacts on the nation.

2 From strategic vision to practical application

2.1 The purpose of museums

There is much debate at present on the public value of culture, of heritage and of museums¹. A performance measurement framework for museums will generate data that could be used to evidence public value.

The emphasis in the work of demonstrating public value until recently have focused on the *instrumental* value of museum: the role that museum play in stimulating economic regeneration; in addressing social issues; in helping to achieve wider Government objectives. There is now a concern amongst museum professionals, and others, to ensure that museums are not only recognised for their role in serving wider Government agendas, but are celebrated for the intrinsic benefits, or value, they provide to individuals and to society.

The struggle to evidence the intrinsic value of museums seems to be bound up by the fact that museums are perceived to exist purely as a result of cultural policy, rather than from a point of view that their existence is essential to civilised society and, therefore, drives cultural policy.

Driven by human needs

However, in our review of the literature on this topic, the argument rarely looks at the value of museums from the perspective of public needs. We would argue that it is the most basic of human needs that *drive* the very existence of museums and that, instead of justifying their existence through post-rationalisation and attaching value to the fact that they exist, we should start from the point of acknowledging that museums *have to exist* because they reflect public needs.

Museums represent aspects of our society's culture. According to Wikipedia:

"Culture generally refers to patterns of human activity and the symbolic structures that give such activity significance. Different definitions of 'culture' reflect different theoretical bases for understanding, or criteria for evaluating, human activity.

Anthropologists most commonly use the term 'culture' to refer to the universal human capacity to classify, codify and communicate their

¹ Robert Hewison and John Holden, Challenge and Change: HLF and Cultural Value, Demos 2004

experiences symbolically. This capacity has long been taken as a defining feature of humans.”

In this respect it is difficult to think of any human society in which individuals don't manifest the following needs or behaviours: spirituality and ritual; creativity; awe, wonder, inspiration and aesthetic pleasure; communication; exploration to understand the world; preservation and celebration of heritage; foraging and collecting; adornment; assertion of individuality and cultural identity; celebration of human endeavour; shared experiences; community belonging.

These basic needs drive the development of culture and civilisations and result in the existence of collections and therefore museums.

Museums' vision

We analysed a range of museum vision and mission statements and found that they reflect the human need to:

- represent cultural achievement
- explore and make meaning from the world
- document human endeavour
- express individual and community identity
- collect
- create
- adorn
- seek inspiration
- experience awe and wonder
- preserve and celebrate history and heritage

For this reason, in developing our framework for demonstrating the benefits of museums and galleries, we have begun with the *purpose* of museums.

2.2 Government objectives

Onto this fundamental statement of museums' purpose and vision, we have mapped government's objectives.

Shared priorities

There are three government-wide shared priorities:

- Educational standards

- Quality of life and environments
- Stronger and safer communities

DCMS values

Informed by these, DCMS has articulated a set of values:

- Personal development/enrichment
- Great start in life/education
- Access and Inclusion
- Better places to live
- Looking after the nation's cultural assets
- National and international prestige
- Economic prosperity
- Value for public money

These priorities are all to be addressed through responsive services with a commitment to personal freedom.

DCMS also has four strategic priorities

- Children and young people
- Communities
- Economy
- Delivery

As part of the Comprehensive Spending Review 2004, DCMS has four PSA targets linked to these strategic priorities. Two PSA targets relate directly to museums and galleries:

PSA3

By 2008, increase the take-up of cultural and sporting opportunities by adults and young people aged 16 and above from priority groups.

This target is measured through six indicators, one of which directly relates to museums and galleries sector:

- Increase the number accessing museum and gallery collections by 2%

PSA4

By 2008, improve the productivity of the tourism, creative and leisure industries.

(These PSA targets may change with the Comprehensive Spending Review 2007 and this will impact on the PIs DCMS agrees with sponsored institutions.)

2.3 Museums' objectives

We have then overlaid DCMS values with museums' own stated objectives:

- Audiences and users
- Learning and access
- Understand user needs and responses
- National reach
- Local access
- Stewardship
- Creativity, innovation and research
- International recognition
- Generating income
- Organisational development and efficiency

2.4 A close fit

Not only is there no conflict between the Government's instrumental objectives and museums' intrinsic vision, there is no conflict between those Government objectives and museums' own objectives.

In fact, there is a very close fit between the two.

We think that this renders the debate between measuring progress towards government objectives and museums' own objectives redundant.

The DCMS and museums have a substantially shared vision and highly compatible objectives. A single, synthesised set of indicators should, therefore, be able to measure museums' intrinsic *and* instrumental value simultaneously.

2.5 Strategic use: a balanced scorecard

The *Public Value Scorecard* model relates government objectives to museums' vision and objectives. It then cascades these into measures that evidence value in three parts of a balanced scorecard:

- the value museums create for individuals
- the value museums create for society
- the value museums create for the nation

This scorecard demonstrates that the measures on which museums are reporting are direct indicators of their progress towards their own vision and objectives. Because of the close fit, they also measure progress towards government objectives.

2.6 Applied use: by purpose

On a day-to-day basis, there are a number of applied purposes for the measures. While these can be seen as serving the DCMS's internal needs, in fact most are also useful for and matter to museums.

There are five applied purposes:

- Advocacy
- Achievement of Government and DCMS priorities
- Illustrating value for public money
- Monitoring the performance of individual institutions
- Benchmarking against clusters of peers

These are described below:

Aggregated across the sector the data can be used for the purpose of:

Advocacy

The DCMS or Government officers can demonstrate the case for museums as being leading and world class; that they are fulfilling their statutory duty; that the sector is a vital symbol of UK heritage and of cultural achievement; that it underpins education and research; that it contributes to quality of life.

Achievement of Government and DCMS priorities

The data can be used to demonstrate the impact that the sector has on inclusion, community cohesion, making better places to live, education and

personal development, economic regeneration, and efficient and effective delivery of responsive services.

Illustrating value for public money

The data provides evidence of the return on investment of public funds and the provision of high quality, user-focused public services.

Treated on an individual or institutional basis the data can also be used to:

Monitor individual performance of the institutions

The data forms the basis of monitoring actual performance against agreed targets within the funding agreements. It also informs subsequent target setting and strategic planning.

Benchmarking institutions against similar peers

Contextualised, the data can inform comparative performance studies.

2.7 Demonstrating impact

In summary, if these are the purposes to which the data can be put, then it can be used to demonstrate the following:

- Sector impact
- Cultural impact
- Social impact
- Personal impact
- Educational impact
- Economic impact
- Efficient and Effective delivery

In framing the indicators, it is these impacts that are being directly or indirectly measured.

3 Review of Current Indicators

3.1 Overall

Interviews with staff at the sponsored institutions and analysis of the audit returns have highlighted a number of generic issues relating to the current performance indicators:

- Deloitte and Touche Guidance on the composition, definition and interpretation of the PIs provides suggestions and recommendations for the collection of the PIs rather than definitive guidance
- Widespread inconsistencies in the interpretation of the PIs
- Changes to the PIs over time have led to lack of continuity in reporting and understanding of what's being asked for
- Ambiguity in the use of terminology, particularly in relation to 'visits' and 'visitors'

Surveys

Visitor surveys are used to measure:

- Adult visits (not in all cases)
- Child visits (not in all cases)
- Over 60s visits (not in all cases)
- Overseas visits
- Repeat visits
- Percentage UK 'visitors' from ethnic minorities
- Percentage of UK adult 'visitors' aged 16 and over from NS-SEC groups 5-8
- Numbers of 'adults' aged 16 and over from NS-SEC groups 5-8
- Percentage of visitors who thought the museum overall was good/very good

Nine out of the twenty-three indicators (39%) are potentially being measured using visitor surveys. For this data to be reliable and comparable across all the sponsored institutions, it is vital that the sampling and survey methods employed are robust (adequate sample sizes), representative and sensitive to change (timing), and consistent (standard questions)

Sample size

The Deloitte and Touche Guidance recommends a minimum sample of 400 interviews per institution per annum. Many of the sponsored institutions commission research that achieves or exceeds this sample size over 12 months.

Institutions are however required to report on some measures (adults, children and over 60s) on a monthly basis. At some venues, surveys aren't conducted on a monthly basis, therefore monthly changes can't be tracked.

Others do carry out research throughout each month of the year, but in order to achieve a robust monthly sample this would require an annual sample size of almost 5,000 – this is prohibitively expensive. As a result, monthly data is not robust enough to estimate the number of adult, child and over 60s visits with an acceptable degree of statistical reliability, and figures calculated from the application of an annual percentage do not match the sum of twelve separate monthly submissions.

Timing

Not all institutions conduct an annual survey, at some surveys are only commissioned once every two or three years. As a result, it is not possible to monitor year-on-year trends. At others, surveys are carried out in snapshots or waves. If carried out at the same time each year, this will provide a trend measure although it may not provide a representative profile of museum visitors across the whole year. Monthly rolling surveys are collected at other institutions, and whilst sample sizes may not be robust enough to report data on a monthly basis, they are probably adequate for quarterly analyses.

Standard Questions

Different institutions use different agencies to carry out research, leading to inconsistencies in question structures and definitions. NMDC have developed a standard set of questions to cover origin, ethnicity, disability and visit rating but these may not be in use at all the sponsored institutions.

The next section deals with issues relating to the definition, collection, usefulness and application of each of the twenty-three performance indicators currently in use by DCMS.

3.2 Number of visits to the Museum (excluding virtual visitors)

Definition

The total number of all visits made to the museum. The measure includes general museum visits (those not involving the education programme) plus the visits made by adults learners and children participating in on-site education programmes. Excluded from this measure are corporate hire customer visits, volunteers, suppliers and contractors. This definition is consistent with that used by MLA for Renaissance in the Regions.

Collection

There is not one standard method for collecting this data at the sponsored institutions; rather a number of different methods are employed including manual clicker counts, till admissions using software such as VISTA and TOR, magic eye beam counters and sensors such as ShopperTrak.

At venues where the count is done manually via a clicker count, this process is time intensive and also has an associated possibility of an undercount during busy periods, or if staff are required to perform other duties. However, manual counts ensure that deductions e.g. for staff, can be made at source and don't have to be calculated retrospectively.

Whilst till admissions are also time intensive, they do have the advantage over a manual clicker count in that additional visitor data e.g. individuals, groups, adults, children can also be recorded and subsequently analysed.

Collection of the overall visit count is relatively easy at venues where this is automated via sensors and counters. These systems are usually calibrated on installation and the accuracy of the count is established. However, as these systems measure all movement in and out of the museum, additional systems have had to be implemented, firstly to profile the distribution of the visits e.g. distinguish between the number of visits made adults and children, and secondly to account for deductions e.g. staff, suppliers and contractors etc.

Usefulness

In the audit, this measure was ranked as the most useful of the existing Performance Indicators; as well as reporting to DCMS, institutions use this information for their own internal performance management as well as in submissions to other funders e.g. MLA.

Volume is a relatively crude measure but one that is widely recognised (externally in particular) and deemed to be a strong indicator of organisational success.

Retention, Refinement or Removal

This is one of the six key funding agreement targets and we recommend that this PI is retained, although there are a number of issues to be considered. Firstly, the range of collection methods in use means that whilst they will all provide consistent year-on-year results for each institution, each will have its own inherent level of accuracy, which will depend on a number of factors including visitor flow.

The Deloitte and Touche Guidance required this PI count to be accompanied by an estimate of the accuracy of the method – this is not currently provided. Whilst the data is validated in some cases by reference to, or triangulation with other ‘fixed’ counts such as shop income, there is no standard method in place across all institutions to calibrate or measure the accuracy of the count.

One of the main issues to be resolved with this PI, in terms of definition, is the current exclusion of corporate hire visits. There is a feeling that these visits should be included in the count:

Corporate hire bookings are made expressly because the museum is a museum.

Corporate hire provides a means by which institutions can develop links with other organisations, it contributes to DCMS’s target for institutions to generate income and it is likely that in most instances (but not all) the corporate hire customers will see or experience at least part of the collection.

Finally, whilst this PI provides a measure of the institutions reach, it only includes activity on-site. In order to fully demonstrate the reach of the institution, a measure for ‘total number of contacts or uses’ which combines visits to the site with outreach contacts and web visits could also be considered.

Workshops

It was agreed that all corporate hire visits should be included in the overall total for the number of visits (regardless of the degree of exposure to the collection), as this is consistent with the inclusion of corporate hire income in performance indicator for income generation.

A proposal was put forward at the workshops that visits to external spaces e.g. parks and gardens should also be included, given that a portion of funding is allocated to the upkeep and maintenance of these spaces; that they may, in some instances contain items from the collection and that these green spaces serve to draw visitors in their own right.

One issue to consider with this proposal is that of double counting. If visitors are counted when entering the gardens and counted again when entering the

museum building, this would generate two visits. However, there will be visitors who just visit the gardens. If a museum were able to devise a system that would account for double counting, visits to the gardens, but not the museum, could be added onto the door count.

A similar argument could be put forward for visits to museum cafes and shops, where the positioning of counters means that they are not currently included in the total visit count. However, there are also museums where the shop and café are located beyond the counters and where visitors may only go to the café or the shop but this is counted as a visit.

Outcome

This PI should now be measured as the total number of all visits made to the museum, including general museum visits (those not involving the education programme) by both adults and children, plus the visits made by children with their schools/colleges and corporate hire visits. Excluded from this measure are volunteers, suppliers and contractors.

Other funders' guidance documents (ACE, MLA, Best Value) make no explicit reference to visits to gardens, shops and cafes can be included neither do the Deloitte and Touche, KPMG or the Office of Arts and Libraries reports. It is proposed that where individual institutions wish to submit figures for gardens, shops and cafes they should do so, on condition that they provide DCMS with documentation on how the visits have been measured and that they are also able to supply the data with garden, shop and café visits excluded.

3.3 Number of adults visits to the Museum

Definition

The number of visits made to the museum by all UK and overseas visitors aged 16 and over.

Collection

The methods employed to collect this data are in part determined by how the overall count is measured. At venues with manual clickers, distinction is made between adults and children either by sight or by asking visitors. It is measured directly through till sales at venues with ticketed admission and via visitor research surveys at other venues.

In addition to the issues covered on all visits, manual clicker counts may depend on individual judgements of who is under 16.

Usefulness

This is regarded as a useful measure, partly as it provides a means for estimating the number of child visits. It is also used by most institutions as an internal measure and as a PI that they report to other funders.

Retention, Refinement or Removal

We recommend that this PI is retained and the definition of an 'adult' remains as those visitors aged 16 and over.

Workshops

It was agreed that adults should be defined as all visitors aged 16 and over. At venues where this PI is measured through market research surveys, the ages of visitors will continue to be broken down into standard breaks e.g. 25-34, 35-44 etc for marketing purposes and internal monitoring.

Due to the inconsistency in the frequency of surveying (from monthly to biennially) and the often small sample sizes, these figures should only be returned to DCMS on an annual, or at most, six-monthly basis.

Outcome

This PI should now be measured as the total number of all visits made to the museum by all UK and overseas visitors aged 16 and over.

3.4 Number of children aged 15 and under visiting the Museum

Definition

The total number of all visits made to the museum by UK and overseas visitors aged 15 and under. The measure includes general child visits (those not involving the education programme) plus the visits made by children participating in on-site education programmes.

Collection

A combination of methods is employed to collect this data. Visits involving the education programme are recorded on admissions and booking systems. For general child visits, at venues with manual clickers, distinction is made between adults and children either by sight or by asking visitors. Child visits are measured directly through till sales at venues with ticketed admission and via visitor surveys at other venues.

Overall, there don't appear to be major issues with the collection on school visits as most are pre-booked and there are booking systems in place to effectively provide a Census count of educational visits. The same issues apply for general child visits as noted for adult visits.

Usefulness

In the audit, this PI was ranked as second most useful of the PI measures. As well as being reported to DCMS, this measure is also widely used as an internal performance measure and to report to other funders

Retention, Refinement or Removal

This is one of the six key funding agreement targets and we recommend that this PI is retained although definitions should be reviewed to ensure consistency across funding bodies - MLA's definition of 'school age' children includes those aged 5-16 years old in formal education i.e. attending Years 1 to 11. The count for MLA's Renaissance school visits also only includes visits from schools based in England, those from elsewhere in the UK and overseas are recorded separately. There is no direct stipulation in the Deloitte and Touche or Additional Guidance as to whether DCMS requires this distinction to be made.

Year 11 school groups will consist of 15 and 16 year olds and there is no guidance at present as to how these groups should be treated – should the whole group be counted in the number of child visits or split 50:50 and only the 15-year olds included in the count for this PI?

This measure is reported on a monthly basis. At venues where the figure for general child visits is calculated via visitor surveys, it is unlikely that monthly sample sizes are robust enough to estimate the number of child visits with an acceptable degree of statistical reliability.

MLA's Renaissance Data Collection Guidelines require that headcounts are made on the day of visit to compare the booked and actual number of children on educational visits. This requirement is not currently included in the Deloitte and Touch guidance or the Additional Guidance.

Workshops

It was felt that there was a need to introduce consistent terminology on how children are defined e.g. are they 'aged 15 and under', 'under 16' or 0-15. The institutions had no preference they just wanted consistency, although at some institutions, the existing admission policies define the upper age limit for children as 16 not 15.

Due to the inconsistency in the frequency of surveying (from monthly to biennially) and the often small sample sizes, these figures should only be returned to DCMS on an annual, or at most, six-monthly basis.

Outcome

Under the current definition, this PI is the sum of general visits by children plus visits made by children participating in museums' on-site education

programme. It is recommended that this definition is retained. If there is a requirement to isolate the number of general child visits to the museum, this can be derived by subtracting the total number of visits by children participating in the on-site education programme, which has its own PI, from the total number of visits to the museum by children aged 15. Where institutions include visits by 16 year olds in their measure of general visits, an explanatory note should accompany the submission.

3.5 Number of over 60 visits

Definition

The total number of all visits made to the museum by UK and overseas visitors aged 60 and over.

Collection

The methods employed to collect this data are in part determined by how the overall count is measured. At venues with manual clickers, distinction is made between adults and children either by sight or by asking visitors. At venues with ticketed admission, although it can be recorded, over 60s may not necessarily be a concessionary or 'price band' category. At other venues it is collected via visitor surveys. Manual clicker counts may also depend on individual judgements of who is over 60.

Usefulness

This is not regarded as being as useful a measure as either child visits nor adult visits, although it is used as an internal measure and reported to other funders.

Retention, Refinement or Removal

Whether or not this PI is retained, refined or removed is dependent on any revisions made to the definition of adults. If adults are defined as all those aged 16 and over then this PI will be subsumed into that measure. If adults are defined as all those of working age then this measure may need to be refined, taking into account recent changes in retirement age.

This measure is also reported on a monthly basis. At venues where the figure is calculated via visitor surveys, it is unlikely that monthly sample sizes are robust enough to estimate the number adult visits with an acceptable degree of statistical reliability.

Workshops

This measure was introduced originally to monitor senior visits following the introduction of free admission. The measure is no longer required by DCMS

to report to Treasury and neither is it an indicator required by the institutions. As with adult visits, institutions will continue to monitor senior visitors through market research surveys for marketing purposes and internal monitoring.

Outcome

The number of visits by those aged over 60 is currently no longer required by DCMS. However, given the ageing population in the UK it is recommended that the status of this indicator is reviewed again in light of the forthcoming Comprehensive Spending Review and any developments in the Government's agenda on older people.

3.6 Number of overseas visits

Definition

The total number of all visits made to the museum by visitors not based in the UK. This measure excludes overseas students or workers from overseas based in the UK.

Collection

The data is based on the proportion of overseas survey respondents from market research applied to the total number of general museum visits.

The data is collected relatively easily via visitor surveys. There is some concern that because of possible language barriers contributing to visitors' inability or unwillingness to be interviewed then the actual number might be higher than that actually reported.

Usefulness

Institutions rated this as a useful measure that the majority want retained.

Retention, Refinement or Removal

We recommend that this PI is retained but with refinements to the definition. At present, those not normally resident in the UK (overseas students and workers) are excluded by some institutions and not by others. Questions on visitor origin are asked in slightly different ways by different research agencies. The question should be standardised across all surveys and structured to explicitly exclude overseas students and workers if the actual focus is on 'tourism visits'. However, if the focus is on 'tourism' is this just overseas tourism or does it also include domestic tourism?

If the ultimate aim of this measure is to demonstrate the economic impact of tourism, through measuring the volume and/or value of tourism visits, there

needs to be consensus on whether this should include or exclude domestic, as well as overseas tourist visits.

Workshops

This measure can be used as a proxy for the economic impact of tourism but the terminology and definition needs to reflect this i.e. the measure is the number of overseas tourist visits. However, amongst the institutions, the emphasis was more on ‘overseas’ rather than ‘tourist’ visits; in other words, it was felt that the primary purpose of this indicator was to demonstrate the international reach or status of an institution rather than the economic impact of tourism.

It was felt that measuring tourist visits (domestic or international) and defining a domestic tourist would be too complex. The origin of UK visitors can be used to demonstrate national reach e.g. the number of visits generated from outside a Government Office Region or catchment area, and could be considered as a future indicator.

There was no agreement on whether workers and students from overseas based in the UK should be included or excluded in this measure. Some institutions felt that as they were currently resident in the UK they should not be included in this measure. Others felt that these visitors were international in the same way as overseas tourists. Concerns were also raised that because of the methods used to monitor overseas visits e.g. visitor surveys conducted primarily in English, that language barriers may be contributing to an ‘undercount’ of this measure.

Outcome

A standard survey question on visitor origination needs to be developed to ensure consistency and clarity in what’s being reported. Guidance also needs to be provided on how institutions should account for overseas tourists who, because of language barriers would not be represented in their market research surveys e.g. by logging the type of refusal and using flags to identify visitors’ country of origin.

This measure should now be provisionally defined as the total number of all visits made to the museum by visitors from overseas, and should include visits by students or workers from overseas who are based in the UK.

3.7 Number of repeat visits

Definition

Total number of all UK and overseas visitors who have previously visited the museum, or any of its branches in the past 12 months. In accordance with the

Additional Guidance, this should also include adults and children involved in on-site educational programmes.

Collection

The data is based on the proportion of survey respondents making repeat visits applied to the total number of general museum visits. Analysis of audit responses indicates that most institutions do not include repeat visits by adults and children in on-site educational programmes in this measure.

Usefulness

Confusion over the definition of 'repeat visit' limits the usefulness of this PI. The Deloitte and Touch guidelines originally defined 'repeat visitors' as those who had previously visited a museum (ever before). Repeat is now defined by different organisations as:

- Ever visited
- Visited in the past 5 years
- Visited in the past 2 years
- Visited in the past 12 months
- Cross-venue visits

Whilst the confusion over the definition limits the usefulness of this PI to individual institutions, the inconsistency in the interpretation also limits its usefulness to DCMS.

Retention, Refinement or Removal

The majority of the institutions want to retain this measure and we would also recommend retention, although its purpose i.e. what it is monitoring or providing evidence for needs to be clarified. Is it to be used to measure of retention, and subsequently as a proxy for visitor satisfaction? If the aim is to demonstrate extended reach rather than retention then the measure could equally be used to show the number of 'new' or 'first time' visits made to the museum. If this measure was cross-referenced against visitor demographics (and in particular priority groups) this would provide further evidence of the institution's contribution towards DCMS's Strategic Priority Two to increase and broaden the impact of culture.

Workshops

It was felt that this measure serves as a good proxy of the effectiveness of institutions in satisfying visitors' needs and engaging with their audiences. Equally, the number of first time visits demonstrates an institution's effectiveness in attracting and developing new audiences.

The inclusion of repeat visits by adults and children involved in on-site educational programmes is problematic for institutions from the point of view of data collection. For example, a school may make a number of repeat visits to a venue but this doesn't necessarily mean that the same pupils are re-visiting.

Outcome

The indicator for the number of repeat visits is to be revised, and a new indicator for first time visits should also be introduced.

Repeat visits involving the institutions' educational programme should no longer be included in the count for this measure. This measure should also only apply to the number of repeat visits generated by visitors on a 'general' visit to the museum. In terms of timescale, the current definition of twelve months should be retained.

With regard to first time visitors, these are defined as never having visited the museum before. From these definitions, there will be a third constituency of visitors, namely, those who have visited the museum at some point in the past but have not done so in the past 12 months – the figures for this constituency don't need to be reported.

3.8 Percentage of UK visitors aged 16 and over from ethnic minorities

Definition

The percentage of UK adult visitors aged 16 and over who are from an ethnic minority background who are defined by themselves as Asian or British Asian (Indian, Pakistani & Bangladeshi, Other Asian Background); Black or British Black (Black Caribbean, Black African, Other Black Background); Mixed Ethnicity; Chinese and Other Ethnic Groups.

Collection

The data is based on the proportion of BME survey respondents from market research surveys applied to the total number of general museum visits.

The data is collected relatively easily via visitor surveys. There is some concern about response rates and the statistical validity of the results, given the low percentages of BME visitors recorded at some venues.

Usefulness

The definitions used for BME visitors are based on the 2001 Census definitions and therefore consistent with those used by other funders.

Retention, Refinement or Removal

We would recommend that this PI is retained as it provides evidence of inclusion and diversity. However, the measure in most cases is only reported as the profile of 'independent' or general visitors to the venue – the profile of visitors taking part in educational programmes is not included. The Deloitte and Touche Guidance specified that this measure should also include the proportion of BME visitors taking part in the institutions educational programmes – this would provide a more accurate measure of the institution's overall work in attracting priority group visitors both from schools and adult groups, although systems would need to be developed to record this activity.

Workshops

Queries were raised at the workshops as to why this indicator was reported as a percentage measure but not as a number. As a result of this, the purpose of the indicators was unclear – is it intended to demonstrate how representative the museum's audience is in terms of the population (percentage terms) or to measure the volume of visits by ethnic minority visitors? The consensus amongst participants was that it was more valuable to measure the number of visits by visitors from ethnic minorities.

Given that the emphasis was on the number rather than the percentage of visits, there was a strong demand from the institutions for a measure of ethnicity to include school visits. However, it was acknowledged that there are data collection issues related to profiling the ethnicity of the school children visiting. At some institutions this monitoring is done at a group or class level through teachers' booking or evaluation forms. At others it is done at school level by reference to Ofsted reports and at others at Local Authority level by applying the percentages of BME residents in the population within the Local Authority to the number of school visits.

If a measure of ethnicity is to include school visits, the method by which this is measured needs to be consistent. Data on the ethnicity profiles of schools in England is held by DfES and if this could be accessed by all institutions it would provide a consistent method of measurement. The database of schools participation currently being developed by MLA as part of Strategic Commissioning may serve as a pilot for the feasibility of measuring the ethnicity of school children visiting museums.

If the measure is to include school visits, then, for consistency, general visits to the museum by those aged 15 and under should also be included in this measure. This would require institutions to develop or adapt their visitor surveys to measure the profile of all their visitors, not just those aged 16 and over.

If this measure is to include school visits, there was also a request that outreach activity be included, possibly as part of the optional basket of measures.

Outcome

This measure should be revised to measure the number of visits from UK visitors who are from an ethnic minority background who are defined by themselves as Asian or British Asian (Indian, Pakistani & Bangladeshi, Other Asian Background); Black or British Black (Black Caribbean, Black African, Other Black Background); Mixed Ethnicity; Chinese and Other Ethnic Groups.

If the Taking Part survey provides DCMS with the evidence it requires to demonstrate an increase in participation and engagement with museums and galleries on a national level, institutions would not need to replicate this measure. If this is the case, visits by children on school visits and general visits should be included in this measure so that institutions could demonstrate their achievements in developing BME audiences across all ages.

A measure of the number of outreach contacts with black and minority ethnic audiences, both adults and children, could be introduced as an optional measure.

3.9 Percentage of UK adult visitors aged 16 or over from NS-SEC groups 5-8

Definition

The percentage of visits from UK based adults from NS-SEC groups 5-8.

Collection

The data reported to DCMS is based on one of two methods of collection either via collection of visitor postcodes which are subsequently profiled using a geodemographic profiling system such as ACORN or MOSAIC or by measuring the proportion of survey respondents in NS-SEC Groups 5-8 from market research surveys.

NS-SEC is a new measure of socio-economic classification introduced by DCMS in 2005-06. Prior to this, the requirement was to measure visitors' social grade, specifically the proportion of C2DE visitors. Whilst NS-SEC is based conceptually on employment relations and has been adopted by the Office of National Statistics as a means of socio-economic classification its introduction has raised a number of issues regarding its collection.

Firstly, classification via NS-SEC requires more questions to be included on visitor surveys than for measuring social grade – this has time and cost

implications for the visitor research. Secondly, where postcodes were used as a proxy for social grade there is uncertainty as to whether the same process is valid for NS-SEC. As a consequence, not all the institutions are yet able to report on NS-SEC.

Usefulness

The conversion from social grade to NS-SEC has also raised a number of issues regarding the usefulness of this PI. NS-SEC and social grade are not directly comparable, making historical comparisons, and therefore assessments of improvements in performance since 2005-06 difficult. NS-SEC has not been universally adopted by all funders e.g MLA is still obliged to measure C2DE until 2007-08 as the Hub baselines and targets for Renaissance were based on social grade rather than NS-SEC.

Since NS-SEC categories are not directly equable to C2DE social gradings previously used, and still in use by many funders, we are finding that we are unable to satisfy all other funder information requirements.

Retention, Refinement or Removal

This is one of the six key funding agreement targets and we recommend that this measure is retained, as it demonstrates inclusion and diversity. However, institutions need guidance on the validity of using visitor postcodes as a proxy measure for NS-SEC, and guidance on the likely impact on the proportion of lower socio-economic group visits. Does moving from social grade to NS-SEC mean that the proportion of lower socio-economic visits is likely to be higher or lower than it was for social grade?

Workshops

There was a query as to why a percentage measure and numbers are attached to this PI whereas the ethnic minority PI only requires a percentage measure. In terms of its value as an indicator, as with BME visits a numerical count was felt to be more valuable than a percentage measure.

Outcome

It is recommended that only the number of visits by visitors in NS-SEC groups 5-8 are reported.

3.10 Number of UK adult visitors aged 16 or over from NS-SEC groups 5-8

This measure uses the percentage value recorded in the previous indicator applied to general museum visits and therefore is a measure of the number of UK adult visits from NS-SEC groups 5-8 rather than visitors.

Workshops

There were widespread issues amongst institutions, relating to lack of understanding, difficult and costly data collection, comparison with historical data, reporting to other funders and the absence of practical guidance or standard tools on how to use NS-SEC to develop audiences. It was felt, that at present, the loss associated with no longer measuring C2DE visits outweighed the gain of introducing NS-SEC, a system that was acknowledge to better reflect the employment and economic status of visitors.

As with BME visits, there was a demand for a measure of lower socio-economic group visits that includes school visits, although there are collection issues related to this in terms of how this can be measured. Currently, in many cases, this is extrapolated at school level and based on the number of free school meal recipients at a school from the DfES database. As with BME visits, a consistent method needs to be developed for measuring school visits by lower socio-economic groups.

Outcome

As with BME visits, if the Taking Part survey provides DCMS with the evidence it requires to demonstrate an increase in participation and engagement with museums and galleries on a national level, institutions would not need to replicate this measure. If this is the case, visits by children on school visits and general visits could be included in this measure.

3.11 Percentage of visitors who thought the museum overall was good/very good

Definition

The percentage of visitors who thought the museum overall was good or very good.

Collection

At all institutions this is measured using visitor surveys.

Usefulness

As the only measure of outcomes amongst the existing PIs, the measure is useful to both the institutions and DCMS. The majority of institutions also use the measure internally and to report to other funders. However, museums are variously reporting a combination of:

- Percentage visitors who are fairly or very satisfied
- Percentage visitors who are quite or very satisfied
- Percentage visitors who thought museum was at least satisfactory

- Percentage visitors who thought the museum overall was good/very good
- Percentage visitors who thought the museum overall was above average
- Percentage visitors who thought the museum overall was excellent/good

In most cases, the rating is usually of the order of 90%+, so that it provides a measure that standards are being maintained but any assessment of improvement is problematic.

Retention, Refinement or Removal

It is vital, if institutions are to demonstrate intrinsic value to have some measure of visitor response to the quality of their experience, the impact and value of their visit. Institutions want a more meaningful measure than satisfaction as it stands.

We would be interested in a measure that effectively measures impact and value

Such a statistic in isolation may be complicated by the fact that some visitors who engage more with the collection and are repeat visitors are in a way empowered to be more thoughtful and potentially more critical than a one-off tourist with little time to spend in the Gallery

The emphasis needs to move to measuring the experience that visitor have had

Rather than one question on visitor satisfaction, the quality or outcome of the visit may be based on the responses to a number of questions including:

- Likelihood to return
- Likelihood to recommend a visit to friends and family
- Levels of enjoyment
- Levels of satisfaction (overall, with facilities, with staff)
- Value for money (or time)
- How the visit compared against expectations
- Impact of their visit
- Levels of visitor engagement
- Were their needs met
- Duration of visit

In isolation these measures may be no more meaningful than a single satisfaction rating. However, in combination, these questions should provide an improved measure of the quality and impact of the experience.

Workshops

This measure is inconsistently defined and unsatisfactory in its current format, although being able to demonstrate satisfaction levels in excess of 90% was viewed as a useful tool for advocacy. Preferred alternatives included:

- Likelihood to return
- Likelihood to recommend a visit
- Rating scale from 1 to 10

Dwell time was widely rejected as a measure for satisfaction due to issues relating to busy venues and the assumption that a short dwell time is a proxy for a dissatisfied visit – not accounting for visitors just ‘popping in’ during their lunch break for example.

Outcome

‘Likelihood to recommend a visit’ is a better measure of satisfaction than likelihood to return as it is less likely to be dependent on the visitor’s origin i.e. overseas visitors may have enjoyed their visit but are unlikely to return simply because they have no plans to visit the UK again. We would recommend that visitors are asked:

How likely are you to recommend a visit to this museum?

With the response measured on a Likert scale of:

Very likely, quite likely, neither likely nor unlikely, not very likely, not at all likely

Whilst this will provide a measure of satisfaction, throughout this consultation there has been demand for the development of a measure(s) of visit outcomes. Whilst the ILFA framework has been widely adopted within the museum sector, and the evaluation of specific projects has incorporated Generic Learning Outcomes (GLOs) there is still a demand to be able to measure overall visit outcomes. We propose that this could be done by testing visitors’ responses to the following three statements:

One: I found my visit today enjoyable [Social]

Two: I learnt a lot on my visit today [Intellectual]

Three: I found my visit today inspiring [Emotional/Spiritual]

Visitors would be asked about the extent to which they agreed or disagreed with these statements, again on a Likert scale of:

Strongly agree, slightly agree, neither agree nor disagree, slightly disagree, strongly disagree

By measuring their response via a Likert scale rather than a binary (Yes/No) response it will be possible to measure the strength of response. The statements also broadly cover outcomes in terms of the social – intellectual-emotional/spiritual model based on Maslow's Hierarchy of Human Needs.

3.12 Number of learners in on and off site organised educational programmes

Definition

The total number of learners (both adults and children) participating in organised educational session either held on site at the museum or off site away from the museum.

Collection

Institutions have well-developed bookings and admissions systems for organised educational group visits. When visits are pre-booked this is not problematic however there may be issues involving attendance estimates for large-scale events both on and off-site.

Usefulness

This is widely used by institutions for internal monitoring and reporting to other funders and the majority want the measure to be retained.

Retention, Refinement or Removal

The internal systems developed for recording participation in educational programmes mean that data collected is relatively easily and accurately. However there are a number of issues that need to be considered.

The current definition states that this is a measure of the number of learners participating in organised educational sessions. This is not strictly the case as one learner may participate in several sessions throughout the year, so that the figures recorded and reported are in fact the number of participations by

learners, rather than the number of adults participating. The terminology used in the definition should be revised in view of this.

For on-site activity there is a request for a more specific definition of the extent of intervention required for the activity to qualify as an 'organised' session. The Deloitte and Touche guidance did not include on-site educational sessions, the Additional Guidance produced by DCMS focuses on sessions for schools but does not include specific examples of adult educational activity. MLA's Data Collection Guidelines for Renaissance stipulate that educational activities for adults relate to activities mediated by members of museum staff (including volunteers and individuals hired by the museum) and include gallery talks, lectures, courses and guided tours.

The measure, as it stands, reports on activity with all learners. Some of the institutions with a focus on delivering educational programmes to students in further and higher education have no means at present of demonstrating this activity. Whilst not relevant to all venues, there should be scope within the overall basket of indicators to measure FE and HE activity.

Due to the range and diversity of outreach activities that are undertaken by museums, there is also a need for specific examples of what can be counted under the measure of outreach activity, and maybe more importantly, what can't, particularly in the view of technological developments which will enable institutions to deliver education programmes in 'less-traditional' ways.

Workshops

The definition needs to be changed to number of instances of adults (aged 16 and over) participating in organised educational sessions. This requires a definition of contacts, proposed as some form of input that informs, extends or shapes the visitor experience

Where there is provision for post16 formal education activity, it was felt that Further Education visits could be reported as an optional measure. A measure of contact with Higher Education students, including PhD and Masters students could be also be an optional measure for those institutions involved in academic research.

Outcome

The performance indicator for on-site activity with adults aged 16 and over is defined as the number of 'instances' of adults aged 16 and over participating in organised activities at museums (excluding visits by those in Further and Higher Education).

Participation on-site should follow the MLA's definition of on-site activity, which requires that the activity is facilitated by a member of museum staff

(including volunteers or freelance artists). Adults involved in family-based activities should also be included in this measure.

Outreach activity with adults aged 16 and over should be reported as a separate indicator.

3.13 Number of children in on and off site organised educational sessions

Definition

The total number of children (aged 15 and under) participating in organised educational session either held on site at the museum or off site away from the museum.

Collection

Institutions have well-developed internal bookings and admissions systems for organised educational group visits. When visits are pre-booked this is not problematic however there may be issues involving attendance estimates for large-scale events both on and off-site.

Usefulness

The majority of institutions want this indicator retained as it is used as both an internal performance measure and to report to other funders.

Retention, Refinement or Removal

This is one of the six key funding agreement targets and we recommend that this measure is retained as it provides evidence of learning and access for museums and 'A Great Start in Life' for the DCMS's values. As with adults there are a number of issues that need to be considered.

The Deloitte and Touche Guidance did not cover on-site educational sessions for children; the Additional Guidance stipulates that organised educational sessions should include the number of children participating in taught sessions led by museum education staff as well as self-guided sessions led by teachers using resource packs.

MLA's Renaissance measures also record facilitated and self-directed visits, although the measures are recorded separately as two indicators. MLA's measures of contacts with school children is also broken down by year group (from Year 1 to Year 13) to monitor participation by Key Stages as well as Primary and Secondary school visits, although this granularity may not be relevant or required by DCMS.

Workshops

Institutions felt that there needs to be a distinction between formal and informal education sessions on-site for both adults and children. There was also a query as to where family based activities can be recorded.

There was also a request for learning activity to be accompanied by a narrative (based on a template) as the PI as it stands if felt to be too quantitative.

Outcome

The performance indicator for on-site activity with school children should be split into two indicators:

1. Number of school visits to the museum by children aged 15 and under (formal)
2. Number of 'instances' of children aged 15 and under participating in organised activities at museums but not visiting with their school (informal)

Formal education activity can either be recorded under Year Group or Key Stage. If institutions are able to provide a Year Group breakdown, this would be the ideal, as Key Stage activity can then be derived from this measure. Given that Key Stage 2 spans four Year Groups (Years 3-6), it may also be the case that more meaningful analysis in terms of take up of school provision could be done with Year Group information.

Informal activity on-site could follow the MLA's definition of on-site activity, which requires that the activity is facilitated by a member of museum staff (including volunteers or freelance artists). Children involved in family-based activities should also be included in this measure.

Outreach activity with children aged 15 and under should also be reported as a separate indicator.

3.14 Number of unique website visits

Definition

The total number of unique user sessions recorded on museum or gallery websites.

Collection

Institutions use a number of different web statistics software packages e.g. WebTrends, Google Analytics to collect this measure and can do so relatively easily.

Usefulness

The measure is used by most institutions for internal monitoring and for reporting to other funders.

Retention, Refinement or Removal

This is one of the six key funding agreement targets and demonstrates the reach of the institutions in provision of access and learning outside their institution, either pre or post visit or simply for a virtual visit. We recommend that a measure of website activity is retained but with refinements. The first issue is that of standardisation in definitions.

ABC Electronic have developed a standardised sector wide approach for the online advertising industry which has been developed to fit alongside the ABC figures for newspaper circulation. The inconsistencies in web statistics have been dealt with by defining key terms, accepting that inconsistencies (such as robots and cacheing) will apply in similar ways to all systems, service providers and websites and accrediting systems and service providers such as Nedstats, WebTrends and Google Analytics.

Rather than one measure of activity on how many people are visiting the site (unique users), other measures could be adopted such as:

How busy is the site = Page Impressions

How often do users visits = Visits

How long do users spend on the site = Unique user duration

What do users do on the site = Unique Search User or Unique Flash User

Workshop

The workshops highlighted a widespread lack of understanding on website terminology, definitions and statistics. Variation in IT staff resources between the institutions may mean that there is one standard mandatory PI relating to web presence that is required and a further set of optional PIs for those institutions able to report on more detailed activity.

Outcome

A mandatory performance indicator for website activity is required, given the levels of investment in website development at many institutions and the potential value of websites as a tool for extending access to the collection and

as a means of interpretation to support learning and enjoyment. The most useful web statistic was the number of visits, defined according to ABCE standard definitions as ‘a series of one or more page impression, served to one user, which ends when there is a gap of 30 minutes or more between successive page impressions for that user. A visit is effectively a burst of activity by a valid user.

This measure of number of visits is consistent with the definition reported under Best Value BVPI 170a and the performance indicator for the ‘total number of visits’ to the venue and thereby provides a means of measuring the total number of ‘uses’ of the institution (Total uses = Visits to the museum + visits to the website + plus visits to touring exhibitions + outreach).

There was a proposal that it would be useful to develop a measure to distinguish between pages accessed for marketing and information purposes e.g. what’s on and opening times versus page impressions relating to collection and learning resources i.e. to differentiate between information gathering and engagement with the collection. There was also a proposal to measure dynamic interaction with the website, for example in the number of downloads of resource packs. However, at the present time, we recommend that visits is the only measure of website activity.

3.15 Number of UK and overseas loans venues

Definition

This measures the number of venues to which loans are in place at the beginning of the year, as well as the number of venues to which loans are made during the year.

Collection

Institutions use a combination of loan and collections management databases and recording systems.

There is some confusion over the definition of a loan and a loan venue, which may lead to inconsistency in reporting between institutions.

Usefulness

Most institutions use this measure for their internal performance measures and it is also used to report to other funders

Retention, Refinement or Removal

We recommend that this measure is retained as it demonstrates the institutions contribution to promoting public and professional access to collections, in developing partnerships with organisations nationally and internationally and in securing reciprocal loans. There were queries as to why loans to UK venues are no longer measured as this demonstrates national (UK wide) reach. There was also a suggestion for monitoring short and long term loans as a means of demonstrating how actively institutions are lending.

Workshop

There were issues raised in connection with definitions relating to loans, particularly in relation to what constituted a 'loan' and a 'loan venue' – there was a question as to whether any object loaned overnight could be regarded as a loan; and whether loan venues could be extended to include schools and libraries. A PI distinguishing between short and long-term loans was not deemed to be a useful measure. Measuring loans activity in the UK as a whole was deemed more useful than having a separate measure for England.

It was queried whether there should be a measure of touring exhibition visits (this can in fact be included in the count for off-site activity at present, although this was not universally understood to be the case). If loans are made to venues overseas, should there be a measure of attendance at international exhibitions?

It was proposed that the number of loan objects, as well as the number of loan venues could also be counted, together with an indication of the significance of the object (this would require a definition). It was also proposed that a measure of the number of objects borrowed or loaned from other institutions could be measured.

Outcome

It was agreed that there should be some measure of loans activity included within the performance indicator framework. However, the range of objects loaned by the sponsored institutions means that a mandatory measure of a specific type of loan activity e.g. number of loan venues may not be the best option. Rather, institutions could be asked to report on at least one mandatory loan measurement choosing the most appropriate to the nature of their collection from:

- Number of loan venues (UK and/or overseas)
- Number of loaned objects (UK and/or overseas)

In addition, an optional measure for loans could report on:

- Number of ‘borrowing’ venues (UK and/or overseas)
- Number of ‘borrowed’ objects (UK and overseas)

Visits at touring exhibitions in the UK are measured by MLA for Renaissance in the Regions with the following definition: ‘*To count visits at touring exhibitions, museums must be involved in the development of the exhibition. This count does not include visits to exhibitions where a museum’s only involvement is the loaning of items from its collection. Measuring visitation to touring exhibitions should be based on the same methods used to measure visits at the home facility.*’ Visits to touring exhibitions in the UK and overseas could be reported as optional PIs using this definition.

Loans are also regarded as playing an important role in the development of partnerships. In addition to loan-based performance indicators, a description on the value and impact of loans could be included in a narrative on Partnerships. Equally, this narrative could also include quantitative measures, or reference to the optional PIs for touring exhibitions.

3.16 Percentage of collection stored in correct environmental conditions

Definition

The percentage of the collection that is in a stable condition, based on a three yearly condition sample survey. This measure includes stored collection materials as well as exhibited materials.

Collection

The Deloitte and Touch guidance proposed that this should be measured using a random condition survey conducted every three years. The range of methods actually used include: the percentage of storage and display areas which are environmentally acceptable rather than the percentage of the collection stored in correct environmental conditions; the percentage of objects that are stored to meet the standards set by MLA’s Collection Benchmark standard and the percentage of time in which conditions of humidity and temperature are within acceptable limits.

Usefulness

The variation in the measurement of this indicator means that as it stands its usefulness is limited in monitoring or benchmarking the collections care undertaken by the institutions. Percentages reported by the sponsored institutions range from 40-100% but a 5% improvement at one venue could represent tens of objects, at others it could be millions – without context as to the nature of the objects it is unclear as to how improvements in stewardship can be demonstrated.

Retention, Refinement or Removal

This measure could demonstrate improvements in the stewardship of collections, however inconsistencies in existing methods of measurement mean that this is not possible. We would recommend that this indicator is removed and replaced by a 'Statement of Minimum Standard' to which all the sponsored institutions subscribe.

Workshops

Institutions agreed that a statement of 'Minimum Standard' could replace this PI, the basis for which could be MLA's Accreditation Standard².

Outcome

This indicator is no longer required and can be replaced by a Statement of Minimum Standard. With the removal of this indicator, there is no performance indicator related to 'looking after the nation's cultural assets'. However, the adoption of MLA's Accreditation Standard in relation to Section 4: Collections Management can be regarded as an adequate demonstration of stewardship. If the Standard is adopted, this could be accompanied by an agreement between the institutions and DCMS relating to the setting of short, medium and long-term objectives to ensure continuous improvement.

3.17 Percentage of collection Internet accessible

Definition

The percentage of the total collection that is accessible on the Internet. Access requires that the public is able to obtain meaningful information about collections and objects, equivalent to that available in collection catalogues and records via direct access to digital images or on-line catalogues and records.

Collection

Where venues have a large number of objects in their collection, it is more meaningful to report the number of items made Internet accessible rather than the percentage of the collection that is Internet accessible. Over the course of a year, an institution may put thousands of items online but only show a marginal increase in the overall percentage.

² The Accreditation Scheme for Museums in the United Kingdom: Museums, Libraries and Archives Council

Usefulness

Demonstrates progress made in developing access to collections via digitisation but with the current definition is not regarded as being a useful measure.

Retention, Refinement or Removal

Whilst this measure demonstrates progress made in developing access to collections via digitisation, venues who have their entire collection (100%) online have no scope for improvement. Due to the variation in the size of the collections at the different institutions, a percentage measure may not be meaningful as a cross-sector benchmark. If the total number of objects is used as a measure, progress can be quantified and this would also enable an aggregated figure for the total number of items online across all sponsored institutions to be measured. However, this measure may no longer be required if measures relating to how visitors use the website (Indicator 13) are developed.

Workshops

It was agreed that because of the variation in the number of objects within the institutions' collection and the absence of a standard in terms of the amount and quality of information required for each object a statement of 'Minimum Standard' could replace this PI, with an acknowledged commitment to making the collection more accessible being regarded as a policy issue rather than a measurement of performance.

Outcome

Reporting of this indicator is no longer required. It is to be replaced by a Statement of Minimum Standard, incorporated into funding agreements and based on MLA's Accreditation Standard with reference to Section 2: User Services, specifically:

2.2 Services and facilities that support access by a broad range of users

2.3 Consultation with users in relation to services provided

2.4 Collections and associated information available to users

2.5 Interpretation of the collections in ways which support users learning and enjoyments

As with the previous indicator, this could be accompanied by an agreement between the institutions and DCMS relating to the setting of short, medium and long-term objectives to ensure continuous improvement.

Research into the development of more meaningful website indicators relating to how digitised collection is accessed and used e.g. number of visits to collection-based pages, percentage of web visits where collection pages are accessed, searches for items in the collection, downloads of resource packs etc would be also useful.

3.18 Percentage of time open

Definition

The percentage of time open based on a 12 hour day, 365 days a year. Open refers to normal access to the collection to the public and includes time when access is reserved for educational programmes, restricted viewings and out of hours events e.g. private views and sleepovers but excludes times when the museum is only open for corporate hire.

Collection

Venues base their calculation on a their total number of opening hours against a maximum of 4,380. The measure is relatively easy to report if venues have 'standardised' opening hours. However, if there is only occasional evening opening for special events, recording this measure accurately can be time consuming.

Usefulness

In the audit, this was rated as the least useful of the existing performance indicators and is not widely reported to other funders.

Retention, Refinement or Removal

Whilst the measure does demonstrate access, at most venues there are no significant changes in the amount of time in which they are open year on year. There is no strong requirement for this performance indicator to be retained, and as with the current measurement for stewardship, it could be replaced by a 'Statement of Minimum Standard.'

Workshops

Institutions were in agreement that this PI could either be replaced by a statement of 'Minimum Standard' based on a minimum number of hours that all institutions should be open or, given the range of opening hours covered by the sponsored institutions, a minimum number of opening hours could be agreed between individual institutions and DCMS and incorporated into the funding agreement. Under MLA's Accreditation Standard on User Services, Section 2.1.1 'there is no minimum requirement for opening times, but the arrangements must be appropriate to the nature and location of the museum.' Given this, the latter option may be the most appropriate.

Outcome

Percentage time open is no longer required as a performance indicator. A minimum number of opening hours (based on at least maintaining existing levels) could be agreed between individual institutions and DCMS and included in the funding agreement.

3.19 Grant in aid per visit

Definition

The total grant in aid divided by the total number of visits. Grant-in-aid includes revenue and capital funding.

Collection

Other than the issues relating to the accuracy of the measure for the total number of visits there are no issues in the reporting of this measure.

Usefulness

Fewer than half the sponsored institutions use this as an internal performance measure and it is not widely used to report to other funders.

Retention, Refinement or Removal

This indicator does provide a measure for value for money, however there are concerns relating to the monitoring of the returns, as variations could either be due to changes in total visits or changes to GIA – without context this measure is open to interpretation and difficult to monitor year-on-year. The differences in the cost base of institutions and the inclusion of capital funding also make it difficult to make comparisons across the sector. As there is also a measure of GIA per user, this measure could be removed.

Workshops

Institutions were in agreement that this measure could be dropped.

Outcome

Grant in aid per visit is no longer required as a performance measure. If this measure needs to be reported, given the total number of visits, the calculation can be done by DCMS.

3.20 Grant in aid per user

Definition

The total grant in aid divided by the total number of users. The number of users represents the total number of visits plus participants in off-site

education programmes plus the number of unique website visits. Grant-in-aid includes revenue and capital funding.

Collection

As well as the issues relating to the accuracy of the measure for the total number of visits, there are further problems relating to the accuracy and consistency in measuring the number of unique website visits. There are also inconsistencies in how the total number of users are calculated – some institutions use only total site visits and website visits, others include visits at off-site education programmes, including in some cases visits at touring exhibitions.

Usefulness

Rated in the audit as a more useful measure than grant in aid per visit.

Retention, Refinement or Removal

As with the grant in aid per visit, this indicator also provides a measure of value for money but as it also incorporate website users and attendance at outreach programmes it measures a greater extent of an institution's activity, not just that limited to activities within the building. The same issues of year-on-year monitoring and cross sector comparability apply as with the grant in aid per visit. In terms of definition, the measures of visits and outreach attendance are in fact contacts or instances of participation rather than numbers of visitors or participants. For consistency, the terminology should refer to contacts or uses rather than users.

Workshops

Institutions agreed that this measure could be dropped.

Outcome

Grant in aid per user is no longer required as a performance measure. If this measure needs to be reported, given the total number of 'uses', the calculation can be done by DCMS.

3.21 Revenue generated from sponsorship and donations per visit

Definition

The total revenue generated through corporate and other sponsorship divided by the total number of visits.

Collection

As well as the issues relating to the accuracy of the measure for the total number of visits, the revenue totals include sponsorship and donations at some institutions but at others also include legacies and patron schemes.

Usefulness

Variation in the type of revenue included in this measure limits the usefulness of the indicator in terms of comparability. In the audit, it was rated as the least useful of the income related indicators.

Retention, Refinement or Removal

Although serving to demonstrate an institution's performance in generating income, the year-on-year fluctuations that can arise due to large ad hoc sponsorship projects or donations means that it is difficult to monitor performance for individual institutions. Measuring revenue in relation to total visit numbers is also problematic as increases in revenue per visit could be the results of greater self-generated income but equally it could also be due to a fall in visitor numbers – without this context the indicator is not meaningful in monitoring performance. In view of these issues, and with the development of an improved measure for income generation, there is no strong requirement for this measure to be retained.

Workshops

Institutions agreed that there was no relationship between visits and the revenue generated from sponsorship and donations and is therefore not a meaningful measure of performance.

Outcome

This indicator is no longer required.

3.22 Non grant in aid income per visit

Definition

The total income minus grant-in-aid divided by the total number of visits to the museum.

Collection

As well as the issues relating to the accuracy of the measure for the total number of visits, the non grant in aid income is defined at different institutions either as trading income; revenue from investments, education and trading; funds raised through donations legacies, sponsorship and trading.

Usefulness

Variation in the type of revenue included in this measure limits the usefulness of the indicator in terms of comparability.

Retention, Refinement or Removal

Although serving to demonstrate an institution's performance in generating income, there is a clear requirement for a detailed definition of non-GIA income. As with measuring revenue in relation to total visit numbers, without context this indicator is not meaningful in monitoring performance. If the total amount of non-GIA is used as a measure this would enable year-on-year comparisons and provide an aggregated figure to be reported for the sector as a whole. . In view of these issues, and with the development of an improved measure for income generation, there is no strong requirement for this measure to be retained

3.23 Net income from trading (including corporate hire)

Definition

The net income from trading but excluding income from grant-in-aid, Lottery and other public funding, sponsorship, donations, legacies, external funds investment income, disposal of assets, corporate members and fundraising income. It also excludes resources expended on fundraising and publicity.

Collection

Based on financial reporting records and accounts.

Usefulness

Inconsistency in the inclusion and exclusion of income resources mean that this measure cannot be compared between individual institutions or across the sector.

Retention, Refinement or Removal

This is one of the six key indicators currently used in funding agreement targets and rated as the most useful of the indicators relating to income. We recommend that this measure is retained, although the definition of income, particularly in relation to exclusions needs to be reviewed to ensure consistency across all the sponsored institutions.

Workshops

There was a strong demand from the institutions for a set of financial performance indicators, covering both trading income and self-generated income. The most important consideration in the development of these financial indicators is the identification of a consistent and agreed set of inclusions and exclusions.

Outcome

The net income from trading is to be retained as a performance indicator and a second financial indicator that measures self-generated income.

A measure of trading income (net of direct costs) is proposed to include income from:

- Retail sales
- Publications
- Corporate hire
- Catering
- Location hire (TV and films)
- Licensing
- Image licensing
- Consultancy
- Services e.g. train rides

An indicator for self-generated income is proposed to include income from:

- Ticket sales
- Education
- Donations and legacies
- Membership and patrons
- Sponsorship
- Fundraising (for the core collection)

Both these measures could be used as examples of an institution's entrepreneurialism in terms of how much trading or self-generated income is being leveraged by public subsidy.

Other financial performance indicators

One of the new measures put forward for the financial indicators was the grant-in-aid spent on acquisitions. However it was felt this may not necessarily be how grant-in-aid is allocated or spent, spend on acquisitions is not necessarily grant-in-aid (could also include donations) and therefore may be difficult to apportion.

3.24 Average number of days lost sick per employee excluding long term sickness

Definition

The total number sick absences (excluding long term sickness) divided by the total number of employees. Figures are pro-rata for part-time staff, employees on short-term contracts or only employed for part of the year.

Collection

This is not measured consistently. Some institutions measure total days sick divided by the total number of working hours, others the number of days divided by the average number of salaried staff. There is no consistent definition of 'long term' – the Deloitte and Touche Guidance defines this as a cumulative absence of more than eight weeks over the course of a year, some venues define this as an absence of more than one month. There is also a query as to why long-term sickness is excluded from this measure.

Usefulness

Inconsistency in reporting methods and definitions limit the usefulness of the measure. Whilst clearly important for internal monitoring purposes it is little used outside the sponsored institutions.

Retention, Refinement or Removal

Whilst it does provide a measure for organisational development and efficiency – increasing levels of sick days could be indicative of organisational problems, inconsistencies in definitions make comparisons between institutions problematic. A consistent, overall figure for all the sponsored institutions would enable comparison against other sectors and Government departments. However, a number of other measures relating to the workforce, and workforce development may prove more useful.

Workshop

The measure is useful for the institutions (albeit with different definitions) for internal performance management but it was felt that if the PI is not required for wider Government reporting then the measure can be dropped although it is part of Best Value monitoring for Local Authorities (BV12 Working Days Lost Due to Sickness Absence).

If it is used as a proxy for organisational efficiency, it was felt that more useful measures could be developed. As a proxy for staff morale or satisfaction, it could be seen as having a negative focus.

Outcome

There is no specific requirement for DCMS to report on sickness leave to Treasury. The original introduction of the indicator may have been linked to a study commissioned by the Public Spending Committee into sickness absence management in the public sector because of concern of the high levels of sick absence in the public sector compared to the private sector. The report recommended that Departments set targets to reduce sick absence by 20% by 2001 and by 30% by the year 2003. In this context, this measure is no longer relevant as a performance indicator.

3.25 Proposed New Measures

In addition to the performance indicators reported currently by the sponsored institutions to DCMS, there are a range of additional performance indicators which museums and galleries in England are required to report to other funding bodies, including the Museum, Libraries and Archives Council (MLA), the Arts and Humanities Research Council (AHRC) and Arts Council England (ACE). The following table lists the range of PIs that are reported to these other funders but aren't currently part of the DCMS's Performance Indicator framework.

The table also includes the proposed indicators being developed by MLA for the Culture Block of the Comprehensive Performance Assessment (CPA), together with the indicators put forward by the institutions, either as part of their audit returns or during the workshops.

Indicator	Definition	Source
Number of visitors	The number of unique people visiting the museum. If a visitor returns a number of times, this visitor should only be recorded once.	AHRC
Number of research related enquiries	These may be written, e-mail or telephone enquiries about the collections or the expertise of curatorial staff. It should <u>exclude</u> enquiries about opening hours, location or other routine enquiries.	AHRC
Number of unique visitors to the website	The number of visitors to a website (not individual pages or the number)	AHRC
Number of academics and researchers visiting the collection	This includes the number of academics and researchers from higher education institutions in the UK and overseas visiting the museum	AHRC
Total number of items in the collection	This should include all the objects or specimens that the museum is responsible for but exclude items under short-term loan to the museum.	AHRC
Number of research projects undertaken	Number of research projects which have drawn on the museum's collections or curatorial staff expertise and led by either a member of museum staff, UK academic or a representative from the wider museum sector	AHRC
Number of peer reviewed publications	Number of publications which have drawn on the museum's collections or curatorial staff expertise and led by either a member of museum staff, UK academic or a representative from the wider museum sector	AHRC

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Number of higher education courses drawing on the collection or curatorial staff	Includes undergraduate and postgraduate courses. The definition does not stipulate if courses include those at higher education institutions overseas.	AHRC
Number of PhD students	Number of PhD students working with the collections or curatorial staff	AHRC
Number of instances of teachers on contact with museums	The measure includes contact with museums through activities specifically organised for teachers including: participation in INSET training at the museum or elsewhere; teachers on secondments; teachers attending previews: meetings with museums staff to develop teaching resources that will be used in the classroom or at the museum. The measure excludes teachers visiting with school parties and also excludes meetings that only discuss the logistics or practicalities of a visit. The term 'teachers' refers to all teachers of children aged from 0-18 including trainee teachers, teachers or lecturers at Further Education (FE) colleges and LEA advisers.	MLA
Number of predominantly adult community groups participating in museum activities on and off site	This is a measure of the number of community-based groups involved with the museum and also includes special interest groups such as local historical societies, Friends Groups etc	MLA
Number of visits to touring exhibitions (UK and/or overseas)	To count visits at touring exhibitions, museums must be involved in the development of the exhibition. This count does not include visits to exhibitions where a museum's only involvement is the loaning of items from its collection. Measuring visitation to touring exhibitions should be based on the same methods used to measure visits at the home facility wherever possible.	MLA
All visits to museums	The total number of visits to, and usages of, museums. Visits and usage include: visits by a member of the public; enquiries by e-mail, post or telephone for research purposes (excluding enquiries about opening hours, tickets, how to get there); website visits for research (where all website visits are considered to be for research); presentations by museum staff to specific audiences.	BVPI 170a
Number of volunteers (as a proportion of the total population of a local authority's area)	The total number of volunteers working at the museum. Voluntary activity includes running events, campaigning, conservation or restoration, raising money, providing transport or driving, taking part in a sponsored event, coaching, tuition or mentoring.	CPA
Proportions of museums users from priority groups	Priority groups are the same as those defined by DCMS – people with physical or mental disability, black or minority ethnic groups and those from lower socio-economic groups.	CPA
Number of online usages of museums	A combination of four measurements of online activity including: user sessions; average duration of user	CPA

Balancing the Scorecard

	session, page impressions and average number of pages per user session	
Number of schools engaged with museums as a proportion of the schools within a Local Authority	There is no definition available on the type of schools to be included in this measure e.g. there is no indication of the status of independent schools.	CPA
Number of buildings, monuments and landscapes at risk	Number of buildings, monuments and landscapes at risk	EH
Number of full-time and part-time volunteers	The numbers of unpaid staff or helpers – those who receive no wages or salary or who receive no more than basic expenses e.g. travel costs. Volunteers should include those people who actually worked but not those available to work. Members of boards and governing bodies should not be included in the measure.	ACE
Number of exhibitions	Number of exhibitions originated by the museum	ACE
	Number of exhibitions devised in partnership with another organisation	ACE
	Number of exhibitions hired in	ACE
Number of exhibition days	An exhibition day is the number of days an exhibition has been open to the public. Number of exhibition days originated by the home venue	ACE
	Number of exhibition days devised in partnership with another organisation	ACE
	Number of exhibition days for exhibitions hired in	ACE
Number of visits at specific exhibitions	Number of visits at exhibitions organised by the museum	ACE
	Number of visits at exhibitions devised in partnership with another organisation	ACE
	Number of visits at exhibitions hired in	ACE

Indicators proposed by the institutions included:

Total amount of research grants	Total income generated from research awards.	Institutions
Time spent on website	The total time in seconds for all visits of two or more page impressions divided by the number of unique users making such visits. In order to measure user duration, a first and last page impression record must exist for each visit. Therefore, users making visits of only one page are excluded, since no interval can be established.	Institutions
Number of overseas visits to websites	Number of visits to the website accessed from outside the UK	Institutions
Number of collection related downloads from website	Total number of PDF or other files with collection related information downloaded from the website	Institutions
Proportion of website visits to collection related pages	Total number of visits to collection related pages divided by the total number of visits to the website	Institutions
Number of collection related pages added to website	Total number of web pages with collection based information added to the website.	Institutions
Objects conserved	Total number of objects conserved	Institutions
Objects assessed for conservation	Total number of objects assessed for conservation.	Institutions
Objects on display	Total number of objects from the collection on display at the home museum	Institutions
Expenditure on building maintenance	Total expenditure on building maintenance including planning building maintenance, planned and unplanned maintenance, maintaining cleanliness, ground maintenance and fulfilling waste management responsibilities. Costs should include all staff, contractors, equipment and consumables.	Institutions
Expenditure on building security	Total expenditure on building security including gross security staff costs including management time; any contracted elements of security; depreciation related to CCTV cameras etc.	Institutions
Number of new acquisitions	Total number of new acquisitions purchased	Institutions
Value of new acquisitions	Total expenditure on new acquisitions	Institutions
Grant in aid spend on acquisitions	Total grant-in-aid allocated to new acquisitions	Institutions
Number of teacher packs downloaded from websites	Total number of curriculum related resource packs downloaded from the website.	Institutions

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Total expenditure on exhibitions	Total expenditure on temporary exhibitions	Institutions
Total income from exhibitions	Total income from temporary exhibitions including ticket sales, catalogues and other merchandise	Institutions
Number of volunteer training days implemented	Total number of internal and external training days taken up by volunteers	Institutions
Number of Trustee training days implemented	Total number of internal and external training days taken up by Trustees	Institutions

In terms of the balance of existing indicators, there are areas which institutions felt which are either under-represented or not represented in the existing performance indicators, including disability, volunteering, workforce and stewardship.

Disability

A measure of the percentage of disabled visitors would be relatively easy to collect through a survey using the question developed by the NMDC:

Do you consider yourself, or anyone in your group to have any long-term illness, health problems or disability, including problems that are due to old age?

Yes No Prefer not to say

In a previous review of DCMS performance indicators carried out by the National Audit Office³, one of seven recommendations was:

The Department should consider including a core target in relation to disabled access because of the considerable reputational risk which this area represents due to an increased profile as a result of changes in legislation

However, the sponsored institutions' commitment to broadening access could be represented by a 'Minimum Standard' and be expressed as a policy rather than measured through the number of disabled visits. The Minimum Standard could be based on the DDA and the MLA Accreditation Standards and could also include a measure of provision in terms of the facilities, services and interpretation offered to disabled visitors as well as the number of disabled staff and volunteers in the workforce.

Volunteering

A measure of activity with volunteers is included in the Culture Block indicators that form part of the Comprehensive Performance Assessment (CPA)⁴. The inclusion of an indicator for volunteering is related to a number of outcomes including:

- The creation and maintenance of social capital
- Beneficial impact on mental health

³ DCMS Performance Measurement – Examination of the target setting process and comparison against best practice, National Audit Office 2005

⁴ Developing Performance Indicators for Local Authority Museums, Libraries and Archives, MLA 2006

- Opportunities to access experience and improve skills to enhance employability
- Contribution to social inclusion for individuals who might not otherwise be able to participate in their community

A measure of informal and formal volunteering is also included in the UK Government Strategy Indicators⁵.

In terms of definitions, the 1997 National Survey of Volunteering defined volunteering as any activity which involves spending time, unpaid, doing something which aims to benefit someone (individuals or groups) other than or in addition to close relatives, or to benefit of the environment.

The Taking Part⁶ survey also provides a measure for volunteering with voluntary activity defined as running an event, campaigning, conservation or restoration, raising money, providing transport or driving, taking part in a sponsored event, coaching, tuition or mentoring.

Volunteer England⁷ defines volunteers as people who unpaid and of their own free will, contribute their time, energy and skills to benefit people in the community. Volunteering is: something an individual chooses to do, there is no duress or coercion and time is freely given. There is no payment or expectation of payment and this is readily distinguishable from reimbursement of expenses, which ensure volunteers are not out of pocket as a consequence of their volunteering.

Allied to the Investors in People Standard, there are two Investing in Volunteers Standards⁸: Investing in Volunteers and Investing in Volunteers for Employers, which institutions could be aiming to achieve as part of their organisational development. Other measures of volunteer involvement include:

- Number of volunteer hours delivered
- Number of volunteers going on to gain employment

Workforce Indicators

Workforce indicators would demonstrate the institutions' commitment to the professional development of their staff and also to demonstrate their progress towards diversifying the workforce

⁵ Securing the Future: Delivering UK Sustainable Development Strategy, Presented to Parliament by the Secretary of State for Environment, Food and Rural Affairs, March 2005

⁶ http://www.culture.gov.uk/Reference_library/Research/taking_part_survey/

⁷ <http://www.volunteering.org.uk>

⁸ <http://www.investinginvolunteers.org.uk/>

Workforce development and training

The measures proposed for development and training include:

- The numbers of hours spent per member of staff (or FTE) on Continuing Professional Development (CPD)
- Job satisfaction (Measured through an employee satisfaction survey)
- Staff turnover
- Percentage of staff with a development plan
- Institutions' investment in training as spend per full time equivalent (FTE) member of staff

In terms of training and CPD, Arts Council England (ACE) define workforce development training as any accredited development or training course undertaken either to develop operational needs or educational or artistic skills⁹. Accredited training courses are programmes or courses that are recognised and accepted by an external accreditation agency, association or body e.g. examination board, professional qualifying body.

ACE measures on the workforce profile also include a measure of professional expertise within an organisation's structure e.g. curatorial staff, education, marketing, diversity, HR, fundraising etc.

Workforce diversity

Measuring diversity may be seen as having a short-term focus but would be useful to provide sector-wide information (without declaring data for individual organisations) for comparison against other sectors and to provide a baseline measure against which to monitor progress in diversity.

A recent study by TBR Economics carried out for the Creative and Cultural Skills Council¹⁰, profiled the workforce within the UK museums sector, with the following headline findings:

- 31,740 people work in the museum sector in the UK
- 67% work full-time
- 52% are female
- 14% are DDA disabled and/or have a work limiting disability
- 5% are from black and minority ethnic groups

⁹ Regularly Funded Organisations, Notes for completing the statistical section of the annual submission 2005-06, Arts Council England

¹⁰ Cultural Heritage: Impact and Footprint, Creative and Cultural Skills, April 2006

The Creative and Cultural Skills Council have compiled comparable statistics for advertising, design, literary arts, music, performing arts, music and visual arts. Arts Council England's Regularly Funded Organisations (RFOs) report on their workforces' profile according to these same factors:

- Number of permanent staff, contractual staff and volunteers (full-time and part-time)
- Number of men and women
- Number of white and BME staff
- Number of staff with disability

If the DCMS sponsored institutions adopted this measure it would enable benchmarking across all the creative industries.

Stewardship

The removal of the indicator measuring the percentage of the collection stored in correct environmental conditions now means that there are no indicators to demonstrate stewardship. The lack of indicators relating to stewardship was also recognised in the National Audit Office report.

The Department should include targets in relation to stewardship/security of collections. At the time of our review, the only related target was concerned with maintaining the collection in appropriate conditions. Whilst this is clearly important, it does not address the serious reputational risk of the possible loss of public heritage, nor the success of the museum or gallery in maintaining, or bringing up to a desired standard, the condition of its collection.

Whilst this is partly addressed by the replacement of this indicator with a statement of Minimum Standard relating to MLA's Accreditation Standard, it could also be supplemented by one (or more) of the indicators proposed by the institutions to demonstrate stewardship (see Section on Optional PIs). These included:

- Number of objects conserved
- Number of objects assessed for conservation
- Number of new acquisitions
- Value of new acquisitions
- Expenditure on building maintenance

- Expenditure on building security

3.26 Narratives

One of the main requests put forward by the institutions was for DCMS to provide an opportunity to report qualitatively on their different areas of work; to devise a method which would enable them to demonstrate outcomes (and additional outputs) as well as a means to contextualise and complete the picture presented by the quantitative inputs and outputs of the existing PIs.

With reference to the balanced scorecard, institutions could provide narratives under the following headings:

- Partnerships
- International
- Research
- Exhibitions
- Learning and Access

The submission of these narratives would be optional rather than mandatory, given that not all institutions will undertake significant activity in all of these areas. The narratives should include a description of how the activity described is related to the institution's strategic objectives and to DCMS values (as described in the Three Part Scorecard), and should also include a description of short, medium and long-term outcomes (and outputs) achieved and desired. The definitions of short-term, medium-term and long-term could be twelve months (short term); medium term could be related to the duration of a funding period(s) or up to five years (whichever is most appropriate) and long-term to the period of time beyond this.

In submitting these narratives, the following definitions are proposed:

Partnerships

There is no single, universally accepted definition of partnership¹¹ - different researchers use different terminology: 'partnership', and 'alliance' are used in different contexts although the processes and issues they describe can be very similar. However, a number of common elements that characterise partnerships can be identified:

¹¹ Working in Partnership: Lessons from Literature, Jo Hutchinson and Mike Campbell, Policy Research Institute, University of Leeds, 1998

- Partnerships bring together a range of interests from more than one sector
- Partnerships seek to develop common aims and a strategy to achieve them
- Partnerships share risk, resources and skills
- Partnerships seek to achieve mutual benefit and synergy

In compiling the 'Partnership' narrative, each of these elements should be considered in identifying appropriate content. Partnerships could also include those developed with other sponsored institutions and the wider museum sector as well as commercial partnerships, if relevant, sponsorship, involvement in Subject Specialist Networks (SSNs).

International

Should report on activity undertaken by the sponsored institution outside the UK including touring exhibitions, loans, presentation at conferences etc

Research

Could report on activity with higher education institutions in the UK and overseas including research publications, undergraduate and postgraduate courses, visiting academics and students accessing the museums' collections for the purpose of research.

Exhibitions

Could report on exhibitions, either organised by the museums or hired in which have been successful in terms of overall visit numbers or in attracting priority groups.

Learning and Access

Could report on learning activity e.g. workshops, seminars, talks and lectures, participatory activity and formal education activity, particularly in relation to Generic Learning Outcomes (GLOs). It could also include descriptions of audience development initiatives and outcomes; work with community groups and developments in online access to the museum's collection.

3.27 PSA Targets

The baseline for PSA3 was measured in the Taking Part survey, jointly commissioned by DCMS, for 2005-06. Evaluation of whether the target 2%

increase has been achieved will be done through the Taking Part survey carried out in 2007-08.

The productivity measure for PSA4 will be done using data from the Office of National Statistics Annual Business Inquiry (ABI).

Neither of these PSA targets will be directly measured through the DCMS Performance Indicator framework. Sponsored institutions' contributions can therefore be demonstrated under the broader strategic priorities: children and young people; communities; economy and delivery; DCMS values and museums' objectives.

3.28 Frequency of Submissions

Monthly Reporting

Currently, the sponsored institutions report monthly to DCMS on the total number of visits, the number of child visits, adult visits and senior (over 60s) visits. The total number of visits can be reported accurately over this timescale at all the institutions and, if required this data could be still be reported to DCMS on a monthly basis if this level of recency is required. Alternatively, this data could be reported to DCMS on a quarterly basis but with a monthly breakdown e.g. results for January, February and March could be reported in April. The optimum reporting option depends primarily on how these visits figures are used within DCMS.

At institutions where the age of visitors is profiled by using sampling methods e.g. visitor surveys, rather than actual counts e.g. tickets, clickers etc there are a number of problems associated with monthly reporting.

Where the surveys are carried out on a rolling (continuous) basis, the sample size over a month is not large enough to provide statistically reliable data, with the result being that the aggregated total over twelve months does not correspond to the overall annual total. Where research is done in either waves, snapshots, annually, biennially or triennially, the percentages for child, adult and senior visits that are applied to the monthly visits total bear little or no relevance to the month in question. In other words, there are no sampling methods in place that are sensitive enough to accurately measure and report the change in visitors' age profile month by month.

Quarterly Reporting

If the data is reported on a quarterly rather than a monthly basis, the sample sizes for rolling research may then be large enough to provide robust data. However, the same issues apply with quarterly submissions where the

research is carried out in waves, snapshots etc. Again the requirement for quarterly submission will be informed by how this data is used by DCMS.

It is our recommendation that total visits are still reported on a monthly basis but could be submitted on a monthly or quarterly basis. Any additional visitor profile information e.g. age, ethnicity, NS-SEC, overseas visits, first time visits only needs to be reported annually. As a minimum standard, all institutions should be conducting research on at least an annual basis, ideally through continuous research or, if that isn't possible, through waves or snapshots.

Total Visits, Uses and Contacts

The performance indicators are designed so that addition of separate PIs can be used to generate additional data. The number of ordinary child visits to the museum plus school visits to the museum will provide a figure for the total number of visits to the museum by children. The number of children on school visits, plus the number of children taking part in on-site educational activity when not visiting with their school, plus the number of adults taking part in on-site educational activity will give an overall figure for educational activity.

In addition to total visits, it is possible to arrive at a total number of uses for a museum, thereby covering all areas of activity. The total 'uses' is the sum of total visits, plus website visits plus outreach contacts, plus visits to touring exhibitions.

Having assessed each indicator in turn on the basis of face-to-face interviews and the results of the audit, we can also now evaluate the measures against FABRIC - a framework for performance indication.

3.29 FABRIC: A Framework for Performance Indication

FABRIC has six key criteria that inform the design of an effective performance information framework. The system should be:

Focused on the organisation's aims and objectives

Appropriate to, and useful for, the stakeholders who are likely to use it

Balanced and giving a picture of what the organisation is doing, covering all significant areas of work

Robust and able to withstand organisational change or individuals leaving

Integrated into the organisation and part of the business planning and management processes.

Cost effective so that resources put into collecting performance information is proportionate to the benefits that the information brings.

In relation to the current set of performance indicators, the following issues have arisen:

Focused – Individual institutions' aims and objectives don't necessarily reflect or replicate those of DCMS

Appropriate – who are the stakeholders? Treasury, Parliament, sponsored institutions, visitors, general public (value for money and protection of public assets). How is the data gathered in the PIs used?

Balanced – institutions feel that the current PIs don't reflect all significant areas of their work

Robust – staff changes may have caused issues in terms of continuity, particularly in relation to changes in definitions

Integrated – collecting and reporting of the PIs to DCMS is integrated into organisations' processes although subsequent internal use of the PIs may be limited in some instances

Cost effective – collecting and reporting of the PIs to DCMS seen as expensive and time-consuming if the PIs are not useful internally. PIs collected 'at the expense' of more useful measures.

What makes for a good performance measure?

A good performance measure should be:

Relevant – to what the organisation is aiming to achieve

Avoid perverse incentives – not encourage unwanted or wasteful behaviour

Attributable – the measure must be capable of being influenced by actions which can be attributed to the organisation and should be clear where accountability lies

Well-defined – with a clear, unambiguous definition so that data will be collected consistently and the measure is easy to understand and use

Timely – producing data regularly enough to track progress and quickly enough for the data to still be useful

Reliable – accurate enough for its intended purpose and responsive to change

Comparable – with either past periods or similar programmes elsewhere

Verifiable – with clear documentation behind it, so that the processes which produce the measure can be validated



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