

Developing a Performance Profile for Local Authority Cultural Services

Report to the Department for Culture, Media and Sport

July 2004

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Acknowledgement

We would like to thank the Department for Culture, Media and Sport (DCMS) Local Government Team for the help they provided during the course of this project. We have met with a high degree of frankness and a wish to develop an approach to performance management that is of practical use to local government. Particular thanks are extended to those members of the DCMS Reference Group of local authority officers and cultural sector representatives who gave us their views at key stages of the project.

We also thank all the DCMS partners, stakeholders and other interested organisations who gave us their comments and feedback. Lastly we thank the local authorities who participated in piloting the draft performance profile and for the help and insight they provided.

1. Executive summary

- 1.1 This report sets out the final conclusions of Angela Watson & Associates (AWA) and recommendations to the DCMS on developing a performance profile for local authority cultural services. It was commissioned by the DCMS in response to concerns about the lack of performance information on the cultural sector and follows a seven month process of research and analysis of performance management arrangements for the sector. The headline findings and recommendations contained in this report have been considered by a DCMS Steering Group but no decisions have yet been made on the way forward.
- 1.2 Developmental work on the performance profile has involved:
- ❑ research and review of performance management frameworks, models, standards, tools and measures, and of existing sources of performance data for the cultural sector;
 - ❑ two consultation phases with DCMS' partners and stakeholders, ongoing advice from a Reference Group established by the DCMS and analysis of key issues identified;
 - ❑ development of a draft performance profile, aligned with the strategic objectives that the DCMS expects local authorities to contribute towards;
 - ❑ consultation on the draft performance profile with a selection of stakeholders and piloting with six local authorities; and
 - ❑ reporting findings and recommendations to the DCMS Local Government Team.
- 1.3 Overall feedback received from stakeholders on the development of the performance profile has been positive. The efforts by DCMS to develop an approach to performance management across the whole of the cultural sector, to demonstrate the value of the sector and to raise its profile were welcomed. More specifically:
- ❑ there is broad support for the concept and principle of the performance profile;
 - ❑ it is recognised that considerable progress has been made, and that the draft performance profile contains much good material;
 - ❑ the work completed to date is seen as providing a sound basis to build on, and there is value in taking forward development of the performance profile; and
 - ❑ most of the pilot authorities found the process of completing the performance profile useful.
- 1.4 However, to realise the potential of the performance profile and to achieve buy-in, a significant amount of further work is needed following decisions by the DCMS on:
- ❑ the purpose of the performance profile, how it links with other performance and improvement methodologies and tools, and how it will help to drive improvement;
 - ❑ resolving broad structural and technical issues on the content of the performance profile and investigating the detailed comments received from stakeholders; and
 - ❑ carrying out more comprehensive consultation and engagement with local authorities and cultural sector stakeholders.
- 1.5 A lack of clarity about the intended purpose of the performance profile, its links to other performance management and improvement methodologies, and its place in driving improvement has been problematic throughout the project. AWA has concluded that the performance profile should be developed further to cover a wide definition of 'culture' and all areas of local authority provision of cultural services. It should provide a high level overview of performance in conjunction with other methodologies, help drive improvement and provide 'added value' by meeting the needs of local authorities, regional and national organisations. There should be an expectation on local authorities to use the performance profile as part of self-assessment, on the Audit Commission to use it to inform the Culture Block score in CPA and on the DCMS to use it to trigger improvement support.

- 1.6 Comments received from stakeholders on the content of the performance profile identified many areas requiring further investigation including broad structural and technical issues such as the preferred sections in a performance profile, consistency of terminology and definitions and the types of performance measures used, as well as diverse issues relating to specific performance indicators. AWA has concluded that the performance profile should consist of local context information and a suite of performance indicators comprising a limited number of high level key performance indicators supplemented by more detailed interim performance measures. The performance profile should be supported by a toolkit containing guidance on data collection, community and stakeholder engagement, and self-assessment and external challenge.
- 1.7 The timescale and resource made available to the project have not allowed for extensive consultation on the performance profile. AWA has concluded that there should be further involvement and wider consultation with local authorities and other stakeholders on the development of the performance profile. There is a specific and urgent need for ongoing discussion and dialogue with the Audit Commission until autumn 2004 to ensure that the performance profile contributes and links effectively to CPA from 2005. A dedicated resource, possibly a local authority secondee, should be appointed immediately to undertake further intensive work on the performance profile, supported by sector-specific working groups and a cross cultural sector steering group, and overseen by a DCMS decision making body. If resources allow, additional consultation should be carried out to supplement the contributions of the working groups. Once a final draft of the performance profile is prepared, it should be tested by a small number of local authorities.
- 1.8 In order to take forward the further development of the performance profile as proposed by AWA, a number of actions and decisions need to be taken by the DCMS. AWA recommends that DCMS should:
- decide and communicate the definition of culture to be used for the performance profile, the purpose of the profile and how the DCMS will support local authorities to improve in response to completed performance profiles;
 - decide and make clear the linkages between the performance profile and other performance management and improvement tools and methodologies;
 - address the outstanding issue of quality assurance and fitness for purpose of sector models and standards;
 - establish and maintain an overview of the performance profile in the context of developments across the Department (and beyond);
 - confirm the preferred overall structure and content of the performance profile;
 - confirm its intention to base the performance profile on existing sources of data initially, but with a stated intention and defined action plan to work with others to address discrepancies in specific areas;
 - raise awareness and understanding among local authorities of the future data collection requirements;
 - commission a dedicated Performance Profile Project Manager, with supporting steering and working groups, to finalise the content of the performance profile;
 - instigate urgent and ongoing dialogue with the Audit Commission to ensure that development of the performance profile influences future plans for CPA;
 - consult widely on the next draft of the performance profile;
 - undertake further detailed 'desk-top' testing of the performance profile with a small number of local authorities.

2. Introduction and background

- 2.1 This report sets out the final conclusions and recommendations of Angela Watson & Associates (AWA) on developing a performance profile for local authority cultural services. It follows a seven month process of research, review and assessment of performance management frameworks and models, and of identification, development and refinement of performance measures, definitions and data collection systems. The conclusions have been informed by internal and external consultation with DCMS partners, stakeholders and other organisations with an interest in the performance management and improvement of cultural services. They have drawn in particular on the experience of local authorities, through their participation in piloting or desk-based testing of the draft performance profile.
- 2.2 Reaching the current stage of development of the performance profile has presented a significant challenge for the DCMS, its stakeholders and AWA. The project was carried out at a time of considerable change and uncertainty in the wider context of performance management for local authorities in general and cultural services in particular. This included changes to Comprehensive Performance Assessments (CPA), Best Value Performance Indicators (BVPIs) and local public service agreements (LPSAs), as well as the emergence of a number of different performance and improvement models for specific cultural services such as sport and libraries.
- 2.3 The project commenced in November 2003 when DCMS commissioned AWA to produce a performance management framework for local authority cultural services. The aim of the framework was to coordinate performance information across DCMS sectors and provide links to CPA and the shared priorities for central and local government.
- 2.4 The project was commissioned as a result of the DCMS identifying "serious weaknesses across DCMS sectors in local government that need to be addressed"¹. In particular, the first round of CPA by the Audit Commission found that less than 50% of local authorities were delivering 'excellent' or 'good' services in libraries and leisure. In addition, a lack of robust and comprehensive performance information was perceived by the DCMS to place cultural services at a disadvantage compared to other services in the prioritisation of support and the allocation of resources.
- 2.5 Ongoing discussions between the DCMS and the Audit Commission during the development phase of the performance management framework challenged DCMS' thinking about the best way to capture performance information for the purposes of service improvement. This resulted in a decision by the DCMS in March 2004 to rescope the project and prioritise the development and piloting of a performance profile, including performance indicators for cultural services. The decision was taken with a particular view to influencing the Audit Commission's thinking on the proposed Culture Block for CPA. Appendix A outlines the revised brief for the development of a performance profile.

Initial project brief

"produce a consistent, robust and practical performance management framework for local authority cultural services ... that links to CPA and the shared priorities for local government"

Revised project brief

"the most pressing need is to develop a cultural performance profile to provide clear and consistent answers to questions ... about achievement, value for money, and Culture's links to the council's purpose, ambition and the local context"

¹ Invitation to Tender for Advice on the Supervisory Framework for Cultural Service Performance Information, DCMS, October 2003

- 2.6 This report refers to the earlier work undertaken by AWA for the performance management framework, but focuses mainly on the development and recommendations on the performance profile. The comprehensive work completed on the performance management framework, including a draft self-assessment model for local authority cultural services, remains available to the DCMS and should be revisited and further developed by the Department in the near future.
- 2.7 The report outlines the approach and methodology followed in developing the profile, and the main findings from stakeholder consultation. These are followed by AWA's conclusions about how the performance profile should be developed further and recommendations to the DCMS on how to take the work forward. It is important that all sections are read by anyone wishing to understand fully progress on the performance profile and recommendations for next steps.
- 2.8 The headline findings and recommendations contained in this report were presented to the DCMS Steering Group for the project in June 2004. At the time of writing no decision has been taken by the DCMS on whether the performance profile as proposed or the recommendations will be accepted.

3. Project approach and methodology

3.1 The main stages in developing the performance profile were:

- research and review of performance management frameworks, models, standards, tools and measures, and of existing sources of performance data for the cultural sector;
- consultation and key issues analysis;
- development of a draft performance profile;
- consultation and piloting the draft performance profile; and
- reporting findings and recommendations to the DCMS.

Research and review

- 3.2 As outlined earlier², the development of a performance profile emerged as a specific priority project from work completed on a performance management framework for cultural services. The research, consultation and development work completed for that initial project informed the development of the performance profile and is therefore included in this report as part of the project approach and methodology. Diagram 1 on page 8 represents the key activities and timescales for the whole of the project.
- 3.3 Research covered existing and emerging performance management models, standards and quality assurance schemes, and performance measurement tools and guidance for the cultural sector. Factors influencing local authority provision were also reviewed. The main areas of research are outlined in diagram 2 on page 9.
- 3.4 To inform the development of the performance profile additional in-depth research was carried out into:
- existing sources of data relating to the cultural sector;
 - performance indicators and definitions;
 - good practice in community and stakeholder engagement; and
 - good practice in self-assessment and peer review.

Consultation and key issues analysis

- 3.5 Consultation was undertaken at two key stages in the project. In January 2004 consultation was carried out with a wide range of DCMS' partners and stakeholders to inform the development of the performance management framework and self-assessment model for cultural services. In total 88 individuals representing 72 organisations were involved in this first phase of consultation, through a combination of workshops and structured in-person interviews. They included representatives of 33 local authorities, cultural consortia, regional government offices, professional associations for cultural sectors, cultural sector non departmental public bodies (NDPBs)³ Local Government Association (LGA), Improvement and Development Agency (IDeA), Audit Commission and the Office of the Deputy Prime Minister (ODPM). Written responses were received from four independent consultants. A presentation was also given to the LGA Policy Review Group on Performance Management.

² paragraph 2.5

³ Arts Council England, CABE Space, English Heritage, Museums Libraries and Archives Council, Sport England, The Royal Parks, UK Film Council

Diagram 1: Key activities and timescales in developing the performance profile

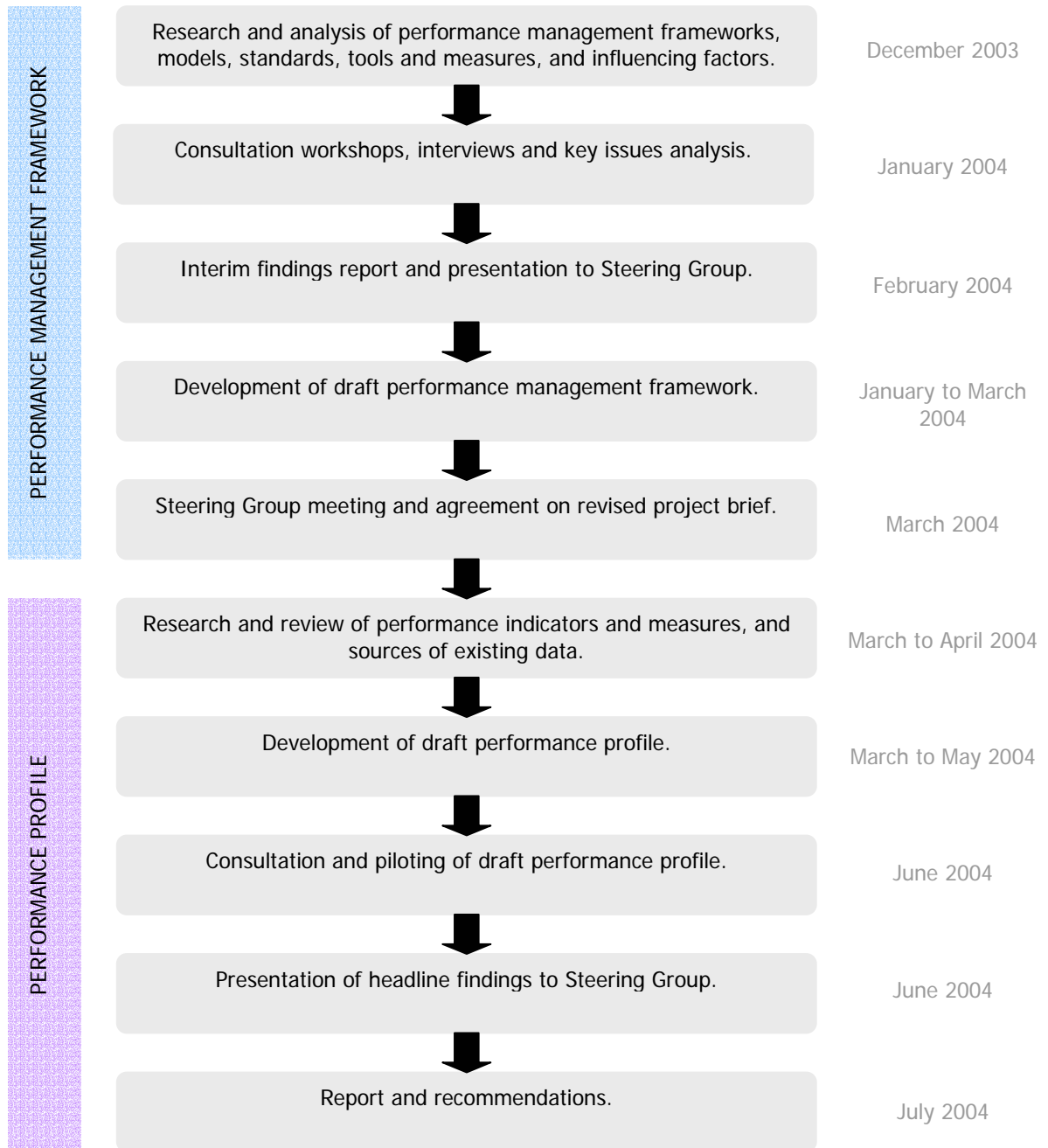


Diagram 2: Main areas of research and review



Research and evidence base

- Proposed national participation survey for cultural services
- Regional cultural data framework
- Research/evidence collection programmes of:
 - cultural consortia e.g. SW Joining the Dots
 - NDPBs e.g. Arts Council England, Sport England, Visit Britain
 - Regional agencies e.g. MLACs
 - Sector specific professional associations and related bodies

Performance indicators

- Existing performance indicators:
 - BVPIs
 - Library of local PIs
 - Quality of life PIs
 - Recommended PIs for local authorities from cultural sector agencies e.g. arts, sports, archives.
 - LPSA PIs
 - Cultural consortia PIs
 - PIs linked to other initiatives or funding e.g. Inspiring Learning for All
- Government review of Best Value Performance Indicators

Context for the development of a performance profile for local authority cultural services

Key local government influencing factors

- Audit Commission CPA 2005 (current consultation draft)
- Current development by the Audit Commission of:
 - Regular Performance Assessments for cultural services
 - Whole service inspections for cultural services
- The shared priorities for central and local government
- First and second generation local public service agreements
- Local community and corporate strategies
- Regional cultural and economic strategies
- Legislation

Non cultural sector performance management models and tools

- Other service models e.g. social services, revenues and benefits, planning, education
- Performance management models e.g. EFQM, Dolphin EFQM, PQASSO, Balanced Scorecard, Public Service Excellence Model, The Big Picture
- Quality assurance schemes e.g. Charter Mark, IIP, ISO 9001:2000, Quality Mark
- Standards e.g. Race Equality Standards

Cultural sector performance management models and tools

- Performance management models e.g:
 - Arts at the Strategic Centre
 - Inspiring Learning for All
 - Libraries impact project
 - Library service diagnostic and improvement tool
 - Moving Towards Excellence (historic environment)
 - Towards an Excellent Service (sport and recreation)
- Standards e.g:
 - New library standards
 - New museums registration standard
 - Proposed framework of standards for archives
 - Playground safety standards
 - Six acre standard for outdoor playing space
 - Standard for access to archives
- Quality assurance tools/schemes e.g:
 - Green Flag (parks)
 - Investors in Children initiative (play)
 - Quest (sport)
 - VAQAS (tourism)
- Benchmarking services e.g:
 - APSE
 - Sport England
 - Draft framework for benchmarking historic environment
- Good practice guidance

- 3.6 An analysis of the key issues arising from the consultation was undertaken and the findings formed the basis of an interim report to the DCMS Steering Group.
- 3.7 The second consultation phase took place later in the project after the draft performance profile had been developed, as outlined later⁴.
- 3.8 In addition to these two distinct consultation phases, advice was sought at key points throughout the project from members of the Reference Group established by DCMS. This consisted of a small number of local authority and cultural sector representatives⁵ with a particular interest in performance management, who provided advice on specific sector and local authority interests and acted as a sounding-board during the development of the performance profile.

Development of the draft performance profile

- 3.9 The draft performance profile was developed by AWA based on the DCMS revised brief⁶ and additional research as outlined earlier⁷. It was also aligned with a statement provided by the DCMS outlining the strategic objectives that it expects local authorities to contribute towards. DCMS proposed that the performance profile should demonstrate how local authorities perform against these objectives, which include:
- further enhance access to culture and sport for children and give them the opportunity to develop their talents to the full and enjoy the full benefits of participation;
 - increase and broaden the impact of culture and sport, to enrich individual lives, strengthen communities and improve the places where people live, now and for future generations;
 - maximise the contribution which the tourism, creative and leisure industries can make to the economy; and
 - provide high quality and value for money services and strengthening links between culture and leisure services and the corporate agenda of the local authority.

The full statement of the outcomes DCMS expects from local authorities is provided in Appendix B.

Consultation and piloting

- 3.10 The draft performance profile was circulated for comment by DCMS to a limited selection of stakeholders including the NDPBs, DCMS Policy Divisions, other government departments, Audit Commission, professional associations and a sample of local authorities. Following a review of comments received and in light of the tight timescales for the project, the DCMS Steering Group agreed to AWA's recommendations that the performance profile should not be amended prior to piloting, but that the comments received on the draft should be taken into account in the final analysis.

⁴ paragraph 3.10

⁵ Martyn Allison, Leicester City Council; Tim Challans, Nottinghamshire County Council; Tony Climpson, New Forest District Council; Alec Coles, Tyne and Wear Museums; Stuart Dorward, Hampshire County Council; Jane Glaister, City of Bradford MBC; Reuben Kench, Stockton Borough Council; Nick Kingsley, Gloucestershire County Council; David Lightfoot, Lancashire County Council; Irene Lucas, South Tyneside Council; Paul Watson, Solihull MBC.

⁶ Appendix A

⁷ paragraph 3.4

- 3.11 Agreement was reached with six local authorities⁸ to act as pilots to test the concept and broad content of the performance profile. The pilots were selected to achieve a cross section of local authorities in terms of type, size, geographical spread (including a rural/urban mix), CPA score, organisational structure and service delivery arrangements for culture. Piloting was undertaken during a two week period in June 2004. A further two authorities⁹ carried out a desk-top review of the performance profile.
- 3.12 The pilot authorities were asked to:
- ❑ complete as much of the performance profile as possible (using data that already existed within the authority rather than generating new data);
 - ❑ provide detailed comment on the clarity of the definitions for the local context information and proposed performance indicators;
 - ❑ give their view on whether the performance profile provides an overview of performance across cultural services;
 - ❑ provide suggestions on how the performance profile could be improved and on performance indicators that could better demonstrate performance;
 - ❑ highlight potential problems or issues associated with using the performance profile and with individual performance indicators; and
 - ❑ complete a standard questionnaire to provide quantitative feedback on the use and value of the performance profile.
- 3.13 The piloting was followed by analysis of all comments and suggestions made on the draft performance profile.

Report findings and recommendations

- 3.14 The final phase of the project was to:
- ❑ present headline findings and recommendations to the DCMS Steering Group in June, based on analysis of feedback from stakeholders and the pilot authorities; and
 - ❑ produce this report, detailing the methodology followed, findings and recommendations, in July 2004. The report was produced in draft form for comment by the DCMS, with amendments incorporated as appropriate into this published report.

⁸ Camden LBC, Canterbury City Council, Lancashire County Council, North Kesteven District Council, Manchester City Council, Newham LBC

⁹ Hampshire County Council, Wandsworth LBC

4. Key findings and messages

- 4.1 The key findings and messages are based on the comments received from stakeholders and on the feedback from five of the six pilot authorities¹⁰, supported by AWA's own research and analysis.
- 4.2 It is clear that whilst the first phase of consultation on the development of the performance framework involved a good cross-section of cultural sector and local authority representatives, the tighter timescale for the development, consultation and piloting of the performance profile resulted in a low number of, and sometimes incomplete, responses from stakeholders. It is AWA's view that the findings are not reliable statistically or fully representative of the range of DCMS partners and stakeholders. In addition, the disparate nature of the responses means that the findings are inconclusive in many areas.
- 4.3 In the two week timescale available to them the pilot authorities were unable to complete all aspects of the performance profile, despite their very best efforts. Their feedback proved invaluable but was also inconclusive in some areas.
- 4.4 Despite these difficulties, there was a high degree of commonality of views on certain issues and some strong themes did emerge. These are set out below and have informed the conclusions and recommendations detailed later in this report.

Overall messages

- 4.5 **Overall the feedback received on the development of the performance profile was positive.** The efforts by DCMS to develop an approach to performance management across the whole of the cultural sector, to demonstrate the value of the sector and to raise its profile were particularly welcomed. Local authorities, NDPBs and the Audit Commission expressed a desire to respond positively and to engage more fully with the DCMS on this initiative.
- 4.6 The key messages on the development of the performance profile are summarised below and explored in further detail in the remainder of this section.

Summary of overall messages	
✓	There is broad support for the concept and principle of the performance profile.
✓	Considerable progress has been made and the draft performance profile contains much good material.
✓	The work completed to date provides a sound basis to build on and there is value in taking forward further development of the performance profile.
✓	Most of the pilot authorities found the process of completing the performance profile useful.
✗	A significant amount of further work is needed to realise the potential of the performance profile and to achieve buy-in.

¹⁰ Feedback from Newham LBC is not expected until August 2004

4.7 **There is broad support for the concept and principle of the performance profile.** Most local authorities who responded recognised the potential of the performance profile and thought it would be useful for them to complete. Its greatest potential was seen as:

- ❑ providing their local authority chief executive, senior corporate managers and elected members with information about cultural services;
- ❑ preparing for CPA or regular performance assessments (RPA) by the Audit Commission; and
- ❑ comparison and benchmarking with other authorities.

4.8 Suggestions were also made on the potential use of the performance profile for regional or national purposes, including:

- ❑ enabling good practice to be identified and shared;
- ❑ raising the profile of cultural services and providing the evidence of the contribution that culture can make to communities;
- ❑ informing the allocation of regional and national funding streams for culture; and
- ❑ enabling regional and national agencies to focus their support towards services most in need of improvement.

Feedback from local authorities and NDPBs on the draft performance profile

*“the potential of the profile is clearly apparent and it is a good and welcome starting point for co-ordinating and driving improvement in the cultural sector”
(local authority)*

*“this document will be extremely useful for those authorities who are currently failing to place their cultural services in a robust performance framework”
(NDPB)*

“we support the aspiration to collate an overview of local authority cultural services’ performance and progress” (NDPB)

“this is a good start on a performance profile for cultural services ... we strongly support the idea of building up the profile using data that can be routinely captured on a year by year basis by local authorities as part of their own performance management arrangements ... it will provide a reasonably comprehensive and objective picture of performance where none exists at the moment” (local authority)

“this is the sort of information that is very useful, covering as it does value for money and participation rates. It can make a very strong case for culture and provides data that can be used as a persuasive force when discussing possibilities for investment into the local authority” (local authority)

4.9 **It is recognised that considerable progress has been made and that the draft performance profile contains much good material.** A number of local authorities have already put the draft performance profile to practical use, for example by:

- ❑ using the proposed performance indicators to inform their own thinking on developing performance measures for cultural services;
- ❑ incorporating some of the elements in their service planning;
- ❑ using the draft performance profile as part of their preparations for RPA

4.10 **The developmental work completed to date is seen as providing a sound basis to build on, and there is value in taking forward further development of the performance profile.** This was a commonly held view expressed by almost all respondents including the Audit Commission, who felt that they could potentially apply elements of the performance profile, subject to further developments, in the Culture Block for CPA, such as some of the context information, value for money and performance indicators.

4.11 **Most of the pilot authorities found the process of completing the performance profile useful.** The necessary time constraints for piloting the draft performance profile put those authorities involved under enormous pressure to complete and comment on the performance profile for their authority. Nevertheless it was found to be useful in:

- suggesting performance information that they could or should be collecting;
- identifying internal barriers to data collection, in particular across different departments; and
- identifying potential difficulties in data collection involving third party service providers.

4.12 **However, a significant amount of further work is needed to realise the potential of the performance profile and to achieve buy-in.** The developmental work completed to date and the comments received indicate that further work is needed in three main areas:

- Rationale and links – there are important issues that need to be resolved and decided by the DCMS about the intended purpose of the performance profile, its links with other performance and improvement methodologies and tools, and its place in helping to drive improvement;
- Structure and content – there are broad structural and technical issues in relation to the content of the performance profile that need to be resolved and decided, as well as detailed stakeholder comments to be investigated more fully; and
- Consultation and engagement – there is a need for more comprehensive consultation and engagement with local authorities and cultural sector stakeholders to ensure that the final performance profile has taken into consideration the diverse views that exist and incorporated best practice, and to gain widespread acceptance and support.

Each of these areas requiring further work is discussed in detail in the following section, together with recommendations for future development of the performance profile and for decisions required from the DCMS.

5. Conclusions and recommendations

- 5.1 The research, consultation and piloting have identified that there is support for the *concept* of a performance profile for cultural services, and that it has the potential to be a valued source of performance data for local authorities and for regional and national organisations.
- 5.2 However, it is also clear that if the performance profile is to gain widespread acceptance by local authorities and NDPBs *in practice*, more detailed work and some fundamental decisions by the DCMS are needed, building on the developmental work and concept testing completed by AWA.
- 5.3 The remainder of this report details the conclusions and recommendations of AWA on:
- the need for further work;
 - how the performance profile should develop; and
 - actions and decisions to be taken by the DCMS to progress the development of the performance profile.
- 5.4 The conclusions and recommendations are structured under the headings identified in the previous section of this report of: rationale and links; structure and content; and consultation and engagement.
- 5.5 It is the view of AWA that the DCMS will need to take final decisions on the issues identified in this section before embarking upon the next stage in the development of the performance profile. However, the DCMS must decide itself whether it accepts the recommendations and what further action it wishes to take.

Rationale and links

The need for further work

- 5.6 AWA recommends that further work is undertaken to determine:
- the purpose of the performance profile;
 - the links with other performance management and improvement tools and methodologies; and
 - how the performance profile will help to drive improvement of services.
- 5.7 The lack of clarity about the precise purpose of the performance profile has been problematic throughout the project. Unsurprisingly questions about who the information will be collected for and how it will be used were raised frequently by stakeholders, together with associated questions about the status of the performance profile and specifically whether its use is expected to be mandatory or voluntary.

“the central issue will be cost ... for this reason, the activity will need to have clear justification in terms of its local and national usage” (local authority)

“there is no indication of how the profile will actually be used or the consequences of not using it” (local authority)

5.8 The lack of clarity about how the performance profile links to other performance management and improvement tools and methodologies has also been problematic throughout the project. Questions about whether and how the performance profile links with other initiatives in general, and to CPA and sector-specific developments (e.g. Towards an Excellent Service, Inspiring Learning for All, new Library Standards, etc) in particular, also featured strongly.

“it would be useful to provide a clearer indication as to where this performance profile ties in with the wider local government performance framework” (NDPB)

“unless the profile is tied more closely to the CPA process, local authorities will be reluctant to put time and effort into collecting information” (local authority)

“the performance profile will leave an organisation with lots of information but still faced with the problem of how to intervene and improve services where problems have been identified” (local authority)

“while the draft clearly states that the aim of the performance profile is to measure improvement, there is no reference as to how that improvement would be driven” (local authority)

5.9 In addition, it is not clear how the performance profile will help to drive improvement of cultural services or if any improvement support would be provided to local authorities by the DCMS or any other agency.

How the performance profile should develop

5.10 The starting point for the performance profile should be the communication of a clear definition of culture. The performance profile should embrace the full range of services within the definition of culture set out in *Creating Opportunities*¹¹. This incorporates:

- ❑ performing and visual arts, craft and fashion;
- ❑ media, film, television, video and language;
- ❑ museums, artefacts, archives and design;
- ❑ libraries, literature, writing and publishing;
- ❑ built heritage, architecture, landscape and archaeology;
- ❑ sports events, facilities and development;
- ❑ parks, open spaces, wildlife habitats, water environment and countryside recreation;
- ❑ children’s play, playgrounds and play activities; and
- ❑ tourism, festivals and attractions; informal leisure pursuits.

5.11 The definition should also include the wider responsibility that the DCMS holds for licensing and that will soon become a local authority responsibility.

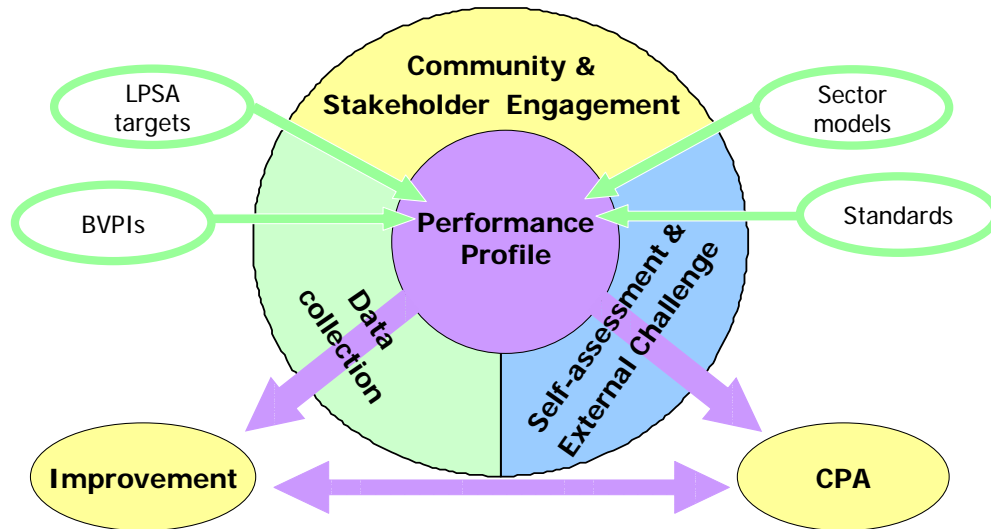
5.12 It is recognised that not all local authorities will provide or support all of the cultural activities listed above. However, an authority should be expected to include performance information on all aspects of the service that it does provide or support as part of the performance profile, irrespective of where within its organisational structure the management and operation are located. This should include services that are grant-aided by the authority and those that are provided on the authority’s behalf by other organisations and partners in the public, private or voluntary sector.

¹¹ Guidance on Local Cultural Strategies, DCMS, 2000

- 5.13 The performance profile must have a clear purpose that is widely understood. The overall purpose of the performance profile should be to provide a high level overview of the performance of a local authority's cultural services and to help drive improvement in services.
- 5.14 The strength of the performance profile will come about from its widespread application by the majority of local authorities. However, for this to be achieved and for local authorities to commit the resources necessary to complete the performance profile, it must be perceived by them to be of significant value. The performance profile must have both a local and a national purpose if its potential is to be realised and the resource implications for local authorities in completing the profile are to be justified.
- 5.15 The performance profile should be perceived as adding value to the performance management tools and mechanisms already available to local authorities if it has the following five-fold purpose:
- it informs local authorities about the performance of their cultural services as a whole for their internal purposes, related to service planning and improvement;
 - it contributes to CPA;
 - it enables national benchmarking of cultural services against comparable authorities;
 - it triggers improvement support from the DCMS; and
 - it provides the DCMS and the NDPBs with data that they can use to strengthen the case for culture at national and regional levels with government departments and other partners and stakeholders.
- 5.16 The main audiences for the information contained in the performance profile would therefore be:
- local authority senior managers and elected members;
 - Audit Commission; and
 - DCMS and its sponsored bodies.
- 5.17 There should be a clearly stated and joint expectation from the DCMS and the Audit Commission that local authorities will complete and submit the performance profile. If use of the performance profile is entirely voluntary, it is less likely to be completed by local authorities and its potential usefulness for benchmarking and for regional or national purposes would be greatly diminished.
- 5.18 These conclusions raise a number of implications for the Audit Commission in relation to CPA. It is the view of AWA that there should be an expectation or requirement that local authorities will submit a completed performance profile as part of their self-assessment in preparation for external assessment or inspection by the Audit Commission. It is also AWA's view that the performance profile should inform the scoring of the Culture Block in CPA and that a small number of the performance indicators should be developed for future adoption as BVPIs, which could also be used to inform the Culture Block score in CPA. Only if the DCMS and Audit Commission are unable to reach agreement on how the performance profile can be developed to meet these purposes (alongside others) should the performance profile be viewed simply as a tool that authorities can choose to use or not.

- 5.19 These conclusions also raise a number of implications for the DCMS, not least challenging its current position on whether it has a role in facilitating coordination and access to information contained in performance profiles, and its position in relation to the coordination and resourcing of support to local authorities to improve their performance. It is AWA's view that the expectation of DCMS on local authorities to improve should be translated into a clear approach by the DCMS to drive and support improvement. This would require the DCMS to work with local authorities and external stakeholders to identify what improvement support could and should be provided, how the performance profile should trigger such support, who should provide it and how it should be funded. It would also need to build on the initial developments involving the DCMS on peer support for improvement in libraries and sport.
- 5.20 It is essential that the links between the performance profile and other performance methodologies and tools are clear and widely communicated. The performance profile – or any other set of data – cannot on its own provide a comprehensive picture of performance of a local authority's cultural services. The performance profile should therefore provide part of the overall picture of performance in conjunction with other methodologies and tools. More specifically, the performance profile should provide a high level summary of – informed by and informing - the findings from:
- data collection;
 - community and stakeholder engagement; and
 - self-assessment and external challenge.
- which in turn are informed by, for example:
- LPSA targets;
 - BVPIs;
 - sector frameworks, models and tools; and
 - standards.
- 5.21 The completed performance profile – with associated data collection, community and stakeholder engagement, and self-assessment and external challenge – should be used not only to inform CPA but also the improvement of local authority cultural services more generally.
- 5.22 AWA's view on how the performance profile should broadly link with other performance management and improvement tools and methodologies is summarised in diagram 3 on page 18.
- 5.23 Precisely how the performance profile should link depends on the decisions to be made by the DCMS on the purpose of the performance profile. Greater clarity should also emerge as other methodologies and tools develop, including CPA and BVPIs for 2005 and the new library standards.
- 5.24 However, the lack of common principles underlying existing sector models – which was a concern of the DCMS at the very start of the project in autumn 2003 – obscures the linkages between those models and the performance profile. Until and unless the outstanding issues of quality assurance and fitness for purpose of sector models is addressed, the linkages between these and the performance profile are likely to continue to be unclear.

Diagram 3: Performance profile linkages



Actions and decisions to be taken by the DCMS

Rationale

The DCMS should determine and communicate:

- ❑ the definition of culture to be used for the profile.
- ❑ the purpose of the performance profile, including:
 - its own role in relation to the performance profile;
 - its expectations of local authorities in completing the performance profile;
 - how and for what purposes the data should be used; and
 - how the performance profile contributes to CPA (in conjunction with the Audit Commission).
- ❑ how the Department will support local authorities to improve in response to completed performance profiles.

Links

The DCMS should:

- ❑ decide and make clear the linkages between the performance profile and other performance management and improvement methodologies (having decided and clarified the definition of culture and the purpose of the performance profile).
- ❑ address the outstanding issue of quality assurance and fitness for purpose of sector models and standards.
- ❑ establish and maintain an overview of the performance profile in the context of developments across the Department (and beyond), including developing and implementing a 'joined-up' communications strategy.

Structure and content

The need for further work

- 5.25 AWA recommends that further work is undertaken to address and resolve:
- inconsistencies, tensions and gaps in existing data sources; and
 - the detailed content of the local context section and the selection of performance indicators.
- 5.26 In order to reduce the burden of data collection on local authorities in completing the performance profile, DCMS asked for the performance profile to be based wherever possible on existing data sources, in particular BVPIs, CIPFA returns and the ODPM General Revenue Fund Account returns. Bringing together these existing data sources into a single format, along with the DCMS objectives and expected outcomes for local authorities, has highlighted inconsistencies, tensions and gaps in those data sources and resulted in inconsistent terminology throughout the draft performance profile.
- 5.27 Inconsistencies both within and between CIPFA statistics, BVPIs and the DCMS thematic lines of enquiry have led to such anomalies as five different definitions of 'culture'¹². Moreover, data collection is made more difficult for local authorities as existing data is not consistently available across the sectors. For example, BVPIs collect data on satisfaction for some but not all of the specific sectors within culture¹³, and the CIPFA reports for sport and recreation, archives and libraries do not all collect the same statistical data. Since these inconsistencies derive from existing sources they cannot be immediately reconciled.
- 5.28 The authorities who piloted or carried out a desk-top review of the performance profile experienced difficulties in collecting data. This was most apparent where responsibility for cultural services lay across a number of different departments or where services are delivered mainly by the community and voluntary or private sectors. Whilst authorities expected that data collection for the performance profile would become easier over the next few years, the difficulties experienced suggest that it is likely to be a few years before the information contained in the performance profile can be considered to be robust and reliable.
- 5.29 Feedback from local authorities also suggests that some are likely to struggle to collect data on the views of children and young people on cultural services, despite the move nationally towards all those providing services for and working with children and young people listening to the voices of young people, following from *Every Child Matters* and the Children Bill¹⁴.
- 5.30 Comments received from stakeholders on the content of the draft performance profile identified many areas requiring further investigation. These include a number of broad structural and technical issues that need to be addressed by DCMS in discussion with stakeholders, as summarised overleaf.

¹² Culture/cultural services; culture and sport; culture and leisure; cultural or recreational facilities/services; culture and heritage.

¹³ Children's playgrounds and other play facilities; historic sites and ancient monuments, and tourist information centres and attractions are currently excluded.

¹⁴ Government Green Paper, *Every Child Matters* (2003) and *Every Child Matters – Next Steps* (2004) and the Children Bill 2004

Summary of structural and technical issues to be addressed	
Structure	<p>Separation of the performance profile from good practice guidance.</p> <p>Improvement and streamlining of the local context information to complement other data sets being developed and inform interpretation of performance indicator data.</p>
Consistency	<p>Reconciliation of DCMS age bands for children and young people and adults with different age bands used by others.</p> <p>Reconciliation of DCMS use of socio-economic groups C2DE with ONS NS-SEC classifications.</p> <p>Consistency with new and emerging methodologies and sources of data, including CPA 2005, BVPIs, LPSAs and new library standards.</p> <p>Consistency of terminology, especially of 'culture'.</p> <p>Extent of use of measures that are sector specific (e.g. arts, sport) and the impact of using different measures for different sectors.</p> <p>Reconciliation of definitions in use across the sectors of 'visits', 'attendances', 'participation' and 'usage'.</p>
Types of performance measure	<p>Balance of measures of the cultural health of an area and of a local authority's contribution.</p> <p>Balance of measures of a local authority's roles as strategic leader, enabler and direct provider of services.</p> <p>Alternative measures of impact and outcomes such as the contribution of culture to learning and the shared priorities, including detailed investigation of the potential wider application of Inspiring Learning for All.</p> <p>Alternative measures of value for money, including the potential development of index measures.</p> <p>Calculation of measures in relation to resident population, enhanced population, or both.</p> <p>Balance of survey-based and non survey-based measures.</p> <p>Technical issues associated with survey-based measures.</p>

5.31 Comments from stakeholders on the detail of the draft performance profile were more disparate in nature. In some cases individual stakeholders expressed strong but isolated views on one specific performance indicator. As such, comments on the detail are largely inconclusive and deserving of in-depth investigation. In the context of a relatively small number of responses overall, they also suggest that there will be a very wide divergence of views amongst DCMS stakeholders, which may be difficult to reconcile. The detailed responses received by AWA have been collated and passed to the DCMS for investigation during the next stage in the development of the performance profile.

"a lot of work is needed to refine the proposed KPIs into a useful and readily collectable set of data" (local authority)

5.32 Interestingly, few specific alternative suggestions have been made on how to improve or develop the performance profile further, or for replacements for the performance indicators proposed. This undoubtedly reflects the limited time available to stakeholders to respond. It also suggests that although the points raised need to be tested, unless better alternatives can be identified or developed, a number of the comments may not result in changes to the current draft performance profile.

How the performance profile should develop

5.33 The performance profile should consist of:

- local context information; and
- a suite of performance indicators.

5.34 The performance profile should be supported by a toolkit containing guidance on the three constituent elements that together inform it:

- data collection;
- community and stakeholder engagement, including young people; and
- self-assessment and external challenge.

5.35 A summary outline of the recommended content of each of these sections is set out below. The full draft of the performance profile and accompanying guidance used for the piloting (Appendix C) provides detailed content on each of these sections that can be used as the basis for further development.

Local context information

5.36 The local context section should provide a summary of the context in which the local authority's cultural services operate. It should provide sufficient information to enable the performance indicators to be interpreted rather than attempt to cover every area of service or activity.

5.37 The local context information should cover the broad areas outlined below:

Local Context Information	Local authority demographic context Strategic objectives and priorities for the service Venues and infrastructure Cultural development and outreach capacity External awards and standards Range of partnerships Financial information Capital expenditure Grants and contributions to other organisations
---------------------------	--

Suite of Performance Indicators

5.38 This section should comprise a suite of performance indicators designed to provide a summary of performance and demonstrate progress against outcomes. The performance indicators should provide a balance of data collected across all of cultural services and data that is more meaningful at sector specific level.

- 5.39 The performance indicators should provide a rounded view of performance and highlight areas that require further investigation when interpreted together. None of the individual performance indicators or measures proposed will demonstrate performance of local authority cultural services on their own. Not all of them will be of equal relevance to all authorities, depending on the local context.
- 5.40 The performance indicators should be split into *key performance indicators* and *interim performance indicators*, structured around the six areas of performance outlined below:

Suite of Performance Indicators	Satisfaction
	Participation levels and use
	Access and provision
	Maintenance and protection
	Contribution to social, economic and environmental objectives
	Value for money

- 5.41 The *key performance indicators* should be limited in number and provide a high level overview of performance, in particular the outcomes of cultural services for communities. They should enable comparison across authorities. Data for the key performance indicators will be collected mostly through triennial surveys.
- 5.42 The key performance indicators should be supplemented by *interim performance measures*. Data for the interim performance measures, mostly collected annually, will build a more current and comprehensive picture of performance and demonstrate progress towards the key performance indicators.
- 5.43 Table 1 on page 24 summarises the key and interim performance indicators used for piloting. These will require further review in light of the detailed feedback.
- 5.44 It is clear from the comments received that the wide definition of culture presents challenges in developing a performance profile that is not overly long and in selecting performance indicators that are not overly complex. In developing the performance profile further, the DCMS should:
- include as a minimum one or two key performance indicators for each sector¹⁵, to be agreed in consultation with local authorities and sector representatives; and
 - rationalise how far some of the key performance indicators collect performance data for each of these sectors.

Supporting Toolkit

- 5.45 The performance profile should be supported by a toolkit containing guidance on data collection; community and stakeholder engagement, and self-assessment and external challenge.

Data Collection

- 5.46 This should provide guidance on how to collect the data required to complete the performance profile. It should set out the definitions, methodology, survey questions, suggested frequency of data collection and, where applicable, existing data sources that can be used.

¹⁵ arts, archives, historic environment, libraries, museums, parks and open spaces, play, sport, tourism and licensing.

Table 1 - Draft Performance Profile for Cultural Services Suite of Performance Indicators used for piloting (summary)		
Area of performance	Key performance indicators (data collected mostly every 3 years)	Interim performance measures (data collected mostly every 1-2 years)
Satisfaction	The percentage of a) adult residents b) young people residents satisfied with local authority cultural facilities and services.	The percentage of satisfied a) adult <i>users</i> b) young people <i>users</i> of local authority cultural facilities and services.
	The percentage of a) adult residents b) young people residents who think that cultural facilities and services have got better over the past 3 years.	The percentage of <i>stakeholders</i> who a) are satisfied with cultural provision in the area b) are satisfied with the support provided to them by the council.
		Percentage aggregated compliance against the Library Performance, Usage and Satisfaction service standards.
Participation levels and use	The percentage of a) adult residents b) young people residents who have used cultural and recreational services provided or supported by the local authority at least once a month in the last 12 months.	Total attendances per 1,000 population to local authority cultural and recreational facilities.
	The percentage of a) adult residents b) young people residents who have attended or taken part in any arts activity at least once a month in the last 12 months.	The number of visits to/usage's of museums per 1,000 population. The number of those visits that were in person per 1,000 population. The number of pupils visiting museums and galleries in organised school groups.
	The percentage of a) adult residents b) young people residents who have taken part in any sport or exercise related activity for at least 30 minutes continuously on at least 3 days per week in the last 12 months.	The representativeness of users of local authority cultural and recreational facilities and services compared to the local population profile.
Access and provision	Percentage of a) adult residents b) young people residents finding it easy to get to cultural facilities using their normal mode of transport.	The percentage of local authority cultural services buildings open to the public in which all areas are suitable and accessible to disabled people.
		Percentage aggregated compliance against the Library: i. Accessibility Service Standards. ii. ICT Provision Service Standards iii. Library Stock Service Standards
		Does the Local Authority maintain or have access to an information system for the historic environment that makes progress towards achieving or achieves the first stage of the English Heritage/ALGAO national benchmark for the historic environment? Percentage of local accommodation in the National Accommodation Scheme.

<i>Area of performance</i>	<i>Key performance indicators (data collected mostly every 3 years)</i>	<i>Interim performance measures (data collected every 1-2 years)</i>
Maintenance and protection	The percentage of the local authority's cultural assets with a condition rating of 'good'.	The percentage of local authority cultural building assets receiving regular review of condition with related maintenance and repair programmes.
		The proportion of conservation areas with character appraisals in accordance with national guidance.
Contribution to social, economic and environmental objectives	The percentage of a) adult residents b) young people residents who are engaged in voluntary and community sector cultural or recreational activity as: i. participants ii. volunteers	The percentage of pre-school age children who have been engaged in reading and creative learning through cultural or recreational activity.
	The percentage of a) adult residents b) young people residents who state that participating in cultural or recreational activity has had a beneficial impact on their quality of life.	The number of a) adults b) young people who have taken part in cultural or recreational activities or programmes that have a stated objective: i. for learning and skill development ii. to reduce risk of crime and anti-social behaviour iii. to reduce risk of illness or injury and health improvement
		£ leverage of local authority funding to external funding for cultural facilities, activities and events that contribute to the regeneration of disadvantaged areas.
Value for money	Net cost per 1,000 population of local authority cultural services.	Net cost per attendance to: i. indoor sport and recreation facilities ii. museums and galleries iii. libraries iv. arts activities and venues
	Leverage by the local authority's investment for cultural facilities and services.	Net cost per hectare of: i. maintained sports pitches ii. parks and open spaces
		£ spent per person who has used the following cultural and recreational services provided or supported by the local authority at least once a month in the last 12 months: i. libraries ii. museums and galleries iii. theatres / concert halls iv. parks and open spaces
		£ spent per person who has attended or taken part in any arts activity at least once a month in the last 12 months.
		£ spent per person who has taken part in any sport or exercise related activity for at least 30 minutes continuously on at least 3 days per week in the last 12 months.

Community and stakeholder engagement

- 5.47 This guidance should describe the good practice principles of effective community and stakeholder engagement and the information that an authority should collect and use from its communities, partners and other stakeholders.
- 5.48 Evidence of the design, delivery and improvement of more user-focused cultural services and the quality of partnership working are becoming more prominent in performance assessment methodologies. Demonstrating effective community and stakeholder engagement, including a focus on outcomes and ensuring that good practice principles are adopted, should form part of producing the performance profile.

Self-assessment and external challenge

- 5.49 This guidance should describe the good practice principles of effective external challenge as part of self-assessment. The performance profile should inform and be informed by wider performance assessment of cultural services, both by the local authority through self-assessment and by external assessment by the Audit Commission and others.
- 5.50 Learning from CPA shows that many authorities have found self-assessment a useful process, and the use of external challenge can prove valuable in building a stronger and more informed self-assessment.

Actions and decisions to be taken by the DCMS***Structure and content***

The DCMS should:

- ❑ confirm the preferred overall structure and content of the performance profile, for further development.
- ❑ confirm its intention to base the performance profile on existing sources of data initially, but with a stated intention and defined action plan to work with others to address the discrepancies in specific areas and achieve data sources that better meet the needs of stakeholders.
- ❑ raise awareness and understanding among local authorities of the future data collection requirements, including the likely increase in focus on the views of children and young people, and gather and disseminate examples of good practice.

Consultation and engagement**The need for further work**

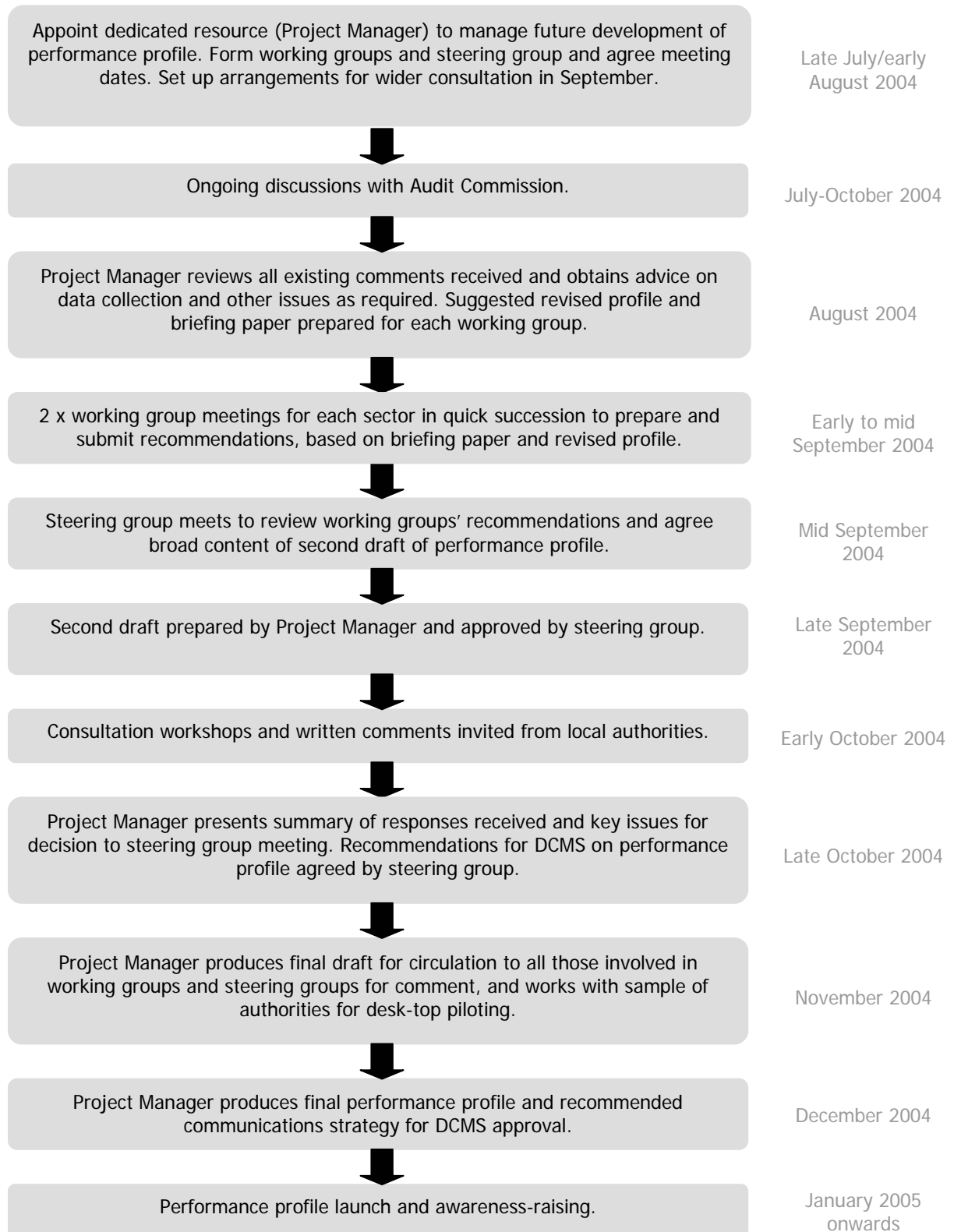
- 5.51 AWA recommends that further work is undertaken to:
- ❑ consult more widely on the development of the final performance profile.
- 5.52 The DCMS acknowledges that the timescale and resource made available to the project have not allowed for extensive consultation on the performance profile, beyond the Reference Group and selected organisations. As a result, the opportunity to draw on the knowledge and experience of its stakeholders, and to raise levels of awareness, understanding and engagement with what it is trying to achieve has not been maximised.

- 5.53 It is clear that reaching agreement on the content of the performance profile will be a challenge. Whilst most stakeholders who responded support the principle of the performance profile and recognise what it can achieve, there are and will be many more differences of view on the detail.

How the performance profile should develop

- 5.54 The performance profile would be strengthened through further involvement and consultation with local authorities, NDPBs and other cultural sector agencies and organisations with an interest in performance and improvement in local authority cultural services. A wider consultation process would also enable the legitimate concerns and interests of different local authorities and the different cultural sectors to be given due consideration, and enable them to contribute to the difficult decisions that will need to be taken on the content of the final performance profile. If the performance profile is to contribute and link effectively to CPA as recommended, there is a specific and urgent need for ongoing discussion and dialogue with the Audit Commission between now and autumn 2004.
- 5.55 AWA recognises that further investigation of the comments received to date and additional consultation will be a time intensive process. However, it is important that this takes place between July and October 2004, both to build on the work and momentum from this first stage of the project, and to ensure that it aligns with the development timescales for CPA.
- 5.56 AWA recommends that a dedicated resource, possibly a local authority secondee, is appointed as the Performance Profile Project Manager to undertake further intensive work on the profile, supported by sector-specific working groups and a cross cultural sector steering group. This should be overseen by a DCMS decision making body. Diagram 4 on page 28 outlines the suggested activities and timescales, subject to decisions being taken quickly by the DCMS.
- 5.57 The sector-specific working groups should be formed in August for each of the ten sectors of arts, archives, historic environment, libraries, museums, parks and open spaces, play, sport, tourism and licensing. They should consist of one representative each from the relevant DCMS policy division, NDPB and professional association, and a maximum of four local authority representatives or specialists with a particular knowledge of performance management, improvement tools and performance measurement for that sector.
- 5.58 The working groups should be given a clear deadline by which they are asked to propose a recommended shortlist of the most robust and significant performance indicators for inclusion in the performance profile from the perspective of local authority services relevant to their sector. They should be asked to submit a group view and comments on a briefing paper and revised performance profile provided by the Performance Profile Project Manager, highlighting any issues or concerns, in particular those that may be specific to their sector. The working groups should be clear that they will need to propose suitable and robust alternatives to the current local context information and performance indicators if changes are to be made.
- 5.59 To supplement the contributions of the working groups local authorities should be invited to attend a workshop in each region to comment on a second draft of the performance profile, if resources allow, and a deadline set within which written responses can be submitted.

Diagram 4: Suggested activities and timescales to further develop the performance profile



- 5.60 A cross cultural sector steering group should be formed to assist the DCMS in making the decisions necessary on the final content of the profile. This should consist of a mix of informed representatives selected to provide a cross cultural perspective on measuring local authority performance and on supporting the improvement of cultural services. The contributions from each sector-specific working group, as well as the headline findings from the wider consultation process, should feed into this cross cultural sector steering group.
- 5.61 The function of this steering group would be to maintain the overview of the profile, manage the balance of measures necessary to provide a high level view of performance and identify a path forward, taking into account differing views. The steering group, supported in terms of practical work by the Performance Profile Project Manager, would put forward its final recommendations to the DCMS decision making body for approval.
- 5.62 Once a final draft of the performance profile is prepared, it should be tested by a small number of authorities through desk-top piloting. Using the authorities engaged in the first round of piloting may be appropriate as they will have already collected together some of the data required.
- 5.63 Diagram 4 sets out a very tight and intensive timescale for such a process to achieve a clearer picture of the content of the performance profile by the autumn 2004 CPA consultation deadline. The process will require clear direction and strong project management to enable the necessary outputs to be delivered within this timescale.

Actions and decisions to be taken by the DCMS

Consultation and engagement

In order to continue to develop and implement the performance profile, the DCMS should:

- ❑ commission a dedicated Performance Profile Project Manager (possibly a local authority secondee) to finalise the content of the performance profile, with intensive support from a cross cultural steering group that is in turn supported by sector-specific groups and statistical expertise, in order to:
 - assist the DCMS to address the broad structural and technical issues;
 - investigate detailed comments and amend individual performance indicators in the context of the overall performance profile;
 - coordinate wider consultation and further testing;
 - align the performance profile to emerging developments; and
 - produce a final version of the performance profile.
- ❑ instigate urgent and ongoing dialogue with the Audit Commission to ensure that development of the performance profile influences future plans for CPA.
- ❑ consult widely on the next draft of the performance profile, ensuring a broad range of stakeholders (especially local authorities), a mix of consultation techniques and more time for responses.
- ❑ undertake further detailed 'desk-top' testing of the performance profile with a small number of local authorities following consideration and adoption of consultation findings.

Appendix A

DCMS specification for a performance profile: revised project brief

DCMS specification for a performance profile: revised project brief

The decision has been made to rescope the project to develop the overall framework, discontinuing work on the self-assessment model for the time being.

The key message is that the means of managing performance is not DCMS' primary concern, but the capacity to deliver and improve is. We want to encourage councils to focus on what really matters to local people, and the agendas they share with their local partners. We want them to maximise their impact locally and contribute to national and DCMS strategic priorities.

We are wary of developing more processes at this stage, and have concluded that the most pressing need is to develop a cultural performance profile to provide clear and consistent answers to questions from Chief Executives, Directors and Elected members about achievement, value for money, and Culture's links to the council's purpose, ambition and the local context. The profile will provide regularly updated information to feed the Councils' own performance management frameworks. These may include frameworks specific to aspects of cultural services, councils' own internal systems, or other externally validated quality frameworks like EFQM or ISO 9000. Whatever means the Council chooses, we think it is important that robust, consistent and comparable profile is produced, so that councils can measure performance and progress and DCMS can obtain reliable information nationally.

The draft profile and guidance needs to be drawn up quickly and piloted as previously intended. The proposed end date for the project is now 24 May.

Following discussion with the Audit Commission, within the department and with Local Government colleagues, we propose piloting a profile made up of 4 sectors.

The purpose of the pilot is to find out whether the profile includes the right information to provide a comprehensive and useful overview of performance, if anything is missed out, whether it is easy to use and understand, whether it would be welcomed and helpful to Chief Executives, Senior Corporate officials and elected members, and lastly whether the information derived would be potentially useful and likely to actually be used nationally and regionally.

Sectors

The first two sectors would look like an expanded Appendix B pg 27 of the draft model.

- **PERFORMANCE INDICATORS.** This sector would include a limited range of BVPIs and other indicators that as far as possible, report outcomes. DCMS will provide draft BVPIs at the meeting on 26 March. Other indicators will be drawn from those identified in the interim report, those identified by divisions, the local library of indicators, work by NDPBs and professional organisations and recent workshops on the shared priorities and LPSA2G.

The list should cover as many as possible of the service and partnership areas while remaining brief and accessible. Indicators should focus on outcomes if possible, or important headline performance issues. Not all the data will necessarily relate or be collected by the cultural services department. For instance we may choose to include indicators on listed buildings, KS2 swimming or playing fields if these are considered important.

AWA are asked to compile a draft list.

- **VALUE FOR MONEY AND CONTEXT.** It is likely that some former BVPIs will be included, and information collected via RO4 forms or CIPFA returns. AWA are asked to compile a draft list in consultation with the Audit Commission and drawing on the work of some NDPBs, APSE and others.

The second two sectors will take the form of brief descriptive guidance.

- **COMMUNITIES AND STAKEHOLDERS.** AWA to identify the characteristics that are required for effective engagement with the community and stakeholders. This will not be a process to be followed, but more generic description of good practice, similar to the specification for the user satisfaction BVPIs (which will inform this sector) and the cultural strategy guidance.

This sector should also include advice on what councils should be doing to obtain more complex feedback on performance and the design and development of services from stakeholders and partners. There will be wide local variation, but we want to emphasise the importance of involving LSPs, NDPBs, other council services, children and young people and the community and voluntary sector.

- **EVALUATION AND MONITORING.** As background this section should include some basic information about how CPA 2005 is expected to work, how the performance profile will support CPA and other models, and the proposed frequency of RPAs etc. However the main part (provided by AWA in consultation with the IDeA) should cover our expectations of peer review, and the options open to authorities, including DCMS' proposals to support peer review for libraries and sport. Again, we are looking for a generic and non-prescriptive approach focussing on purpose, benefits, outcomes and key characteristics of good practice, rather than specifying any particular means.

Appendix B

DCMS statement of the expected outcomes for local authorities

What does DCMS want local authorities to do?

We want local authorities to continuously improve the cultural services they provide and maximise culture's impact on national and local priorities and DCMS strategic objectives.

What do we mean by 'cultural services'?

In terms of scope, the definition of 'culture' that was used in the DCMS guidance on Local Cultural Strategies ("Creating Opportunities", December 2000) applies:

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

The scope also covers the responsibility of the DCMS for licensing.

Thematic Lines of Enquiry for Local Cultural Services

- 1. Further enhance access to culture and sport for children and give them the opportunity to develop their talents to the full and enjoy the full benefits of participation.**
 - Support for play and creative learning among pre-school aged children.
 - Public libraries promoting: the skills and love of reading in children 0-18 years; and the integration of informal self-motivated learning with formal education.
 - Increasing all school aged children's experience of sport and culture in and out of school (including enhancing the take-up of sporting and cultural opportunities).
 - Positive engagement for young people aged 17-19 through sport and culture.
- 2. Increase and broaden the impact of culture and sport, to enrich individual lives, strengthen communities and improve the places where people live, now and for future generations.**
 - Increasing take-up of cultural and sporting opportunities – and related learning opportunities – by adults aged 20 and above from the following priority groups:
 - disabled people;
 - ethnic minorities;
 - socio-economic groups C2DE;
 - other groups identified as local priorities.
 - Engagement with, and support for the voluntary and community sector through culture, sport, leisure and tourism.

- Increasing significantly levels of sport and physical activity, particularly among disadvantaged groups.
- Public satisfaction with local cultural and sporting facilities and services and with the quality of life in the places where they live.
- Achievement against sectoral standards, including Public Library Standards.
- Improving the places where people live, work and visit through:
 - Conservation of local authority-owned historic assets and support to privately-owned historic assets;
 - Management of the historic environment through the planning and consent system;
 - Promoting good design;
 - Promoting the active use of public space.
- Enhancing the number of people accessing the historic environment through: visits to designated sites; and the provision of Historic Environment Records in accordance with the national standard.
- Effectiveness of libraries as community resources for information, self-motivated learning and access to ICT.

3. Maximise the contribution which the tourism, creative and leisure industries can make to the economy.

- Effective and proportionate enforcement of standards for tourism accommodation.
- Effective and efficient operation of alcohol, entertainment and late night refreshment licensing and proportionate enforcement based on assessment of risk.
- Alcohol, entertainment and late night refreshment licensing policy statement integrated with, and supporting, other strategies such as local crime prevention, transport, tourism and culture.
- Promoting sustainable development by balancing the needs of the environment, local people, the business community (including tourism and the creative and leisure industries) and people who visit the area or use its services.

4. General

- Providing high quality services across the board.
- Strength of links between culture and leisure services and the corporate agenda of the local authority as evidenced by:
 - integration of community strategy, local cultural strategy and corporate strategy;
 - quality of leadership, partnership working and performance management culture;
 - value for money, efficiency and effectiveness in service delivery.

Appendix C

Draft performance profile for local authority cultural services

1 – Local Context Information

The accompanying guidance notes for completing the Performance Profile must be read by anyone completing this form or interpreting data on this form.

LOCAL AUTHORITY CONTEXT			
1. Name:		2. Total Population:	
3. Population 0-4 years (%):	4. Population 5-14 years (%):	5. Population 15-19 years (%):	6. Population 60+ years (%):
7. Population from ethnic minority groups (%):	8. Population living in 10% most deprived wards (%):	9. Population from socio-economic groups C2DE (%):	
10. Area (hectares)		11. Density of population per hectare:	
12. Where is responsibility for the following services situated within the authority structure? (Where more than one department/division is responsible list each department/division and the key area of responsibility)			
	Department / Service Section	Division	
13. Culture and Heritage			
14. Sport and Recreation			
15. Parks and Open Spaces			
16. Tourism			
17. Libraries			
18. Licensing			

STRATEGIC OBJECTIVES AND PRIORITIES	
19. Council's strategic objectives for cultural services (list below):	20. Where are these stated?
1. Council's top 5 local priorities for improvement in the cultural service over the next 1-3 years (list below):	22. Where are these stated?

VENUES AND INFRASTRUCTURE

Include both council owned facilities and facilities owned by others where council contributes at least 20% of running costs.

23. Facility type	24. No. owned by council	25. No. financially supported by council	26. Total size	27. Management arrangements (I,C,T see guidance)	28. Total attendances	29. Local target audiences (A-F see guidance)
Culture and Heritage						
Theatres, entertainment and arts venues			Seats			
Museums and galleries			Sq.m			
Archives and record offices						
Historic buildings and ancient monuments						
Conservation areas	Number of conservation areas in authority area:			Total size of conservation areas (hectares):		
Sport and Recreation						
Sport and leisure centres with pools			Sq.m			
Individual swimming pools			Sq.m			
Dry leisure centres/sports halls			Sq.m			
Community centres and halls			Sq.m			
Outdoor sport and recreation facilities			Sq.m/ Hectares			
Grass sports pitches			Hectares			
Equipped play areas (not in a public park)						
Parks and Open Spaces						
Parks and open spaces			Hectares			
Country parks			Hectares			
Equipped play areas (integral to public parks)						
Tourism						
Tourist attractions						
Tourist information centres						
Libraries						
Libraries			Sq.m			
Licensing						
Licensing	Number of licensed premises in authority area:					

CULTURAL DEVELOPMENT AND OUTREACH CAPACITY

	30. Do you have dedicated staff with responsibility for development or outreach work in the following areas? Tick if yes.	31. Attendances at outreach activities in support of formal education/per 1,000 population (<i>see guidance notes</i>)	32. Attendances at community outreach activities, sessions, workshops, events or exhibitions/per 1,000 population. (<i>see guidance notes</i>)	33. Local target audiences(<i>see guidance notes</i>)
Culture and Heritage				
Arts				
Museums				
Archives				
Historic environment				
Sport and Recreation				
Sport				
Play				
Parks and Open Spaces				
Parks				
Libraries				
Libraries				
Other				
List any other areas.				

EXTERNAL AWARDS AND STANDARDS

34. External awards or standards achieved for cultural services (list with date obtained):

£ FINANCIAL INFORMATION - ALL CULTURAL SERVICES

	3 years previous	2 years previous	Last year	Current year estimates
35. Expenditure - Employees				
36. Expenditure - Premises				
37. Expenditure - Other				
38. Total Service Expenditure				
39. Income - Sales and Receipts				
40. Income - Grants				
41. Income - Sponsorship				
42. Total Income				
43. NET EXPENDITURE*				
44. Capital Charges*				
45. NET TOTAL COST*				

Total net expenditure, capital charges and net total cost in the financial information section should be the total as recorded in the ODPM General Fund Revenue Accounts Returns (Line 34 - Culture and Heritage, 35 - Recreation and Sport, 36 - Parks and Open Spaces, 37 - Tourism, 38 - Libraries, 41 - Licensing).

£ CAPITAL EXPENDITURE – ALL CULTURAL SERVICES

	3 years previous	2 years previous	Last year	Current year estimates
46. Capital expenditure – funded through grants and other sources				
47. Capital expenditure – local authority funded				
48. TOTAL CAPITAL EXPENDITURE				

£ GRANTS AND CONTRIBUTIONS FROM THE COUNCIL TO OTHER ORGANISATIONS

	3 years previous	2 years previous	Last year	Current year estimates
49. Facilities				
50. Professional cultural bodies and organisations				
51. Amateur cultural bodies and organisations				
52. Individuals/other				
53. TOTAL ALL GRANTS				

1 - Local Context Information: accompanying guidance notes

Reference or potential source of information

LOCAL AUTHORITY CONTEXT

- | | |
|---|---|
| 1. Name of local authority. | |
| 2. Total population for the local authority area. | 2001 Census |
| 3. Percentage of the total population between the ages of 0 and 4 years old. | 2001 Census |
| 4. Percentage of the total population between the ages of 5 and 14 years old. | 2001 Census |
| 5. Percentage of the total population between the ages of 15 and 19 years old. | 2001 Census |
| 6. Percentage of the total population aged 60 years old and above. | 2001 Census |
| 7. Percentage of the total population from non white ethnic groups. | 2001 Census |
| 8. Percentage of the total population living in the 10% most deprived wards in England. | Index of Multiple Deprivation 2001. |
| 9. Percentage of the total population from socio-economic groups C2, D and E. | |
| 10. Size of local authority area in hectares. | Information provided for CIPFA Statistics |
| 11. Total Population divided by total size in hectares of local authority area (No. 2 divided by No.11) | |
| 12. Identify the name of the service section or department that has the responsibility for the listed cultural service areas. If there is a split between different functions (e.g. the strategic management responsibility and the delivery of an operational function), please list both. If the section or department sits within a wider division list the overall division (e.g. Sport and Recreation sits within Cultural Services, which is part of the Community Services division). If the authority does not provide or have any involvement in the listed activities at all, then leave blank. | |
| Definitions for 13-18 are as defined in ODPM general fund revenue accounts for RA2004/05. | |
| 13. Culture and Heritage, including: | |
| <ul style="list-style-type: none"> ▪ all public museums and galleries, museums outreach work, support to the voluntary and community museums sector, museums grant aid; | |

- arts and entertainment including theatres, public entertainment venues; arts centres; arts grants; arts activities, facilities and festivals;
 - archives and records, including all archives and records services, archives outreach work, support to the voluntary and community archive sector, grant aid;
 - conservation of the historic environment including listed building and conservation area consent, applications and appeals and enforcement action, management, repairs and maintenance of historic buildings and ancient monuments, conservation advice.
14. Sport and Recreation, including swimming pools, sports halls, indoor and outdoor sport and leisure centres and facilities (excluding dual use facilities), community centres, golf courses, playing pitches, sports development and outreach, sports coaching, training and activity sessions, sports events, support to the voluntary and community sports sector, sports grant aid and rate relief, play spaces/ areas/parks/centres/grounds unless within the bounds of a public park, the foreshore and associated promenade.
 15. Parks and Open Spaces, including public parks, recreation grounds, open spaces, national and country parks, picnic areas, bridle-paths and footpaths, camping and caravanning sites, nature areas and sports and play facilities that are an integral part of the park, allotments.
 16. Tourism, including all tourist attractions and conference facilities, tourist information centres and bureaux, tourism publications and marketing.
 17. Libraries, including all permanent and mobile lending libraries, reference and information services, outreach work, support to voluntary and community libraries, grant aid.
 18. Licensing, including the administration, inspection and enforcement of licenses and permissions for the sale and supply of alcohol, the provision of entertainment and the provision of late night refreshment.

STRATEGIC OBJECTIVES AND PRIORITIES

19. List the long term strategic objectives for cultural services that have been adopted by the Council.
20. List the main corporate or service strategies where the strategic objectives listed in 19 are written down
21. List the council's top 5 local priorities for improvement across the whole of cultural services for the next 1-3 years. List only those that have been approved by the council.
22. List the main corporate or service strategies or plans where the priority improvements listed in 21 are written down.

Community Strategy,
Corporate Strategy,
Cultural Strategy etc.

Service Plan, Cultural
Strategy, Corporate Plan
etc.

VENUES AND INFRASTRUCTURE

23. Facility type:

Theatres and public entertainment venues includes theatres, concert halls, dance halls, community halls and arts centres used principally for arts activities and events (excluding art galleries).

Museums and galleries includes public museums and art galleries

Archives and record offices

Historic buildings and ancient monuments

Conservation areas – designated conservation areas as per the Town and Country Planning Act (Listed Buildings and Conservation Areas) 1990

Sport and leisure centres with pools includes all centres providing both an indoor swimming pool and indoor/outdoor sports facilities.

Individual swimming pools includes stand alone indoor pool facilities.

Dry leisure centres/sports halls includes any sports centre with indoor and outdoor facilities without a swimming pool.

Community centres and halls includes general purpose buildings used for cultural and other community activities.

Outdoor sport and recreation facilities include outdoor swimming pools or lidos, stadia, athletics tracks, bowls greens, golf courses, multi-use games areas etc.

Grass sports pitches includes all grass pitches for adult and junior football, rugby, hockey, cricket etc.

Equipped Play areas includes all public play areas with usable equipment that are not integral to a park.

Parks and Open Spaces includes all public parks and open spaces.

Country Parks

Equipped Play areas includes all public play areas with usable equipment integral to a park.

Tourist attractions includes tourist attractions and conference facilities

Tourist information centres

Libraries includes all permanent lending libraries.

Licensing includes all premises licensed for the sale and supply of alcohol, the provision of entertainment and the provision of late night refreshment.

24. Number of each type of facility owned by the local authority.

25. Facilities owned by other organisations that are financially supported by the authority where the authority supports at least 20% of the running costs.

26. Size as indicated.

27. Type of management of the facilities:

I In house

C Contracted Out

T Trust or Not for Profit Organisation

28. Total annual attendances in the previous year (total number of people who have used a facility or a service in person throughout the year– this includes repeat visits). If not known leave blank. If estimated show with an E. Exclude use of services through a web site.

29. Where the facilities have any of the following identified target audiences that the authority undertakes regular proactive work to attract, and where use by those audiences is measured and targets set, then indicate using the appropriate letters:
- A People with disabilities
 - B Black and ethnic minorities
 - C People from socio-economic groups C2/D/E
 - D Older people aged 60 years and over
 - E Young people aged 5 to 16 years
 - F Young people aged 17 to 19 years

CULTURAL DEVELOPMENT AND OUTREACH CAPACITY

30. Tick yes if your authority has at least 0.5 of a post with dedicated responsibility for development or outreach work in each of the areas listed.
31. The total number of in person attendances in the previous year (including repeat visits) at outreach activities, workshops, sessions etc. held in schools, colleges or other settings which were in support of the school curriculum, higher or further education qualifications per 1,000 population.
32. The total number of in person attendances in the previous year (including repeat visits) at community outreach activities, sessions, workshops, talks, events, displays or exhibitions per 1,000 population. Outreach work is defined as work taking place away from the main cultural venue (e.g. leisure centre, archive, museum or library) that seeks to encourage participation and involvement in a cultural activity by those not currently participating. Exclude outreach activities in support of formal education, and mobile libraries.
33. Where the development or outreach activities have any of the following identified target audiences that the authority undertakes regular proactive work to attract, and where use by those audiences is measured and targets set, then indicate using the appropriate letters:
- A People with disabilities
 - B Black and ethnic minorities
 - C People from socio-economic groups C2/D/E
 - D Older people aged 60 years and over
 - E Young people aged 5 to 16 years
 - F Young people aged 17 to 19 years

EXTERNAL AWARDS AND STANDARDS

34. List all external awards or standards that have been achieved by cultural services and the date that they were achieved, which the council considers demonstrates that it is delivering its services to a high standard. Examples of cultural awards or standards include (but are not limited to): Quest for sport and leisure facilities or sports development; Green Flag Award; Blue Flag Beach Award; Britain in Bloom; Museums Registration Standard. Examples of generic awards could include (but are not limited to): Charter Mark, IIP.

£ FINANCIAL INFORMATION

35. Total service expenditure on employees related to the provision of cultural services as listed in 13 -18.	Breakdown of expenditure and income for 35 to 42 is likely to be available from figures used to complete General Fund Revenue Accounts Return (see 43). Some information is also submitted for Cipfa statistics.
36. Total service expenditure on premises related to the provision of cultural services as listed in 13 -18.	
37. Total service expenditure on transport costs; supplies and services; third party payments; transfer payments; support services and central establishment charges and other overheads	
38. Total service expenditure – sum of 35 to 37.	
39. Income – sales and receipts for cultural services as listed in 13-18. Includes all fees and charges; season ticket sales; equipment hire charges; catering income where part of a cultural facility; income from other authorities.	As above
40. Income – grants. Includes all revenue funding received through grants from outside bodies.	As above
41. Income – sponsorship. Includes all revenue funding received through sponsorship from outside bodies.	As above
42. Total Income – sum of 39 to 41.	As above
43. Net Expenditure – Total expenditure (38) minus Total Income (42)	ODPM General Fund Revenue Accounts Return column 1, sum total of lines 34-38 plus line 41.
44. Capital charges – depreciation and notional interest	ODPM General Fund Revenue Accounts Return column 2, sum total of lines 34-38 plus line 41.
45. Net total cost – Net expenditure (43) + Capital charges (44)	ODPM General Fund Revenue Accounts Return column 3, sum total of lines 34-38 plus line 41.

£ CAPITAL EXPENDITURE

46. Capital expenditure funded through grants and other sources from outside organisations	Some information provided for Cipfa statistics
47. Capital expenditure funded by the local authority	Some information provided for Cipfa statistics

48. Total capital expenditure – The sum of 47+48

£ GRANTS AND CONTRIBUTIONS FROM THE COUNCIL TO OTHER ORGANISATIONS

- | | |
|---|--|
| 49. Grants made by the council to other organisations for the management and maintenance of cultural facilities and the provision of cultural services and activities at those facilities | Some information provided for Cipfa statistics |
| 50. Grants made by the council to professional cultural bodies and organisations to deliver cultural services and activities (non facility specific) | Some information provided for Cipfa statistics |
| 51. Grants made by the council to amateur cultural bodies and organisations to deliver cultural services and activities (non facility specific) | Some information provided for Cipfa statistics |
| 52. Grants made by the council to individuals participating in cultural activities or any other grants not covered in 49-52. | |
| 53. Total of 49 to 52. | |

2 – Suite of Performance Indicators

The performance indicators proposed, combined with the contextual information, are intended to enable an overall picture of performance to be built up about the approach the authority takes to provision of cultural services, the range and diversity of provision and the extent to which it meets community and stakeholder needs. No single performance indicator can demonstrate performance, although those related to participation and satisfaction are considered to be of greatest significance.

The profile recommends a mix of performance indicators that include data that most local authorities will collect as part of their everyday management of facilities and services, along with an expectation that at least every 2 to 3 years comprehensive surveys will be undertaken of adults and young people resident in the local authority area. The expectation is that data for the profile will be built up as quickly as possible, but it is recognised this may take a few years for some authorities. Importantly, it is expected that over time comparison of some, although not all, key performance indicators will be possible and analysis of trends in performance over time will add value.

Notes

1. For PIs C1, C2, C6, C7, C8, C12, C20, C21 data should be available and performance against targets reported on for all adults and young people; people with disabilities; ethnic groups; socio-economic groups C2DE. Many authorities will also collect data and set targets for other priority groups identified locally including young people 17-19 years and older people. Targets should be set to enable performance to be measured in two key areas:
 - An increase in the percentage scores on satisfaction and participation for all adults and young people.
 - A reduction in the percentage gap between the scores on satisfaction and participation for all adults and young people and people with disabilities; ethnic groups; socio-economic groups C2DE.

SATISFACTION								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year (%)	Amount/% over/under target	Amount/% improvement	Current year targets
KEY PERFORMANCE INDICATORS								
C1	Access for young people Impact on communities	¹The percentage of a) adult residents b) young people residents satisfied with local authority cultural facilities and services: i. sport and leisure facilities ii. libraries iii. museums and galleries iv. arts activities and venues v. parks and open spaces vi. historic sites and ancient monuments vii. tourist information centres and attractions viii. children's playgrounds and other play facilities.	3 years	Survey of adult residents. Survey of young people residents. Currently required to collect data for BVPI 119 (adults, i.-v).				
C2	Access for young people Impact on communities	¹The percentage of a) adult residents b) young people residents who think that cultural facilities and services have got better over the past 3 years: i. sport and leisure facilities ii. libraries iii. museums and galleries iv. arts activities and venues v. parks and open spaces vi. historic sites and ancient monuments vii. tourist information centres and attractions viii. children's playgrounds and other play facilities.	3 years	Survey of adult residents. Survey of young people residents.				

SATISFACTION								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year (%)	Amount/% over/under target	Amount/% improvement	Current year targets
INTERIM PERFORMANCE MEASURES								
C3	Access for young people Impact on communities	¹The percentage of satisfied a) adult users b) young people users of local authority cultural facilities and services: i. sport and leisure facilities ii. libraries iii. museums and galleries iv. arts activities and venues v. parks and open spaces vi. historic sites and ancient monuments vii. tourist information centres and attractions viii. children's playgrounds and other play facilities. as identified by local authority's own user satisfaction surveys of facilities and services.	Annual	Venue/service specific user surveys.				
C4	Impact on communities	The percentage of stakeholders who a) are satisfied with cultural provision in the area b) are satisfied with the support provided to them by the council as identified by local authority's own stakeholder satisfaction surveys.	1-2 years	Stakeholder surveys.				
C5	Access for young people Impact on communities	Percentage aggregated compliance against the Library Performance, Usage and Satisfaction service standards.	Annual	Data collected by local authority Proposed BVPI				

PARTICIPATION LEVELS AND USE								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year (%)	Amount/% over/under target	Amount/% improvement	Current year targets
KEY PERFORMANCE INDICATORS								
C6	Access for young people Impact on communities	¹The percentage of a) adult residents b) young people residents who have used the following cultural and recreational services provided or supported by the local authority at least once a month in the last 12 months: i. sport/leisure facilities and events ii. libraries iii. museums and galleries iv. theatres / concert halls v. parks and open spaces	3 years	Survey of adult residents. Survey of young people residents. Proposed BVPI				
C7	Access for young people Impact on communities	¹The percentage of a) adult residents b) young people residents who have attended or taken part in any arts activity at least once a month in the last 12 months.	3 years	Survey of adult residents. Survey of young people residents. Proposed BVPI				
C8	Access for young people Impact on communities	¹The percentage of a) adult residents b) young people residents who have taken part in any sport or exercise related activity for at least 30 minutes continuously on at least 3 days per week in the last 12 months.	3 years	Survey of adult residents. Survey of young people residents. Proposed BVPI				
INTERIM PERFORMANCE MEASURES								
C9	Access for young people Impact on communities	Total attendances per 1,000 population at local authority cultural and recreational facilities: i. Sport and leisure facilities ii. libraries iii. arts venues iv. parks and open spaces v. historic sites and ancient monuments vi. tourist information centres and attractions vii. children's playgrounds other play facilities.	Annual	Data collected at individual venues by local authority Cipfa Leisure and Recreation Statistics and Archive Statistics collect data on visits/attendances				

C10	Access for young people Impact on communities	<ul style="list-style-type: none"> i. The number of visits to/usages of museums per 1,000 population. ii. The number of those visits that were in person per 1,000 population. iii. The number of pupils visiting museums and galleries in organised school groups 	Annual	Data collected at individual venues by local authority Currently required to collect data for BVPI 170				
C11	Access for young people Impact on communities	The representativeness of users of local authority cultural and recreational facilities and services compared to the local population profile (expressed as a ratio) as identified by local authority's own user surveys.	Annual	Venue/service specific user surveys.				

ACCESS AND PROVISION								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year	Amount/% over/under target	Amount/% improvement **	Current year targets
KEY PERFORMANCE INDICATORS								
C12	Access for young people Impact on communities	Percentage of a) adult residents b) young people residents finding it easy to get to cultural facilities using their usual form of transport: i. a sport or leisure facility ii. a library iii. a museum or gallery iv. a theatre / concert hall v. a park or open space vi. an historic sites or ancient monuments vii. a tourist information centre or attraction viii. a children's playground or other play facility.	3 years	Survey of adult residents. Survey of young people				
INTERIM PERFORMANCE MEASURES								
C13	Access for young people Impact on communities	The percentage of local authority cultural services buildings open to the public in which all areas are suitable and accessible to disabled people.	Annual	Data collected by local authority. Currently required to collect data as part of BVPI 156.				
C14	Access for young people Impact on communities	Percentage aggregated compliance against the Library: i. Accessibility Service Standards. ii. ICT Provision Service Standards iii. Library Stock Service Standards	Annual	Data collected by local authority Proposed BVPI.				
C15	Impact on communities	Does the Local Authority maintain or have access to an information system for the historic environment that makes progress towards achieving or achieves the first stage of the English Heritage/ALGAO national benchmark for the historic environment?	Annual	Data collected by local authority Proposed BVPI.				
C16	Contribution to economy	Percentage of local accommodation in the National Accommodation Scheme.	Annual	Data collected by local authority				

MAINTENANCE AND PROTECTION								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year	Amount/% over/under target	Amount/% improvement	Current year targets
KEY PERFORMANCE INDICATORS								
C17	Impact on communities	The percentage of the local authority's cultural assets with a condition rating of 'good': i. heritage assets ii. sport and recreation assets iii. arts assets iv. library assets v. parks and open spaces assets	Annual	Data collected by local authority for asset management plan				
INTERIM PERFORMANCE MEASURES								
C18	Impact on communities	The percentage of local authority cultural assets receiving regular review of condition with related maintenance and repair programmes (as a percentage of the number of properties on the local authority's asset register): i. heritage assets ii. sport and recreation assets iii. arts assets iv. library assets v. parks and open spaces assets	Annual	Data collected by local authority Proposed BVPI (heritage only)				
C19	Impact on communities	The proportion of conservation areas with character appraisals in accordance with national guidance (as a percentage of the total number of conservation areas in the authority)	Annual	Data collected by local authority Proposed BVPI.				

CONTRIBUTION TO SOCIAL, ECONOMIC AND ENVIRONMENTAL OBJECTIVES								
No.	DCMS Strategic Priorities	Performance Indicator	Data collection frequency	Source of information	Actuals last year	Amount/% over/under target	Amount/% improvement	Current year targets
KEY PERFORMANCE INDICATORS								
C20	Access for young people Impact on communities	The percentage of a) adult residents b) young people residents who are engaged in voluntary and community sector cultural or recreational activity as: i. participants ii. volunteers	3 years	Survey of adult residents. Survey of young people				
C21	Impact on communities	The percentage of a) adult residents b) young people residents who state that participating in cultural or recreational activity has had a beneficial impact on their quality of life.	3 years	Survey of adult residents. Survey of young people				
INTERIM PERFORMANCE MEASURES								
C22	Access for young people	The percentage of pre-school age children who have been engaged in reading and creative learning through cultural or recreational activity.	Annual	Service/project specific data collected by local authority				
C23	Contribution to Economy Impact on communities	The number of a) adult residents b) young people residents who have taken part in cultural or recreational activities or programmes that have a stated objective: i. for learning and skill development ii. to reduce risk of crime and anti-social behaviour iii. to reduce risk of illness or injury and health improvement	Annual	Service/project specific data collected by local authority				
C24	Contribution to the economy	£ leverage of local authority funding to external funding for cultural facilities, activities and events that contribute to the regeneration of disadvantaged areas.	Annual	Financial data collected by the local authority				

VALUE FOR MONEY							
No.	Performance Indicator	Data collection frequency	Source of information	Actuals last year	£ over/ under target	£ change*	Current year targets
KEY PERFORMANCE INDICATORS							
CV1	Net cost per 1,000 population of local authority cultural services.	Annual	Data collected by local authority Cipfa Statistics on Leisure and Recreation, Libraries, Archives and Planning and Development collect cost data.				
CV2	Leverage by the local authority's investment for cultural facilities and services.	Annual	Data collected by local authority Cipfa Statistics on Leisure and Recreation, Libraries, Archives collect some grant information.				
INTERIM PERFORMANCE MEASURES							
CV3	Net cost per attendance to: i. indoor sport and recreation facilities ii. museums and galleries iii. libraries iv. arts activities and venues	Annual	Data collected by local authority Cipfa Statistics on Leisure and Recreation collect attendance and cost data. Cipfa library statistics collect cost data.				
CV4	Net cost per hectare of: i. maintained sports pitches ii. parks and open space	Annual	Data collected by local authority Cipfa Statistics on Leisure and Recreation collect size and cost data for parks and open spaces.				
CV5	£ spent per person who has used the following cultural and recreational services provided or supported by the local authority at least once a month in the last 12 months: i. libraries ii. museums and galleries iii. theatres / concert halls iv. parks and open spaces	Annual	Survey and data collected by local authority Cipfa Statistics on Leisure and Recreation, Libraries, Archives collect financial information.				
CV6	£ spent per person who has attended or taken part in any arts activity at least once a month in the last 12 months.	Annual	Survey and data collected by local authority Cipfa Statistics on Leisure and Recreation collect financial information.				
CV7	£ spent per person who has taken part in any sport or exercise related activity for at least 30 minutes continuously on at least 3 days per week in the last 12 months.	Annual	Survey and data collected by local authority Cipfa Statistics on Leisure and Recreation collect financial information.				

2 – Suite of Performance Indicators: accompanying guidance notes

Column Headings

DCMS Strategic Priorities - identifies which of the DCMS strategic priorities, as set out in Annex A, the performance indicator relates to.

Performance Indicator - describes the measure to be used (see further explanation below).

Data collection frequency - sets out the recommended frequency with which an authority should collect the data for the performance indicator.

Source of information - sets out the methodology required to collect the data and suggestions as to where information may already be available from.

Actuals last year – the latest available figure for performance over a full financial year.

Amount/% over or under target – The figure by which the latest available figure for performance was over or under the target performance for that year.

Amount/% improvement – The amount by which the latest available figure for performance has improved against the previous year's results, or the most recent set of results previously available if not collected annually.

Current year's targets – The targets that have been set for the current financial year.

Performance Indicators

For key performance indicators C1, C2, C6, C7, C8, C12, C20, C21 data should be available and performance against targets reported on for all adults and young people; people with disabilities; ethnic groups; socio-economic groups C2/D/E. Many authorities will also collect data and set targets for other priority groups identified locally including young people 17-19 years and older people

<i>PI No.</i>	<i>Definition</i>	<i>Suitable for comparison with other authorities?</i>
SATISFACTION		
C1	Resident survey question for adults and young people, with breakdown for priority groups – as for BVPI119. How satisfied are you with the following Local Authority Cultural services: (a) sports and leisure facilities (b) libraries (c) museums (d) arts activities and venues (e) parks and open spaces. In future additional questions proposed for historic sites and ancient monuments; tourist information centres and attractions; children's playgrounds and other play facilities. Categories – Very satisfied, Satisfied, Neither satisfied nor dissatisfied, Dissatisfied, Very dissatisfied.	Yes
C2	Resident survey question for adults and young people, with breakdown for priority groups – Over the past 3 years do you think the following local authority facilities and services have got better or worse? Sport and leisure facilities, libraries, museums and galleries, arts activities and venues, parks and open spaces, historic sites and ancient monuments, tourist information centres and attractions, children's playgrounds and other play facilities. Categories – Got better, Stayed the same, Got worse.	Yes
C3	User survey question for adults and young people – Overall how would you rate your satisfaction with Data to be collected at an individual local authority facility or service level. Categories – Very satisfied, Satisfied, Neither satisfied nor dissatisfied, Dissatisfied, Very dissatisfied.	No

C4	Stakeholder survey question – How satisfied are you with a) the provision of cultural facilities and services in the district? b) with the support provided to your organisation by the local authority to provide and deliver cultural activities? Categories – Very satisfied, Satisfied, Neither satisfied nor dissatisfied, Dissatisfied, Very dissatisfied.	No
C5	Proposed BVPI – What is your percentage aggregated compliance against the public library performance, usage and satisfaction standards?	Yes
PARTICIPATION LEVELS AND USE		
C6	Proposed BVPI – Resident survey question for adults and young people, with breakdown for priority groups. How frequently have you used the following cultural and recreational services provided or supported by the authority in the last twelve months: a) sports/leisure facilities and events b) libraries c) museums and galleries d) theatres/concert halls e) parks and open spaces. Categories almost every day, at least once a week, about once a month, within the last 6 months, within the last year, longer ago, never used.	Yes
C7	Proposed BVPI – Resident survey question for adults and young people, with breakdown for priority groups. How frequently have you attended or taken part in any arts activity e.g. music, dance, drama, art/craft, literature, film, festivals in the last 12 months. Categories almost every day, at least once a week, about once a month, within the last 6 months, within the last year, longer ago, never.	Yes
C8	Proposed BVPI - Resident survey question for adults and young people, with breakdown for priority groups. How frequently have you attended or taken part in any sport or exercise related activity e.g. walking briskly, cycling, swimming, keep fit/aerobics, team sports, individual sports for at least 30 minutes continuously in the last twelve months. Categories at least 3 times a week, at least once a week, about once a month, within the last 6 months, within the last year, longer ago, never.	Yes
C9	Total attendance per thousand population at sport and leisure facilities, libraries, museums and galleries, arts venues, parks and open spaces, historic sites and ancient monuments, tourist information centres and attractions, children's playgrounds and other play facilities. Local authority to identify what venues are included and data to be collected at an individual facility or service level. Data for museums to be collected as for existing BVPI 170.	Yes
C10	As for existing BVI 170. Visit/usage to those museum(s) means: visits by a member of the public; enquiries by email, post or telephone for research purposes (not including enquiries about opening hours, tickets, how to get there, or media enquiries, briefings and interviews); website hits for research; presentations by museum staff to specific audiences (do not count general events and audiences such as exhibition stands or county shows); and number of pupils visiting in organised school groups.	Yes
C11	User survey question plus data on catchment population profile. Survey question – profile of the user/visitor. PI definition – The percentage of visits to/users of local authority facilities and services from priority groups divided by the percentage of the catchment population from that group. Data to be collected at an individual facility or service level.	May be possible for some facilities if a consistent approach is used e.g. sports facilities

ACCESS AND PROVISION		
C12	Resident survey question for adults and young people, with breakdown for priority groups – From your home, how easy is it for you to get to the following using your usual form of transport: Sport and leisure facilities, libraries, museums and galleries, arts activities and venues, parks and open spaces, historic sites and ancient monuments, tourist information centres and attractions, children's playgrounds and other play facilities. Categories – very easy, fairly easy, neither easy nor difficult, fairly difficult, very difficult, does not apply.	Yes
C13	Definition as for BV156 – Local authority buildings open to the public means buildings from which the authority provides a service, of which at least a part is usually open to members of the public. 'Accessible', 'suitable' and 'disabled people' are as defined in Approved Document M of the building regulations act 1991. Because of constraints imposed by the existing structures of listed building consent, only alterations that are reasonable and practicable will be carried out to comply with the requirements of this PI. These buildings are included as being compliant with part M as works cannot be reasonable undertaken.	Yes
C14	Proposed BVPI – What is your percentage aggregated compliance against the public library accessibility service standards, IT provision service standards, stock service standards.	Yes
C15	Proposed BVPI – Does the local authority have a formally adopted information system maintained by dedicated professional staff, supporting services for land use planning, economic development and regeneration, environmental conservation, education and community environmental awareness. It may be maintained by the authority or by another authority on its behalf, or through an agency arrangement. The information system should be able to demonstrate that it has reached, or is actively working towards, stage 1 of the ALGAO/EH guidance for the historic environment record: benchmarks for good practice (2002)	Yes
C16	Percentage of all listed accommodation in the local authority area registered as part of the ETC National Accommodation Scheme.	Yes
MAINTENANCE AND PROTECTION		
C17	The percentage of the local authority cultural assets with a condition rating of good. Definition of local authority cultural assets include heritage, sport and recreation, arts, libraries and parks and open spaces assets as recorded on the authority's asset register. Data will be collected for the local authority asset management plan and assessed against the following criteria: Good – performing as intended and operating efficiently; Satisfactory – performing as intended but showing minor deterioration; Poor – showing major defects and/or not operating as intended; Bad – life expired and/or serious risk of imminent failure.	Yes
C18	Proposed BVPI (for heritage assets only) – Definition of local authority cultural assets include heritage, sport and recreation, arts, libraries and parks and open spaces assets as recorded on the authority's asset register. 'Regular review' means every five years or more frequently, as appropriate.	Yes
C19	Proposed BVPI – The number of conservation areas that have been the subject of appraisal to define the special architectural or historic interest of their character and appearance since 1997; and the proportion that this forms of the total number of conservation areas in the local authority's area.	Yes
CONTRIBUTION TO SOCIAL, ECONOMIC AND ENVIRONMENTAL OBJECTIVES		
C20	Resident survey question for adults and young people, with breakdown for priority groups – Defined as engaging at least once a month in at least one of a range of voluntary or community activities: as participants – receiving instruction or coaching, taking part in competitions, membership of a club; as volunteers – doing unpaid work related to sport and recreation, parks and open spaces, arts, play, museums, libraries, archives, historic environment, tourism.	

C21	Resident survey question for adults and young people, with breakdown for priority groups – The percentage of adults and young people who have participated in cultural projects, activities or event at a local authority facility (as per C6) who state that participating in the activity has had a beneficial impact on their quality of life.	Yes
C22	The percentage of all pre-school age children that have been involved in reading and creative learning through sport or cultural activities. This includes only local pre-school culture and learning projects that are directly provided and funded by the local authority or where at least 20% of running costs are being funded by the local authority.	No
C23	The number of all adults and young people who have taken part in cultural or recreational activities or programmes that have a stated objective: <ul style="list-style-type: none"> i. for learning and skill development. Defined as those who have completed a basic skills course or a course that achieves an accredited outcome recognised by a national awarding body. This includes only local culture and skills/learning projects that are directly provided and funded by the local authority or where at least 20% of running costs are being funded by the local authority. ii. to reduce the risk of crime and anti-social behaviour. This includes only those projects that are directly provided and funded by the local authority or where at least 20% of running costs are being funded by the local authority. iii. to reduce the risk of illness or injury or improve health. This includes only those projects that are directly provided and funded by the local authority or where at least 20% of running costs are being funded by the local authority. Data to be collected at an individual project, facility or service level.	No
C24	Ratio of local authority funding to external funding for cultural facilities, activities and events that contribute to the regeneration of disadvantaged areas.	Yes
VALUE FOR MONEY		
CV1	Total net expenditure on all local authority cultural services per 1,000 population. (Context line 43 per thousand population)	Yes
CV2	Ratio of local authority expenditure to all external funding obtained for cultural facilities, activities and events. (Context line 38 divided by sum total of lines 40+41)	Yes
CV3	Net expenditure on indoor sport and recreation facilities divided by total attendances. Net expenditure on museums and galleries divided by total attendances. Net expenditure on libraries divided by total attendances. Net expenditure on arts activities and venues divided by total attendances.	Yes
CV4	Net expenditure on playing pitches divided by hectares of playing pitches. Net expenditure on parks and open spaces divided by hectares of parks and open space.	Yes
CV5	Net total expenditure on libraries, museums and galleries, theatres/concert halls, parks and open spaces divided by the number of people using these cultural and recreational services at least once a month in the last 12 months (% result from C6 survey translated into a population number equivalent).	Yes
CV6	Net total expenditure on arts activity divided by the number of people attending or taking part in any arts activity at least once a month in the last 12 months (% result from C7 survey translated into a population number equivalent).	Yes
CV7	Net total expenditure on sport and exercise related activity divided by the number of people taking part in at least 30 minutes continuously on at least 3 days per week in the last 12 months (% result from C8 survey translated into a population number equivalent).	Yes

3 – Guidance on community and stakeholder engagement

Introduction

1. Improving the level of involvement of local people in public services is a major part of the government's modernisation agenda. Recent legislation and government guidance emphasises consultation and involvement of the general public and service users in developing services and local policy.
2. Developing an approach that is more centred on service users is not just a regulatory obligation. It is also part of good management in providing high-quality and cost effective services. The first round of CPAs for single tier and county councils identified the linked themes of user focus and citizen engagement as key drivers for improvement.
3. Effective engagement with communities and stakeholders is about much more than consulting with service users. Through involving and working together with a wide range of stakeholders and partners, including other public bodies, businesses and the community and voluntary sector, local authorities are better able to deliver quality services and improvements for local people.
4. The need to engage with communities and stakeholders is at least as important for cultural services as it is for other local authority services.

Purpose and scope of the guidance

5. This guidance aims to help local authorities in the design, delivery and improvement of more user-focused cultural services. It is intended as practical help to authorities in completing their Performance Profile for Cultural Services, carrying out self-assessment and preparing for external assessment such as CPA, rather than as government guidance as such.
6. There is a large amount of literature already available to authorities on community and stakeholder engagement. This includes "how to" guides on different mechanisms and techniques in use in local government and the public sector more widely. It is not the purpose of this guidance to reproduce this literature here.
7. Effective engagement with communities and stakeholders covers a wide spectrum of approaches and activities. Local authorities should make use of a range of methods to engage with communities and stakeholders about cultural services. These need to be appropriate to the outcomes that the authority is seeking but are likely to include a mix of *quantitative methods* (such as postal surveys, face-to-face surveys, telephone surveys, electronic surveys, referenda, comment and suggestion cards) and *qualitative methods* (such as panel surveys, focus groups, observation, neighbourhood forum, citizens' juries).
8. Effective community and stakeholder engagement also covers a wide range of people and organisations - service users and non-users, the wide range of internal and external partners who are key to the effective delivery of cultural services, local businesses and the community and voluntary sector. It is important that the local authority identifies and engages with its priority target community groups, partners and stakeholders.
9. The Department does not wish to be prescriptive about what local authorities do to engage with their communities and stakeholders, how they do it or who they involve. How the local authority goes about this, and the mechanisms and techniques it chooses to use are for the local authority to decide. What matters is that authorities recognise that there is more to community and stakeholder engagement than user consultation exercises.
10. The Department does expect local authorities to adopt good practice in engaging with communities and stakeholders and to generate the information needed to evidence the outcomes for cultural services.

Good practice principles of effective community and stakeholder engagement

11. The following good practice principles, based on a range of sources, should underpin the approach of local authority cultural services to engaging with their communities and stakeholders. Local authorities should:
 - i. be clear about the purpose, what will happen to the results and how the information will be used;
 - ii. make sure that the approach is robust and cost effective;
 - iii. encourage participation;
 - iv. be inclusive;
 - v. use the results to deliver change and improve outcomes for local people;
 - vi. give feedback on results; and
 - vii. learn from experience

The outcomes of community and stakeholder engagement

12. The outcomes of community and stakeholder engagement will vary from local authority to local authority. However, local authorities should be able to provide evidence that their support for cultural services is making a difference for the people who use or experience their services and that their approach to partnership working is effective in meeting the needs of local people.
13. The various performance assessment methodologies in use in local authority cultural services, as well as the Performance Profile, highlight what local authorities are expected to know about what their communities and stakeholders think about their performance and what they have done in response. Local authorities should take these expectations into account when designing their approaches to engaging with communities and stakeholders.
14. Summaries of the sorts of information that local authority cultural services may be expected to know in relation to their communities and stakeholders, are set out overleaf.

Local authority cultural services should be able to provide the following evidence about their **communities**:

- What is the *level of resident satisfaction* with the quality of cultural services they are provided with?
- What are the *trends in resident satisfaction* over the last three years?
- What is the *level of user satisfaction* with the quality of cultural services they are provided with?
- What are the *trends in user satisfaction* over the last three years?
- What is the *level of participation* of the whole local population, of children and young people and of locally determined priority groups?
- What are the *trends in levels of participation* over the last three years?
- What is the *impact on quality of life for local people* of the council's support for cultural services?
- What is the *impact on quality of life for young people, families at risk and older people*?
- How well does the council provide *full, open and inclusive access* to cultural activities, programmes, information and resources?
- What do *minority and hard to reach communities* think about access to cultural services?
- What do service users think about the *quality and range of cultural opportunities*?
- What do *children and young people*, and particularly those at risk, think about the quality and range of cultural opportunities available to them?
- To what extent do communities think that cultural services demonstrate *awareness, understanding and sensitivity to the different needs* of those who wish to use them?
- To what extent do communities think that their *needs are being addressed and met*?
- What opportunities are available to communities to get involved in the *design and development of cultural services*?
- What has been the *experience of communities* in getting involved, and in particular minority and hard to reach communities? What do they perceive has changed as a result?
- How are communities involved in the *future planning of cultural services*?
- How do *local people know what improvements have been achieved* in the quality and range of cultural services?
- What *improvements in the quality and range of cultural services* have local people experienced?
- What is the *impact on quality of life for local people of the improvements* in cultural services?

Local authority cultural services should be able to provide the following evidence about their **stakeholders and partners**:

- What are the views of stakeholders and partners on the *relevance and impact* of the council's support for cultural services?
- What do they think are the *benefits and added value* that the council's work with cultural stakeholders and partners brings?
- To what extent do they think that cultural services demonstrate *awareness, understanding and sensitivity to the different stakeholder and partner objectives and needs*?
- To what extent do they think that their *needs are being addressed and met*?
- What is the *level of satisfaction* of stakeholders and partners with working arrangements with the council's cultural services?
- What is the *level of satisfaction* with the council's contribution to cultural partnerships?
- What *improvements in the quality and range of cultural opportunities* have been achieved through the council's support of a cultural infrastructure for partners and stakeholders?
- What do partners and stakeholders perceive as the *trends in the quality and range of cultural opportunities* over the last three years?
- *What improvements in cross-cutting themes* have been achieved as a result of the council's partnership working?
- How effectively does the council use cultural partnerships to *deliver complex priorities*?
- What is the level of awareness, understanding and ownership among partners and stakeholders of the council's *ambitions and priorities* for cultural services?
- How are stakeholders and partners involved in the *future planning of cultural services*?
- How *self-aware* do they think the council's cultural service is about what it has done well and the problems it still faces?
- How well do they think the council's cultural service *actively learns* from others and makes changes as a result?

4 – Guidance on performance assessment: self-assessment and external challenge

Introduction

1. Learning from CPA shows that many authorities have found self-assessment a useful process. Self-assessment can be a powerful tool to improvement and local authorities should not wait until they are faced with an inspection before carrying it out. DCMS wishes to encourage a habit of self-assessment of local authority cultural services.
2. There are many existing frameworks, models or tools that can be used or adapted as a basis for self-assessment. These include generic performance management models and improvement tools commonly used in local authorities, such as the 'EFQM Excellence Model', 'Public Service Excellence Model', 'Local Government Improvement Programme' and 'Charter Mark'. There are also a number of models and tools developed specifically for the cultural sectors which can provide a framework for self-assessment. These include 'Inspiring Learning for All' (museums, libraries and archives), 'Libraries Diagnostic', 'Towards an Excellent Service' (sports), 'Quest (sports)', 'Excellence Model' (arts), 'Moving Towards Excellence' (historic environment), 'Fitness for Purpose' (tourist accommodation) and others. There are also Audit Commission methodologies available to authorities including guidance on carrying out a self-assessment for the purposes of Regular Performance Assessment (RPA).
3. The Department does not wish to be prescriptive about whether, how and when local authorities carry out self-assessments of their cultural services. What is important is that the methodology followed is rigorous and that the self-assessment presents a comprehensive, objective and accurate picture of performance including strengths and weaknesses. How the local authority goes about this, and the models or tools it chooses to use are for the local authority to decide.
4. However, the use of external challenge has proved valuable in building a stronger and more informed self-assessment and the Department does expect local authorities to adopt good practice principles of external challenge in order to secure the benefits it offers.

The purpose and benefits of external challenge

5. Self-assessment is not easy to get right. It requires the authority to have a high level of self-awareness and to strike the right balance between over-stating areas where it performs well and under-stating areas in need of improvement.
6. The use of external challenge as part of self-assessment can:
 - i. help authorities to identify areas where they are performing well and where improvement is needed;
 - ii. shape the development of the self-assessment by providing an independent view;
 - iii. provide an objective test and validation of authorities' self-perceptions;
 - iv. facilitate the transfer of knowledge and learning;
 - v. provide a 'dry run' for inspection; and
 - vi. accelerate improvement, including helping to evidence achievement of improvement prior to inspection.
7. The Department is working to support external challenge through peer review in two of the DCMS sectors. The sports division has limited funding set aside in 2004/5 to fund a system of peer support, in partnership with the IDeA. Training of library peers has also been undertaken, again in partnership with the IDeA and with the Museums, Libraries and Archives Council.

Good practice principles of effective external challenge

8. The following good practice principles, based on a range of sources, should underpin the approach of local authority cultural services to external challenge as part of self-assessment. Local authorities should:
- i. *recognise the potential* of external assessment by a 'critical friend' in supporting the development and improvement of services;
 - ii. make sure that the peer or peers are *independent and able to work objectively*, rather than use peers from neighbouring authorities or that have current or previous close connections that could affect their impartiality;
 - iii. weigh up whether it is preferable to invite challenge from those with experience of working within the *same or a different type of authority*;
 - iv. ensure the *quality of the methodology* to be used, including realistic timescales;
 - v. ensure the use of *credible peers*, for example by using an accredited peer provider organisation such as the Peer Clearing House or appropriately skilled and experienced independent consultants, or through the development of sub-regional/regional centres of excellence or formalised 'buddying' arrangements;
 - vi. ensure that the *choice of peer is suitable*, including being prepared to reject an unsuitable choice;
 - vii. *allow enough resources* (money and time) for advanced preparation and planning;
 - viii. establish a *single point of contact* within the authority for coordination and liaison;
 - ix. determine how best to *provide a clear understanding* of the council and the service, including any potentially sensitive political issues, and to enable easy access to information and documentation;
 - x. make adequate arrangements for *programming and project management*, including involving and facilitating access to key officers and elected members and, where appropriate, partner organisations and other stakeholders;
 - xi. be *prepared to listen and learn* how to do things better and to face up to challenging messages.