



Leicester  
City Council

**WARDS AFFECTED  
ALL WARDS (CORPORATE ISSUE)**

**FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

<b>Directors' Board</b>	<b>29 January 2002</b>
<b>Members Best Value Working Group</b>	<b>13 February 2002</b>
<b>Cabinet</b>	<b>11 March 2002</b>

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**BEST VALUE REVIEW - YEAR THREE  
HERITAGE SERVICES  
SCOPING EXERCISE**

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**Report of the Head of Museums and Heritage Services  
(Heritage Services Best Value Review Project Executive)**

**1. PURPOSE AND BACKGROUND OF REPORT**

**1.1 PURPOSE OF REPORT**

To seek Cabinet approval of the draft Scope for the Heritage Services Review, in the context of the criteria set out in the latest revision of the Best Value Review Process.

**1.2 BACKGROUND**

The Review has the following principle:

*In order to achieve genuine cultural diversity and social inclusion, the heritages of the city and all its communities should be available for everyone to enjoy. In particular, making heritage available at local community level through in-reach and out-reach services is fundamental if hard-to-reach groups are to be included. New partnerships need to be developed, and new funding secured, if this is to be achieved.*

The scope draws upon frameworks for best practice set out in *Renaissance in the Regions, A New Vision for England's Museums* (Resource 2001) *Power of Place: the Future of the Historic Environment*, (English Heritage 2001) and guidelines from English

Nature. It sets these within the context of the Community Plan, and key Corporate and Departmental Service strategies.

## 2. **RECOMMENDATIONS**

2.1 Cabinet is asked to:

- (i) Endorse the work carried out in order to inform the scoping recommendations.
- (ii) Agree the scoping recommendations.

## 3. **REPORT**

Please see Appendix 1 of this document

## 4 **LINKED REVIEWS AND SCOPING ISSUES**

The Heritage Review is the major review for only one business unit, Museums and Heritage Services. However, its cross-cutting theme, means that a number of business units, which include heritage responsibilities, will be “scoped in” from the point of view of those aspects of their work.

These other business units all have a much wider remit than just heritage, and so they are reviewed as part of other Best Value Reviews. Heritage Review recommendations will be adopted by the Council, through its improvement plan. They will then inform the main review for that business unit. For example, the *conservation of the built environment function* of the Urban Design Group is scoped into the Heritage Review, but only from the heritage point of view. The Urban Design Group as a whole is then reviewed as part of the Regulatory Services Review in year 4.

Officers from linked business units will need to be considerably involved in the process, and sufficient staff time allocated to the review.

## 5 **CONSULTATION**

The draft scope has been circulated to all Assistant Directors, other relevant officers, the Scrutiny Director and Joint Trades Union Representative for this review and its external consultee. Meetings have taken place with officers on specific issues, and these will continue. The Arts and Leisure and Museum Service management teams and museum staff have been consulted. The Cabinet Lead for

Museums has also been briefed informally. All views have been taken into consideration.

A range of consultation has informed the aim of the review:

1998 Interview based user and on-street non-user survey for Leicester City Museums Service by Heart of England Tourist Board

2000 Heritage Strategy Consultation, Leicester City Museums Service: 90 interviews with key local heritage organisations and desktop audit of 300 organisations

1998 and 2001 MORI Leicester adult residents surveys

2001 Consultation on Draft Museums Strategy

2001 Postal Survey of City and County Residents, by Prince Associates for Leicester and Leicestershire Museums Services

2000 Focus groups with groups from "hard to reach" communities by Leicester City Museums

2001 Telephone survey of local black professional workers involved in public service delivery by Leicester City Museums

A consultation programme will be developed for the entire review process

## **6 FINANCIAL AND LEGAL IMPLICATIONS**

Several of the services scoped into this review are statutory or have statutory functions, and the review will need to work within the context of their legal frameworks.

Relevant budgets of linked business units will be taken into account as part of their primary Best Value Review processes. However, recommendations may be made which will need to be taken into account as part of those review processes.

The only business unit scoped into this review in its entirety is Museums and Heritage Services. The net core revenue budget for this service in 2001/2 is £2,090,500, which is broken down as follows:

## Leicester City Museums Budget Breakdown 2001/2

	<b>staff</b>	<b>operational costs</b>
<b>Sites: curatorial and operations</b>	<b>1,175,200</b>	<b>337,400</b>
<b>Collections Support</b>	<b>82,800</b>	<b>17,200</b>
<b>Exhibitions</b>	<b>79,600</b>	<b>200,000</b>
<b>Education/Community</b>	<b>44,200</b>	<b>6,500</b>
<b>Management/Strategic Support</b>	<b>66,900</b>	<b>38,100</b>
<b>Marketing</b>	<b>26,000</b>	<b>16,600</b>
<b>TOTALS</b>	<b>1,474,700</b>	<b>615,800</b>

### **OVERALL TOTAL £2,090,500.00**

From April 2002 c. £44,000 will be redirected from the sites, curatorial and operations staffing budget to education and community staffing.

The Museums budget was increased in 1997/8 when the City took over the service, and 2001/2, but like most non-statutory services, there has been an overall decline in funding over the last decade. This reflects a national situation for museums, which is acknowledged by Central Government. The review will look at ways of raising new sources of funding to respond to today's social agenda, e.g. lottery funding, E.U. funding and central and regional government initiatives.

The Chief Financial Officer has set out the following issues for consideration in each review:

- The implications of a 2% reduction in costs
- The option for re-investing 2% in the service area
- The implications of re-aligning overall spend to comparator data where this is available

These will be examined, plus any other financial issues arising from the review process, and used to develop specific financial proposals, for recommendation to Directors' Board

## **7 PROPERTY IMPLICATIONS**

Reviewing Heritage Services of necessity includes a review of the way in which the council strategically manages and interprets its properties and sites that have heritage significance. The Review will therefore link closely with and inform the Property Best Value Review, scheduled for Year 4, as well as being a very important contributor to the development of the Asset Management Plan

## 8 **EQUALITIES**

Take up of some heritage services is low by certain sections of the community. The primary focus of the review is to enable as many people as possible to fully appreciate their heritage

A range of physical and intellectual access issues will need to be addressed, in order for the requirements of the Disability Discrimination Act to be met by 2004

Most participants in heritage activities are from ABC socio-economic groups, and the more affluent wards in the city

People from ethnic minority communities, although these now represent perhaps 40% of the local population, make only around 10% of general visits to museums

The heritage of all the city's many communities is not sufficiently reflected in museum and heritage provision, and nor is the cultural diversity of the population reflected in the workforce of council provided heritage services

The future cohesion of the city calls for more mutual interest in each other's heritages by different cultural groups, to create a sense of pride in shared heritage

Leicester has its own heritage as an East Midlands community with a remarkably long history, and also a natural heritage. Both should be valued by all its future citizens, whatever their cultural background

These and other issues will be explored in this review.

## 9 **PUBLIC SERVICE AGREEMENT TARGETS**

The Museums and Heritage Service is supporting the Public Service Agreement (PSA) target L3: *To increase participation in cultural activities by excluded groups and public access to ICT via libraries*

## 10 **SUSTAINABLE AND ENVIRONMENTAL IMPLICATIONS**

Wise use and management of heritage in all its aspects is fundamental to sustainability. Built and buried, cultural and natural heritage are key components of the environment. Sustainability and environmental issues will be important elements of the Heritage Services Review.

### **REPORT AUTHOR/OFFICERS TO CONTACT**

Sarah Levitt	Project Executive
Geoff Payne	Review Facilitator

## **Heritage Services**

### **Best Value Review Draft Scope for Consultation**

#### **1. Definition of Heritage**

*Those things inherited from the past that people wish to pass on to the future.*  
(English Heritage 1999)

Heritage is a vital aspect of everybody's lives, whatever their wealth, social or cultural background. It is about the changes in our lives, our communities, and the natural and manmade world around us. Heritage is not just about the past, but rather, things from the past that have continuing value for people today. It includes not just 'the best' of the past, or the most attractive, but all the things - which will sometimes be uncomfortable - that people think are important, and do not want to be forgotten. Moreover, "new heritages" are constantly being created, which also need to be valued.

This definition will be adopted for the review.

Heritage is linked to culture, education and the environment. It includes, to take a few examples, tangible artefacts, public and private collections, buildings, archaeological remains, documents, shared memories and traditions, art, literature, music, dance, gardens, and wildlife. Even the institutions through which we provide access to heritage are part of it in their own right, such as libraries, parks, and concert halls: often the legacy of previous generations, "proud symbols" of a great city or town.

#### **2. Why have Heritage Services?**

The council provides heritage services because caring about heritage in all its forms is a fundamental part of everybody's culture in the modern world.

In Leicester, where people from many cultures live, their heritages have enriched the city, yet it is vital for a tolerant society in the future that every heritage is equally valued. Having a heritage is a profound need. Loss of heritage, perceived loss, or lack of recognition, brings alienation. Appreciating everyone's heritage has a direct, beneficial impact on the lives of all Leicester Citizens. It gives a sense of identity, and of being valued, and so encourages positive attitudes. It thus has a direct link to the aims and objectives for regeneration, environment, education, diversity, social inclusion, health and well-being, set out in the City's community plan.

Leicester's Heritage is a resource that can be used to make Leicester a better place. Like all our resources, we have a duty to manage it wisely.

### 3. Principle of the Review

The Review has the following principle:

*In order to achieve genuine cultural diversity and social inclusion, the heritages of the city and all its communities should be available for everyone to enjoy. In particular, making heritage available at local community level through in-reach and out-reach services is fundamental if hard-to-reach groups are to be included. New partnerships need to be developed, and new funding secured, if this is to be achieved.*

The scope draws on frameworks for best practice set out in *Renaissance in the Regions, A New Vision for England's Museums* (Resource 2001) *Power of Place: the Future of the Historic Environment*, (English Heritage 2001) and guidelines from English Nature. It sets these within the context of the Community Plan, and key Corporate and Departmental Service strategies.

Heritage Services will support the Community Plan and Cultural Strategy, and thereby benefit local people, through:

- Better meeting the neighbourhood renewal agenda, by helping to build communities, and support their heritage
- More effectively promoting diversity and an inclusive society, and meeting the cultural needs and rights of individuals
- Promoting Leicester's development as a regional centre, by promoting the city centre, job creation and economic regeneration
- Promoting education, lifelong learning, and cultural excellence
- Promoting enjoyment of heritage, cultural identity and local pride as part of health and well-being
- Wise management and use of the natural and built environment, and the City's other heritage resources.

The Museums and Heritage Service carried out significant consultations and reviews of service issues throughout 2000 and 2001. Following this, a Museums Strategy, and a draft citywide Heritage Strategy, have been completed, setting out a clear agenda for improving services to local people.

#### **4. Service Issues to be addressed in the review**

*The review will consider how heritage services can be improved to achieve the objective outlined above, looking in particular at the following areas:*

1. The best frameworks to:

- Deliver quality customer services to enable local people to better enjoy and use their heritage
- Improve customer services by attracting additional funding, e.g. from Government, Europe, Heritage Lottery Fund
- Promote Leicester as a leading regional centre and visitor destination, thus creating employment opportunities

2. The staff skills and expertise needed to:

- Meet the standards expected by the general public of a leading major museum service
- Remove unnecessary professional boundaries and encourage partnership working
- Provide a customer-focused service that promotes cultural diversity, equalities and social inclusion

3. Use of Heritage to support revitalising neighbourhoods and improve the quality of life for local people through:

- Interpretation, events and activities, education work, community development and capacity building
- Helping communities to make the best use of their neighbourhood heritage, and enabling individuals to discover, value and build on their heritages
- Making the best use of heritage in the city centre and city-wide to maximise benefits for all local people

4. To mainstream equalities within the service by:

- Developing heritage provision that people feel genuinely reflects their cultural heritage and encourages participation by everyone
- Developing heritage provision that engages with Leicester's different communities to encourage participation by everyone



- Moving towards a workforce more reflective of Leicester's population, that can more easily deliver inclusive services

## 5. Strategic Context

*The review will take place in the context of the following key initiatives, and where appropriate will make recommendations for improvements:*

### **Corporate:**

- Community Plan
- Best Value Performance Plan
- Cultural Strategy
- Eco-Management and Audit Scheme
- Revitalising Neighbourhoods
- Corporate Race Equality Action Plan
- Lifelong Learning strategy
- Leicester Regeneration Strategy
- Visitor Development Strategy
- E-government agenda
- Asset Management Plan
- City of Leicester Local Plan

### **Service specific:**

- Libraries Review and Annual Plan
- Arts, Media and Broadcasting Strategy
- Museums Strategy
- Parks and Open Spaces Strategy
- Draft Heritage Strategy

## 6. Stakeholders

*The following groups of stakeholders will be involved in the review*

Service users and non-users  
 Elected members  
 Professional users and linked organisations  
 Staff

A detailed list for each group will be included in the Interim report. It is intended to involve each of these categories of stakeholder separately in order to address their individual needs from, and expectations of, the Service.

## 7. Business Units to be involved in the Review

*The following Business Unit will be directly involved in the Review:*

Museums and Heritage Services

*The following Business Units will be linked into the Review by scoping in the heritage aspects of their services*

Heritage in all its aspects is the prime focus of the Museums and Heritage Service, which will lead this review and be central to it. Other Business Units involved in recording, conserving, interpreting, and/or promoting participation in heritage, are correctly included in other reviews as indicated:

<b>Business Unit</b>	<b>Relevant Review</b>	<b>Year</b>
<b>Arts and Cultural Services</b> (e.g. Cultural Heritage, Public Art)	Arts and Cultural Services	Year 1
<b>Libraries and Information Services</b> (e.g. Records, Community and Oral History, heritage related stock, I.C.T.)	Libraries and Information Services	Year 2
<b>Parks and Open Spaces</b> (e.g. listed historic buildings and sites, natural environment, cemeteries and crematoria, archaeology)	Environmental Services	Year 3
<b>Education: Standards and Effectiveness Division</b> (Curriculum Development)	Lifelong learning	Year 4
<b>Education: Lifelong Learning Division</b> (e.g. Voluntary Projects, Youth and Community Services, Adult Learning)	Lifelong learning	Year 4
<b>Urban Design Group</b> (e.g. Conservation of Built Environment, Tree Protection, Nature Conservation and Disabled Person's Access)	Regulatory Services	Year 4
<b>Property Services: Asset Management</b> (e.g. most council owned buildings)	Property	Year 4
<b>Property Services: Operational Property</b> (e.g. Town Hall, Rowans)	Property	Year 4
<b>City Consultants:</b> (e.g. Building Conservation Services)	Property	Year 4
<b>Urban Regeneration</b> (e.g. Regeneration Areas)	Regeneration	Year 5

In addition, general recommendations from the Communications and Promotions, Customer Care and procurement reviews will be incorporated where applicable.

Mayoral and other Civic functions will also be addressed, and heritage activities of council funded organisations such as Leicester Promotions.

## **8. Scoping Issues:**

Thematic, crosscutting reviews require careful interdepartmental working, since most business units involved are part of other reviews. The Heritage Review will link into, inform and build on their reviews, giving an “overlay of added value” and an effective review of heritage activities across the whole council, rather than a duplication of effort.

The Heritage and Environmental Services Reviews both take place in year 3, and both need to address the natural and built environment, but from different standpoints. This presents great opportunities to add value to both reviews, but also calls for good communications to ensure they dovetail together without overlap.

Services to be scoped into the Heritage Services review regarding their heritage significance that will also need to be scoped into the Environmental Services review:

- Parks and Open Spaces, Cemeteries and Crematoria
- Biodiversity issues

The Heritage and Environmental Services reviews will also need to work together on issues relating to the Urban Design Group, which will be closely involved in both reviews, but which is reviewed as a business unit in year 4

## APPENDIX 2

### Project Plan for Best Value Review of Heritage Services

<b>Key Reporting Stage</b>	<u>Circulation date to Directors' Board</u>
<b>First Key Reporting Stage</b> Scoping Report and Project Plan	24 <sup>th</sup> Jan.2002
<b>Second Key Reporting Stage</b> Interim Report: Fundamental Challenge Service Profile Comparative picture Reconfirm scope Terms of reference Updated project plan	21 <sup>st</sup> March 2002
<b>Third Key Reporting Stage</b> Final Report: Evaluation (4Cs) Budget Analysis Service Assessment Recommendations Improvement Action Plan	29 <sup>th</sup> Aug.2002