



Leicester
City Council

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

FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

Cabinet

20 May 2002

**BEST VALUE REVIEW - YEAR THREE
HERITAGE SERVICES
FUNDAMENTAL CHALLENGE, FINAL SCOPE, TERMS OF REFERENCE
AND ROUTING FOR THE REVIEW**

Report of the Project Executive, Heritage Services Best Value Review

1 BACKGROUND AND PURPOSE OF REPORT

1.1 PURPOSE OF REPORT

To seek the approval of Cabinet to the outcome of the fundamental challenge stage of the review process, the final scope and terms of reference for the review and the recommended routing of the Heritage Services review.

1.2 BACKGROUND

Cabinet approved the scope for the review of Heritage Services on the 11th March 2002. This report provides an executive summary of the work undertaken since then to complete the second stage of the Best Value Review process, details of which can be found in the attached Interim Report. The Interim Report is written in a style that allows it to be used for consultation with stakeholders.

2. RECOMMENDATIONS

Cabinet is recommended to:

- (i) Agree the outcome of the fundamental challenge after assuring themselves of the case put forward
- (ii) Agree the revisions to the scope of the review
- (iii) Agree the Terms of Reference for the review
- (iv) Agree the proposed review routing

3. REPORT SUMMARY

The Review uses the concept of Heritage as the “time” dimension of our total cultural and natural environment - inherited from the past, contributed to by the present, and handed on to the future. This embraces tangible and intangible aspects of our natural and cultural past, from the earliest geological times to the present.

The Review has the following principle:

In order to reflect cultural diversity, and achieve social inclusion, the heritages of the city and all its communities should be available for everyone to share and enjoy. If everyone is to feel included, it is vital to make heritage available through services that reach out to all of Leicester’s neighbourhoods and communities.

The Interim report sections include the following:

1. The Strategic Case for Heritage Provision:

This explains why the Council provides heritage services, how they fit into the community plan framework, and highlights inequalities in service provision.

2. Service Profile:

This gives service profiles of the Business Units involved, showing how each one contributes to overall heritage provision.

3. The Comparative Picture:

This examines relevant performance indicators and benchmarking, and shows how heritage services respond to user and stakeholder expectations and to the Council’s Service Objectives for heritage. It also examines how well placed heritage services are to meet future customer needs.

4. Conclusions

This draws together the evidence and identifies key issues to address.

5. The Way Ahead

This sets out how the next phase of the review will deal with the identified issues, and proposes minor modifications to the previously agreed scope.

Appendices

These provide a range of supporting information, but in particular a more detailed analysis of museums. This is presented because the review includes a thorough operational analysis of this particular business unit, but all other business units are to be reviewed strategically, from the point of view only of their provision to customers of heritage services.

Consultation on the draft interim report

The interim report has gone through three drafts, taking into account comments received from the Cabinet Lead with responsibility for museums, Review Scrutiny Director, Core Review Team, independent consultees, Trades Unions, relevant Assistant Directors, Stakeholder Groups, Cultural Strategy Partnership, Arts and Leisure Management Team. The report as it now stands will be circulated for comment to museum staff and staff of other business units through their representatives on the core review team.

3.1 Fundamental Challenge

3.1.1 Why Leicester City Council provides heritage services

The council provides heritage services because valuing heritage in all its forms is a fundamental part of everybody's culture in the modern world. If heritage is not valued, society lacks cohesion and is not sustainable.

Leicester is the home of people from many cultures and their heritages have enriched the city. Leicester City Council needs to ensure inclusive access to heritage provision across all Leicester's communities. This is because, in an inclusive society, it is vital that every heritage is equally valued and can be shared by everyone. Having a heritage is a profound need, and new, often community - or neighbourhood-based heritages are constantly evolving. Loss, perceived loss, or lack of recognition of heritage, brings alienation, which increases the potential for lack of attainment and for crime, and undermines the building of trust and understanding between communities. 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 has a direct link to goals set for regeneration, environment, education, diversity, social inclusion, health and well-being in the City's **Community Plan**.

3.1.2 Statutory and discretionary services:

Heritage Services are not statutory as a whole; nevertheless a substantial part of the work of some business units is statutory and a number of others provide some statutory functions. The main strands of statutory heritage provision are as follows: Museums contribute to the statutory planning function through the work of the city archaeologist, and to the environmental planning function by providing the habitat monitoring programme and an identification services. Library, archive and record services are statutory as is Registration. A substantial part of Urban Design Group's work is statutory or contributes directly to the provision of statutory services under the Town and Country Planning Act 1990 and the Planning Act 1990. There is also a statutory requirement for the City Council to maintain disused churchyards, a function that is carried out by Property Services. It is a legal requirement for the Lord Mayor to chair Council meetings. All other services and parts thereof are core discretionary. It is not recommended that the level of service in any of the business units is reduced.

3.1.3 Main Service: Museums

The main service in the review is Museums, the only business unit to be fully scoped into the review. This Business Unit is not statutory. It is, however, a core discretionary service:

- It supports delivery of the Community Plan, particularly in respect of diversity, education, environment and regeneration. It does this uniquely by giving access to two and three dimensional objects which provide an outstanding record of Leicester's history, culture and environment.
- The Museums Service takes its strategic direction from the Cultural Strategy, which is a key corporate strategy
- The service is monitored in the Best Value Performance Plan under the following performance indicators:

BV 113	Number of pupils visiting museums/galleries in organised school groups
BV119c	% Residents by targeted group satisfied with Museums/galleries
BV119UM	% Users satisfied with museums/galleries
BV119NUM	% of non-users satisfied with museums/galleries
BV169A	Number of Museums operated/supported by the authority
BV170A	Number of Visits to/usages of Museums per 1,000 population
BV170B	Number of those visits in person per 1,000 population
AC15	Net Cost per visit/usage

3.1.4 Linked services

The following business units are linked to the review, because they include aspects of or relate to heritage provision in the city:

- Arts and Cultural Services
- Libraries and Information Services
- Parks and Open Spaces
- Education: Standards and Effectiveness
- Education: Lifelong Learning
- Urban Design Group
- Property Services: Asset Management
- Property services: Operational Property
- Property services: City Consultants
- Urban Regeneration
- Town Clerks: Lord Mayor's Secretariat

- *Town Clerks: Registration**
- *Sports Services**

** Business Units in italics are to be added into the scope in the next phase of the review*

It is not possible to isolate the proportion of net or gross budgets dedicated to heritage services for any of the linked Business Units because heritage is an integral part of wider activities.

3.1.5 Specific Issues relating to heritage services

A major finding at this stage of the Review is that there are a number of barriers preventing equal access to heritage services and means of delivering heritage to Leicester's neighbourhoods and communities need to be explored. The second main finding is that there are barriers to exploiting the external funding needed to develop equal access to heritage services. Issues are as follows:

Strategic heritage issues

- Business Units delivering Heritage Services do not understand each other's roles
- Lack of strategic approach to Heritage issues across the City Council; current approach is fragmented and divided into a number of different agencies, leading to external and internal customer confusion
- Heritage projects are developed piecemeal without evaluation of strategic benefit; prioritisation takes place with little input from Business Units directly delivering Heritage Services to the customer
- Potential for strategic marketing of Leicester's heritage underdeveloped
- Target-based approach tends to be problem-focussed rather than visionary
- Lack of critical mass, but Cultural Quarter will assist this
- Perception of heritage as nostalgia rather than as a resource to generate momentum for the future

Museums issues

- Lack of a comprehensive consultation strategy for Museums; more research required into what Leicester people would like to see in museums
- Museums do not adequately reflect the contribution of Leicester's many communities in terms of collections and permanent exhibitions (e.g. no museum reflects the second half of the 20th century adequately)
- There is insufficient exhibition space to meet expectations of stakeholder groups
- 90% of collections are cared for to only basic levels; collections are under-used
- High levels of documentation backlogs; thematic selection of objects e.g. by area or community group is problematic
- Need to improve physical access to Museums and other heritage provision in order to meet the requirements of the Disability Discrimination Act by 2004
- Need to improve physical, psychological and intellectual (including ICT) access to collections

- Need to increase outreach work in Museums providing access for excluded groups
- Need to embed equalities in Museum service delivery
- Need to improve retail and commercial performance

3.1.6 Decommissioning

Because of the importance of heritage provision it is assumed that the Council's Cabinet wish to continue to deliver the service at least at the current level.

Because of the importance of Museums it is assumed that Cabinet will wish to continue to deliver the service at least at the current level. It is not expected that any area of the service will be decommissioned during stage 3 of the review.

3.2 Final Scope

3.2.1 Clarification of scope

Some minor changes in wording, but not meaning, are proposed to the Scope as set out in section 5 of the Interim Report. It does, however, clarify the definition of heritage and its relationship with culture: heritage is the "time" dimension of our total cultural and natural environment – inherited from the past, contributed to by the present and handed on to the future. The scope, which has been approved by Cabinet, is cross-departmental in nature, since its purpose is to review heritage services from the public's point of view.

The Review will include an in-depth operational review of museums, as the only business unit fully scoped in. It will also strategically review all heritage provision across the city council from the public's point of view.

Both elements of this review have equal importance and will be fully addressed

3.2.2 Additional Business Units to be scoped in

Two additional services are scoped into this review:

Sports Services are included because how we deal with the heritage of sport has emerged as a relevant issue, particularly with regard to responding to cultural diversity and the importance of Leicester's sporting tradition. A formal contact with sports is needed to ensure that this is thoroughly explored

Registration of Births, Marriages, and Deaths is included because rites of passage have a strong heritage element and are a crucial part of cultural identity.

3.2.3 Education: Standards and Effectiveness Division

Heritage is implicit in many subjects taught at pre-school, primary and secondary level. Because these are inspected as part of the OFSTED process, and delivered through the National Curriculum framework, it is proposed to limit the involvement of this division to an analysis of the ways in which the formal education system in the city makes use of the city's heritage resources.

3.3 Terms of Reference

The interim report has identified four fundamental areas for improvement. These are:

3.3.1 The best frameworks to:

- Deliver quality customer services to raise awareness of heritage and enable local people to better enjoy and use their heritage
- Improve customer services
- Promote Leicester as a leading regional centre and visitor destination, thus creating employment opportunities
- Integrate regeneration and heritage issues
- Provide simpler ways for citizens to access heritage information

3.3.2 The staff skills and expertise needed to:

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

3.3.3 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 maximize benefits for all local people

3.3.4 To mainstream equalities within service delivery 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

Four task groups will be set up to address these areas. Each group will obtain and consider evidence from benchmarking, stakeholder feedback and best practice across the sector.

The work of the task groups will include a review of the draft Heritage Strategy in terms of its capacity to propose a framework for future delivery of heritage services.

In the specific case of Museums the work of the task groups will include investigation and assessment of alternative museum service delivery models (e.g. Sheffield, York) to compare how these services operate in comparison to Leicester. The groups will also take into account structures for museum service delivery outlined in *Renaissance in the Regions* (Resource 2001) and Audit Commission criteria for top ranking museums.

Each task group will produce recommendations to achieve improvements in each of the four fundamental areas.

3.4 Routing of the Review

Leicester's Heritage Services as a whole have not been fully considered strategically before, and a framework for their delivery needs to be fully developed. The real challenge is the effective delivery of relevant heritage services to the diverse population of the City. Therefore it is proposed that the Heritage Services Review follows the Service Assessment rather than the Performance Management route.

4 FINANCIAL AND LEGAL IMPLICATIONS

The following table illustrates a best estimate of the build up of gross budget in 2002/03 for Museums only, the only Business Unit within the Review that is being operationally reviewed. This reflects the cost of providing a core discretionary service.

Service	Type of service			Service Budget
	Statutory Minimum Cost £	Core Discretionary Cost £	Other Discretionary Cost £	
MUSEUMS		2,151,500		
Total Review Budget		2,151,000		

The review will take into account the objectives set by the Chief Financial Officer in respect of 2% efficiency savings. This saving represents £43,030 based on the Museums service budget.

5 EQUALITIES IMPLICATIONS

As indicated above there are issues around the effective delivery of relevant heritage services to the diverse population of the City. Not everyone feels included or fully included in heritage provision. Leicester has high levels of multiple deprivation (low levels of attainment, high crime, high unemployment) in some areas. Neighbourhood heritages in Leicester are under-developed; yet heritage can make a genuine contribution to improvements in these areas.

6 SUSTAINABLE AND ENVIRONMENTAL IMPLICATIONS

Heritage includes both the natural and man-made environment and therefore safeguarding the environment and environmental sustainability are key elements to be considered in this review.

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