



BACKGROUND PAPER

Arts indicators for local government Valuing, planning for and measuring cultural vitality in Australia

.....

Abstract:

This paper presents a set of arts indicators for local government, developed particularly for Australia. It includes a brief overview of the emerging international literature around arts and 'cultural' indicators, focussing particularly on work that has informed the current project, especially that of Maria Jackson and colleagues from the USA. This framework has been developed primarily to measure the contribution of the arts to the cultural vitality of local communities. It takes as a starting point the values explicated in Hawkes (2001), that cultural vitality is as important a dimension of sustainable communities as the other dimensions of economic viability, social equity and environmental sustainability. The framework has four major categories of indicators; presence of opportunities to participate in the arts, rates of participation, support arts activity and outcomes of arts activity. The first such initiative in Australia, this framework is undergoing extensive discussion and redevelopment throughout 2010.

Introduction

This paper proposes a set of arts indicators for local government in Victoria, Australia. This framework is the Cultural Development Network's response to requests from the local government cultural development sector for better ways to plan and measure their own activity in the arts, as well as a way of measuring progress the cultural vitality of their local government area. This draft framework has been discussed by stakeholders in Australia during 2010 and a revised version is being presented at the ICCPR Conference.

This framework draws on the international literature around arts, and more broadly, cultural, indicators, and the Cultural Development Network's own initiatives including the writings of Jon Hawkes and public discussions since 2007. This framework operates from the perspective that arts is one indicator of cultural vitality, and that cultural vitality is one of the four essential domains of public policy, along with economic viability, social equity and environmental sustainability (Hawkes 2001). Values underpinning local government's work in the arts, and more broadly, cultural development, reflected in this framework are; encouraging creativity, welcoming diversity and respecting heritage.

Four categories for measures of the arts are proposed;

- Presence of opportunities to participate in the arts
- Rates of participation in the arts
- Support for the arts
- Outcomes of arts participation, on cultural, social, economic and environmental dimensions.

A detailed framework around these four categories is presented to assist local government to work out what aspects of their work in the arts should be measured, how these could be measured and what impact their activities could make towards desired outcomes.

Definitions of 'arts', 'culture' and 'cultural vitality'

There are many and contested definitions of the word culture. Cultural researcher John Holden, for example, defines culture as, 'the arts, museums, libraries and heritage that receive public funding' (2006). This definition corresponds with the primary concerns of arts bodies of state and national governments in Australia and in some countries internationally, particularly England. In the wider government context, and also in local government in Australia, the terms 'arts' and 'culture' are often used interchangeably.

This paper applies a much broader definition of culture, based on Jon Hawkes' description of culture as *the social production and transmission of identities, knowledge, beliefs, values, attitudes and understanding; as well as, the way of life, including customs, codes and manners, dress, cuisine, language, arts, technology, religion and rituals; norms and regulations of behaviour, traditions and institutions. Therefore, culture is both the medium and the message – the inherent values, means and the results of social expression'* (Hawkes, 2001).

Arts are therefore, one aspect of the wider dimension of culture. In this paper, arts will be defined as any form of visual, performing, media, literary or interdisciplinary arts, made by or for any members of any community at any level of skill and intention. However, in the article to follow, the terminology used by the author of each article is respected, even when the terms used conflict with this perspective.

This paper will assume Hawkes' very broad definition of cultural vitality, that it is *robust diversity, tolerant cohesiveness, multi-dimensional egalitarianism, compassionate inclusivity, energetic creativity, open minded curiosity* (2001, p. 23).

Community indicators engagement with culture

Over the past decade, there have been significant developments with indicators of progress, addressing issues of well-being far beyond the traditional economic measure of the Gross Domestic Product. The OECD's 2009 World Forum in Korea, 'Statistics, Knowledge and Policy', discussed the development of paradigms to measure progress considering economic, social and environmental perspectives (www.oecdworldforum2009.org). For those who consider the cultural dimension an essential aspect of community progress, it is disappointing to observe that there is little or no focus on the cultural dimension in most of these indicator sets, reflecting a lack of valuing of all aspects of culture and within it, the arts, in public planning and policy. Jackson et al (2006) comment on this absence in most sets of community indicators in the USA, with exceptions including the National Neighbourhood Indicators Partnership in Seattle, Boston and Philadelphia and other projects in Chicago, Washington DC and California.

This lack of attention to the cultural dimension also occurs in Australian indicator initiatives. The inaugural Community Indicators Summit in 2009 attracted 170 delegates, indicating the significant and growing interest in the topic. Keynote speaker Jon Hall, Manager of the OECD Global Project on Measuring the Progress of Societies, discussed a large range of indicators that participants were agreeing as important to measure. These include well-being, ecosystem conditions and governance (Hall, 2009). Within Hall's presentation the cultural dimension was considered as a subsection of the social dimension, but otherwise there was little consideration of the cultural dimension at the conference. No speaker listed it as a priority, nor was there any intention discussed to move forward with data or measurements. During discussion about this absence, one major limitation seemed to be the

challenge of measuring the cultural dimension. The ABS summary, *Measures of Australia's Progress: Summary Indicators, 2009* includes no mention of the cultural dimension. (ABS 2009)

One current community indicator framework from Australia that identifies the value of the cultural dimension, including arts participation, is the Community Indicators Victoria framework for community well-being in local government.

Community Indicators Victoria's engagement with culture

The Community Indicators Victoria initiative began in 2005 to facilitate stronger evidence-based decision making in local government, with a focus on community well-being. It provides data for the whole state of Victoria right down to a local level, on 75 indicators. These are divided into five major domains, social, economic, environmental, governance and cultural, with the cultural dimension delineated as 'Culturally Rich and Vibrant Communities'. This data allows comparisons between councils or regions, and future iterations will also allow comparisons over time for individual councils and regions. As CIV's scope is very broad, it includes a modest amount of focus on every topic. It does, however, contribute some valuable data for cultural planning, including questions under the heading of culturally rich and diverse communities about diversity, (community acceptance of diverse cultures), leisure and sporting opportunities. It includes data specifically about arts participation: perceived opportunities for arts participation in communities and the level of individual arts participation.

CIV data about the arts was gathered from responses to two questions in a statewide telephone survey:

a) *Do you agree or disagree that there are enough opportunities in your local area for you to participate in arts and related activities?*

b) *In the last month have you done any of the following activities?*

1. *Painting or drawing*
2. *Other art or craft activities*
3. *Playing a musical instrument*
4. *Singing*
5. *Other types of performing, for example acting or dancing, or*
6. *Creative writing*

(Community Indicators Victoria, 2006)

There were some challenges with data about the arts gathered through the CIV project, include the limitations of a phone survey that included a large number of questions on diverse topics. As well, it is possible that definitions of the arts used may not have been sufficiently inclusive to cover all possible arts participation experiences. People from culturally and linguistically diverse communities and Indigenous people, for example, may not consider culture-based activities that include arts as 'arts activities' as described above. Young people who use computer based programs to make music may not consider that they are 'playing a musical instrument'. Therefore it is possible that some respondents who do participate in the arts may not have answered 'Yes' to the questions. Because of the large scope of the CIV project, its contribution to any one area cannot be comprehensive. There are many more questions about the arts that specialist practitioners might want to know that could not be covered in this broad survey.

A second survey to be undertaken in 2010 will include redeveloped questions on the arts. Improvements such as refined definitions of the 'arts' and 'participation' are likely to improve the quality of the data in a number of ways. Alignment of definitions of the arts with those

used in other data collection strategies, such as ABS and arts funding bodies, should result in data that is more complementary and comparable with other existing data sets. Definitions of 'arts' that reflect contemporary community experiences, and definitions of 'participation' that include all possible participatory roles, may contribute to truly representative responses.

While there has not otherwise been a strong focus on the cultural dimension in community indicator frameworks, there has been progress regarding cultural indicators nationally and internationally over the last decade.

Cultural indicators from Agenda 21 for Culture, United Cities for Local Government

Agenda 21 for Culture, the Commission for Culture of United Cities for Local Government, the international peak body for local government, published a discussion paper on cultural indicators in 2006. This document, taking the broadest definition of culture, noted that there is much work to be done on local cultural indicators and that current initiatives lack consensus. However it posited that development of an indicator framework is essential if culture is to be consolidated as one of the pillars of development. A framework to help local government clarify the conceptual bases of cultural policies was proposed to become a first step in the progress towards local cultural indicators. Topics proposed for consideration were;

- description of municipality: organisational structure and budget (%) for culture.
 - cultural infrastructure and cultural practices
 - culture and social inclusion
 - culture, territory and public areas
 - culture and economy
 - governance of cultural policies
- (Agenda 21 for Culture, 2006, p. 5).

UCLG's Committee for Culture has committed to a development of this preliminary framework into a set of indicators over the next few years, although is, as yet, not able to report on progress.

Canadian initiatives about cultural indicators in local government

Canadian local government researcher Nancy Duxbury's 2006 paper provided a comprehensive international perspective on cultural indicators for local government. Duxbury addresses an issue that is common with development of indicator frameworks; the relative prioritisation of inputs, outputs, and outcomes. She comments that inappropriate emphasis is often placed on the *quantity* of inputs, with insufficient assessment often made about the *quality* of those inputs. The need to measure outputs and assess outcomes (outputs are short-term only; outcomes relate to the results of providing those outputs) using both quantitative and qualitative data was discussed. Duxbury advises against developing too many indicators; a smaller amount of more useful information being more effective for ongoing success. This article also included a comprehensive report on a national initiative to develop local level cultural indicators for Canada. While this project generated much interest in indicators for Canadian local government and a strong direction, as yet no particular strategy or well developed practice seems to have emerged.

Cultural indicators in New Zealand

Local government in New Zealand has been working with a four pillars approach since 2002; focussing activities around four aspects of 'well-being'; economic, environmental, social and cultural. A document on *Cultural Well-being indicators*, (Ministry of Culture and Heritage, 2006) details indicators developed by councils across the nation. This framework takes a

broad view of culture, with much attention focussed on Maori cultural issues, including language, heritage and education. Many of these indicators are relevant to the current discussion and ideas have been included in the framework to be presented below.

New Zealand's national government has taken a leading role internationally with the release of its second set of National Cultural Indicators (Ministry of Culture and Heritage, 2009). This framework identifies the cultural dimension as a vital aspect of all public policy, with 'cultural aspects of development... (sitting) alongside the economic, social and environmental dimensions of sustainability'. It also identifies the value of growth and development in the cultural sector for its own sake, as well as the 'positive social and economic side effects'. These indicators also have a strong focus on culture, in a nexus between its aesthetic and anthropological definitions, with many indicators reflecting Maori cultural concerns.

Indicators are organised around outcome themes of;

- engagement
- cultural identity
- diversity
- social cohesion and
- economic development , through the arts

The indicator framework described in this paper aimed to *provide high-level measures of the effectiveness of government policy interventions in the cultural sector, enable linkages to be made with indicators in other sectors of the economy, provide measures of the contribution of cultural activity to the social, environmental and economic well-being of New Zealanders, provide a benchmark against the 'status' of cultural activity in New Zealand which can be monitored over time and contribute to meaningful debate about the role, value and function of culture.*

This 2009 document is a significant development of the first iteration from 2006, as more data fields are populated and the second phase provides the opportunity for comparison over time.

While this framework provides some inspiration for Australian local government, the situation is not directly comparable, particularly because of the emphasis on Maori cultural issues; Indigenous people comprise a much smaller percentage of Australia's population than do Maori in New Zealand, while the population percentage of people from other 'cultures' (anthropological) is much higher in Australia, leading to a significant diversity of 'cultural' (aesthetic) interests.

Cultural indicators for Australia

In Australia the publication of a set of national cultural indicators is pending. The Statistics Working Party of the Australian Cultural Ministers Council has been developing a framework that may be available in 2010. These, however, may not be particularly relevant to local government, being concerned more with national 'high-level' rather than local indicators (Morton 2009). No other information about this initiative is available publicly at the current time. There seems to be no other currently accepted and operational indicators frameworks for the arts within local government in Australia.

Hawkes' approach to indicators for Australian local government

Hawkes (2001) investigated international developments in cultural indicators, particularly those that shared his values around the prioritisation of cultural vitality in public policy and planning and the importance of citizen participation in the making of culture. Based on this investigation, he devised a long list of arts indicators ‘to track progress towards a desired future’ (p. 57). The main focus of these is the connectedness of the arts community to the wider community and the development of opportunities for active engagement in arts practice. Hawkes developed these concepts further in 2006, in response to an invitation to comment on arts indicators being developed for the Community Indicators Victoria well-being framework. He proposed that indicator frameworks include a grid, of categories; *infrastructure*, *opportunities* and *action* considered against categories of means of arts engagement; *learning skills*, *actual making*, *public presentation* and *observing others* (Hawkes 2006). Hawkes’ work has strongly informed the framework being presented in this paper.

Jackson’s framework for cultural vitality, USA

A framework of cultural indicators that has much in common with Hawkes’ conceptualisation is Jackson et al’s *Cultural Vitality in Communities: Interpretation and Indicators* (2006). This developed out of an earlier project, *Culture Counts in Communities* (2002) by researchers from the Washington DC based Urban Institute. Jackson et al do not distinguish arts from culture in their definitions, and consider participation in its broadest sense, in the multiple ways people participate in arts and cultural activity— as practitioners, teachers, students, critics, supporters, and consumers.

This group’s work is concerned with measuring cultural vitality, described ‘as evidence of creating, disseminating, validating, and supporting arts and culture as a dimension of everyday life in communities’ (2006, p. 4). The framework considers active and receptive participation in the arts as important aspects of culturally vital communities, and that cultural vitality should be considered for its own sake, rather than only for its contribution to other agendas: ‘a *healthy place to live includes opportunities for the arts, culture and creative expression*’ (2006, p. 4).

The framework includes four domains of cultural activity to provide a comprehensive picture of community cultural vitality:

- the presence of opportunities to participate
- participation in its multiple dimensions
- support systems for cultural participation
- impacts of arts and culture (2006, p. 14).

Jackson presents these first three domains to be used as indicator measurements that contribute to a more comprehensive understanding of impacts of arts and culture (the fourth domain). These indicators are comparable across communities and over time.

This project also discusses issues with data collection and provide solutions for the American context. Jackson’s indicators are based on quantitative data that is publicly available, free or at minimal cost. Possibilities for data sources for future developments are discussed, especially data that is qualitative or pre-quantitative documentation of phenomena of interest. She suggests that this might be available from anthropological and ethnographic studies of arts and culture in communities.

This framework seems very useful to the Australian local government context, as it has been successfully applied in several communities in the USA, resulting in sets of comparable data that have not traditionally been part of cultural indicator considerations; particularly those

about active participation in the arts. It operates from values similar to those of the Cultural Development Network, as explicated in Hawkes (2001), that cultural vitality is as important a dimension of sustainable communities as the other dimensions of economy, society and environment. Categories used by Jackson et al correspond closely with those proposed by Hawkes, and they provides a framework to measure outcomes against values espoused by CDN and shared with many local government cultural development programs in Australia; that,

- the making of art be an everyday activity amongst communities
- the value of making art together be embraced by agencies and organisations that work with communities
- all spheres of government develop policy and resources to support independent community cultural activities

What are indicators for?

In order to develop a useful set of indicators, it is essential that the purpose of these be clear. Most of the established indicator frameworks discussed above share an intention to develop data about culture, including the arts, that allows consideration of change over time or comparative change. The New Zealand government describes indicators as

high-level, summary measures of key issues or phenomena that are used to monitor positive or negative changes over time. The evaluative nature of indicators distinguishes them from the descriptive nature of statistics. One of the key purposes of indicators is to reduce the large volume of statistical information available to a small number of key measures that allow trends to be monitored' (2009 p. 4).

Christopher Madden, in his report on cultural indicators for IFACCA (Madden, 2005), cautions that data of itself can be meaningless without a context; the task of indicator framework is to provide a context through which data can be made meaningful. So, for example, as estimation of the numbers of people employed in the cultural sector is not an indicator, because it does not tell us whether the level of employment is high, low or about right; it needs further information. Similarly, statistics that compare people employed in culture in one country with that of another is also meaningless if no account is taken of population differences and other factors. Data trends that show increases or decreases over time are also incomplete unless the changes are compared with the rate of growth or reduction in employment generally in the country.

Indicators are vital for effective planning, as Colin Mercer comments:

For governance to develop its own system of notation and therefore a responsive particularity, there is a real need for a new suite of specifically cultural benchmarks, objective (how many museums) and perceptual (do we want to go, feel comfortable and included there?) which can be assessed by stakeholders and act as publicly-owned performance indicators for government programmes (2009, p. 201).

Community Indicators Victoria discuss local government's need for indicators that are responsive, can tell them what is changing and provide early warning signals, and help local government and communities to know what is working and what isn't (CIV 2009).

Duxbury (2006) provides a list of possible practical uses of cultural indicators suggested by Canadian local government participants in a workshop process. These can be summarised as;

Advocacy and policy uses;

- raising the profile and understanding of an issue (inside local government and in the community)
- a tool for community mobilisation, especially if indicators can be accessed by community organisations
- defending the culture budget
- demonstrating need; for example with cultural infrastructure, to recognize need for space, place, and access
- providing a tool for leveraging funds from other levels of government, private and philanthropic sources
- enabling benchmarking among different municipalities; comparative discussion points for further investigation/actions

Planning and practice uses;

- developing business cases for initiatives/proposed actions
- determining budgets, reallocating budgets, setting expenditure levels
- program development (e.g., indicators based on artist incomes and rising housing costs helped argue the need for affordable space for Vancouver's artists if the municipality wished to keep them in the city, which led to re-zoning to create work live space for artists, among other initiatives)
- program evaluation – assessing effectiveness of initiatives. However, because indicators generally provide a long-term view of what's going on, how much can be attributed to government programs?
- accountability – public accountability for dollars invested, reporting program result
- profiling and tracking economic and social impacts, such as of neighbourhood revitalization.

Indicators can also be used as part of regulatory frameworks. The recent Inquiry into Local Government Performance Measurement conducted by the Essential Services Commission (ESC) sought to develop a new performance monitoring framework for local government in Victoria. In their response to the ESC's public submission process, Community Indicators Victoria argued that community indicators, which include arts questions, should be included in such a framework, because they are measures of outcome effectiveness that are critical for local governments in the 21st century (CIV 2009). CIV argue that what is measured is more likely to be achieved. The Municipal Association of Victoria, on the other hand, opposed the inclusion of additional dimensions in a performance monitoring framework, arguing that the extra work for councils in reporting against non-essential activities would outweigh the benefits (MAV 2010). In its final report, the ESC has advised that cultural measures ought not to be included in a regulatory framework because the range and diversity of cultural activities varies widely across councils (ESC 2010).

In summary, arts indicators for local government can have numerous functions. They can support the work of local government in advocacy, policy making and evaluation and program planning and evaluation, by;

- ensuring that culture, and the arts can be measured, and therefore considered in broader regulatory or measurement frameworks
- making data meaningful; reducing statistical information to key measures that allow trends to be monitored over time and or compared between contexts
- providing benchmarks, objective and perceptual, to measure performance of programs

As at 8.6.10

- monitoring of trends over time to assist governments and communities to know what is working and what isn't
- allowing comparison between contexts, which in turn can assist with understanding performance of programs .

The essential qualities of indicators, as described by the New Zealand government, are that they must be;

- relevant to the outcome of interest
- grounded in research
- statistically sound
- able to be disaggregated
- timely
- based on broad support and interest and
- consistent over time.

(Ministry for Culture and Heritage New Zealand, no date, p. 5)

Challenges in the progress towards arts indicators

There are many challenges in the progress towards useful arts indicators. IFACCA's 2005 international review reported many difficulties with existing frameworks (Madden 2005). These included confusion about what indicators are, lack of quality data, unwieldy frameworks and vague policy objectives, questions about relevance to policymaking and program delivery, differences in approach and lack of contact between agencies developing them.

While most of these frameworks are called 'cultural indicators', in fact, they are most only measuring arts, rather than 'culture', or culture in its narrowest definition, as per Holden's previously mentioned definition (2004). For indicators to be truly 'cultural', they would need to be much broader than measures of arts participation.

As discussed earlier, there is a lack of consideration of the cultural domain in broader public policy, and correspondingly, in community indicator projects. There is also a lack of data about arts and arts participation from which indicators could be drawn (Mulligan and Smith 2007, Dunn and Koch 2006), and until recently, data collection has been concentrated much more around receptive participation in the arts (as measured by attendance at institutions such as museums and art galleries), than active participation.

In contrast, professionals working in other state or local government sectors base decisions on well established data sets and agreed parameters of community needs. For example, community planners have extensive data provided through the CIV initiative, and sport and recreation planners are well served by state government Sport and Recreation departments who prioritise participation, that is, 'active 'playing' participation which does not include coaching, refereeing and spectating' and value this as one of their primary goals. These departments develop strategies and resources and collect data about community participation in sport (Australian Sports Commission 2010).

Dwyer (2008) discusses challenges with collection of data about the arts, particularly in relation to people outside the sector for whom statistics provide assistance with decision making. Her research indicated that the values of economic planners and community developers are so different, from each other, and from those in the arts sector, that they require different data about the arts. And both groups are sceptical about the value of data that doesn't relate to their identified goals. Dwyer recommends aiming for collection of arts related data that can be used for dual purposes, so that it can be useful for sectors of local government with different agendas.

Data about arts from the Australian Bureau of Statistics and Australia Council

Despite the challenges with data availability, there is much data about arts participation that could be used in the development of indicators. In addition to the CIV data about participation mentioned earlier, the Australian Bureau of Statistics, through the National Centre for Culture and Recreation Statistics, working with the Cultural Ministers Council, has developed a substantial body of data about culture, including participation, attendance, expenditure and the activity of businesses operating in the fields. The ABS 2006 survey *How Australians Use Their Time* (ABS 2006) measured average time spent on selected culture and leisure activities. However as 'arts and crafts' were not differentiated from games and hobbies this data is not particularly useful about arts participation. The ABS survey *Attendance at Selected Cultural Venues and Events* also provides data about attendance at cultural venues and events, including libraries, museums, various categories of music and performing arts performances and cinemas (2005-06).

Other relevant ABS data sources includes *Survey of Children's Participation in Cultural and Leisure Activities* (2006), *Aboriginal and Torres Strait Islander Australians: Involvement in Arts and Culture* (2008), *Work in Selected Culture and Leisure Activities* (2007), *Employment In Cultural Occupations By Cultural Industries* (2006), *Voluntary Work* (2006), *Cultural Participation by Persons with a Disability and Older Persons, 2003*, *Cultural Funding in Australia – Three Tiers of Government* (2004–05). This data is available at a local government level and even smaller divisions, collector areas of about 300 responses making it useful for within and between LGA comparisons. This data does not include any measures of social impacts of arts participation, other than economic.

www.abs.gov.au/ausstats/abs@.nsf/featurearticlesbytitle/8CE6FDBD92C79351CA2574E900133911?OpenDocument

The Australia Council's new *Participation in the Arts* report (2010) provides nationwide data about participation in the arts, focussing on both receptive (attending and consuming arts as an audience member) and creative participation (active making of arts). Topics for data collection in this nationwide survey include attitudes towards the arts, community's support for the arts, interest in indigenous arts and use of internet as a tool for the arts. However the sample size for this study is relatively small (less than 400 respondents in Victoria), so no breakdown by LGA is possible.

www.australiacouncil.gov.au/research/arts_participation/reports_and_publications/apr

Presenting a framework for arts indicators for Australia

As international interest and expertise in cultural indicators develops, so too has interest from local government in Australia. CDN regularly receives requests from local government staff who seek resources and advice on this topic. As yet, no well considered framework of indicators for local government in Australia has been available. An increasing number of cultural development managers are working towards more strategic and evidence based operations, and are interested to expand their ability to examine impacts of their work, reflect on change over time, either about their own work, or that of the activity of the wider arts sector in their LGA, or the experiences of their citizens (Morgan Dethick 2009, Pagram 2009). The City of Melbourne has instigated its first foray into development of cultural indicators in a partnership with the Cultural Development Network on the night culture of the city.

In response to this interest, CDN has been considering cultural indicators for some time. In 2007, a workshop on this topic was led by Professor Mike Salvaris, an indicator expert involved with the CIV project and with OECD's development of indicators, particularly those related to civic participation and democracy. A preliminary list of indicators was derived from

discussions at that workshop attended by 40 participants including representatives from local and state government, arts organisations and artists (Salvaris 2007).

The framework being proposed draws primarily from Jackson et al (2006), and also from Hawkes, (2001 and 2006), Agenda 21 for Culture (2005) and Salvaris (2007). It is based on the premise that the primary focus of the cultural development sector of local government is the enhancement of cultural vitality. Taking Jackson et al's (2006) definition of a culturally vital community as one in which there is evidence of the creation, dissemination, validation and support of arts and culture as a dimension of everyday life, one way that cultural vitality can be measured is through considerations of creation, dissemination, validation and support of arts and culture. There are also significant contributions that the arts can make to other dimensions of local government's responsibility towards their communities, including social equity, economic viability and environmental sustainability. These are also considered in the present framework.

Four categories for measurement of the arts are proposed;

- Presence of opportunities to participate in arts activity (p. 13-18)
- Rates of participation in arts activity (p. 19-26)
- Support for arts activity (p. 27-31)
- Outcomes of arts participation, on cultural, social, economic and environmental dimensions. (p. 32-33)

These categories of the arts are listed against a second axis of categories;

- **Values and goals:** what are the values and goals the council (local government authority) seeks to progress towards?
- **Indicator for whole council area (general):** what are indicators of progress towards this goal, whether or not they are within the control of the council?
- **Indicator for whole council area (specific):** how, specifically, could this progress be measured?
- **Possible data source/s:**
 - available data source
 - data available but would need effort to collect
 - data sources not yet identified
- **Council action:** what action could council take to progress towards this goal?
- **Team or individual worker's contribution:** what action could a staff team or individual worker take to contribute towards the council's action?

The **values and goals** column includes aspects of councils' responsibilities to which the particular arts indicator seems most pertinent; whether it be cultural vitality, social equity, economic viability, and environmental sustainability. Three specific values related to the arts are suggested;

- **encouraging creativity:** mostly about the future, where we are going - new ideas, new expressions, creative exploration through the arts
- **welcoming diversity:** mostly about the present, where we are now – all the different ways people currently engage in the arts, different artforms, contexts, settings, cultures, production styles/values
- **valuing heritage:** mostly about the past, where we have come from – history, stories, traditions, rituals, memory,

This paper includes a selection of a larger number of indicators that have been developed. Many more indicators are proposed than any individual council would wish to apply.

Decisions would need to be made about which indicators are most appropriate given the values councils have identified for their communities and goals they have set for their own work. However, as Jackson points out, a range of indicators are required as, 'the relative standing of a city's cultural vitality can change substantially depending on which element of cultural vitality is being compared' (2006, p. 11).

These indicators have been created to be commensurate with SMART planning principles, ie. specific, measurable, agreed upon, time-based and realistic within constraints (Haughey 2010). The data column includes possible sources of data. Many of the indicators would require data that as yet is not available easily. The creation of indicators for which there is not yet easily available data presents significant challenges. Jackson et al (2006) avoided this dilemma by only proposing measures for which there are currently existing and accessible data sources. However, the current framework seeks to include all possible useful indicators, which would then have to be followed by decisions about how these could be measured. Until the question is known, there is no chance of finding answers. One possible strategy for obtaining data that doesn't yet exist would be to influence those collecting data, such as the Bureau of Statistics, to ask questions that provide the most useful answers. Other possibilities are influencing councils to include useful questions about arts participation in current data collection strategies.

In conclusion

This paper has presented a draft framework of arts indicators being developed for local government in Victoria, Australia. A process of discussion and refinement is being undertaken with stakeholders throughout 2010, with the intention that a workable and useful framework eventually be established to assist local government in their work with communities through the arts.

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or individual worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	--

1. Presence of opportunities to participate in the arts

Measure: number per 1000 population in LGA (local government area), per year, where not otherwise stated;

Council financial data: per percentage of overall revenue, where not otherwise stated

VALUES/ GOALS what are the values the council seeks to progress towards?	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action what can council do to contribute toward this LGA wide goal?	Indicator of council action: how could council's contribution be measured?	Team or individual worker's contribution: what can a staff team or individual worker do to contribute towards council's action?
1a. A culturally vital community: <i>encouraging creativity</i> <i>welcoming diversity</i>	Local residents perceive that there are opportunities to participate in the arts	Local residents (broken down by age, gender, income, cultural background, location) report that there are opportunities for people from their community to participate in arts activity Specifically: which artforms: (visual, performing, media, literary, interdisciplinary arts) In which roles? (practitioners, teachers, students, critics, supporters, and consumers).	Survey: Community Indicators Victoria	Council values opportunities for local residents to participate in arts.	Council plans (Arts Plan, Council Pan) specifically identify opportunities for local residents to participate in arts as a value and a goal.	
1b. A culturally vital community: <i>encouraging creativity</i> <i>welcoming diversity</i>	Local residents perceive that there are accessible and inclusive opportunities to participate in the arts	Local residents report that there are accessible and inclusive opportunities for people from their community to participate in arts activity. Accessible and inclusive practices are evident in arts activity; -no./ percentage locally advertised arts activities	<i>survey</i> Council arts directory local paper advertising	Council values accessible and inclusive opportunities for local residents to participate in arts.	-Council plans (Arts Plan, Council Pan) specifically identify accessibility and inclusivity as priorities for local residents' participation in arts. - council funding for projects or organisations includes requirements that they include pro-active accessibility and inclusion approaches	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
		directed to a particular community group -no./ percentage locally advertised arts activities specifically intended for more than one community group -no./ percentage of locally advertised arts activities that mention access or inclusion efforts				
1c. A culturally vital community; encouraging creativity	Presence of arts-related organisations (e.g., museums, performing arts centres, artists' studios);	-no. commercial arts venues- galleries, live music venues, clubs, studios -no. non-profit arts venues; arts centres, co-ops, etc. -no. public arts venues- (council or state govt owned), museums, galleries, performing arts centres, artists' studios. Detailed questions: - annual budget - function within the arts sector - facilitation of amateur and professional practice - links to other entities w'in and outside cultural sector	Council arts directory; peak body data eg. Commercial Gallery Assoc, PGAV, Museums Aust ABS 2003–04 Museums and Libraries survey re income; 2006–07 Performing Arts Survey; TV, Film and Video Production and Post-Production Services, 06–07 Arts Vic 2006- 2007 Small Arts Orgs survey	Promotion -listing in council arts directory - advertising in council publications Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of staff -support by council staff and councillors -provision prof. devel activities or networking for group members	-no. arts orgs in council arts directory -no. ads or editorial about arts orgs in council publications (electronic and hardcopy) -amt council funding for arts orgs -no. hrs yr council provided venue -no. hrs yr council supported venue -no. council provided staff -no. hrs yr council- provided support -no. meetings attended - no special events attended - no hrs yr direct support- advice, referral, advocacy -no. prof develp't networking opps provided by council; -no. attendees/yr	
1d. An economically viable community	establishments or venues in the nonprofit, commercial, and public sectors where a wide range of arts	no., type and capacity of commercial venues no., type and capacity of non-profit venues	Council arts, business and community directories.	Promotion -listings in council arts, business or comm directories advertising in council pub'ns	No. orgs listed in council arts, business or community directory No. ads or editorial about orgs in council pub'ns (electronic, hardcopy)	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
A culturally vital community <i>encouraging creativity</i>	participation occurs— creative and receptive participation, amateur and professional, formal and informal	no. and type of public venues types of participation; <ul style="list-style-type: none"> creative and receptive amateur and professional formal and informal 	local paper listings	Support -provision of cash -provision venues in-kind -provision venues for hire -provision of staff -council staff and councillor input -provision of prof devel't activities or networking for group members	-amt council funding given for orgs -no. hrs yr council provided venue - no. hrs yr council supported venue no. hrs yr council provided support -no. of meetings attended - no of special events attended - no of hrs per year of direct support-advice, referral, advocacy -no of prof devel't/ networking opps provided by council; - no. attendees yr	
1e. A culturally vital community <i>encouraging creativity welcoming diversity respecting heritage</i>	Short-term and episodic arts venues and events such as festivals, community celebrations, parades, or arts and craft markets,	-no. festivals -no. community celebrations -no. arts and craft markets and no. stallholders -no. other community celebrations, eg. religious	Council arts, events and community directory listings. Police data ABS Performing Arts Survey 2002-2003	Promotion -listing in council arts, event or comm directory -advertising in council pub'ns Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of staff -support by council staff and councillors -provision of prof devel' or networking opps for members	-no. events in council arts, event or community directories -no. ads or editorial about orgs in council publications (electronic and hardcopy) -amt council funding for orgs -no. hrs yr council provided venue -no. hrs yr council supported venue - no. staff provided -no hrs yr council provided support -no. of meetings attended - no of special events attended - no of hrs per yr direct support-advice, referral, advocacy -no. prof developm't or netwprking opps provided by council; no. attendees per yr	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
1f. A culturally vital community <i>welcoming diversity</i> <i>valuing heritage</i>	culturally specific associations or businesses offering or hosting cultural programs	no. of organisations, no. of events	Council arts, events, business, community directories. -multicultural peak bodies, eg Ethnic Community Councils, interfaith network -Multicultural Commission funding	Promotion -listing in council arts, event or comm directory -ads in council publications Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of staff -support by council staff and councillors -provision of prof devel't or networking opps for members	-no. events in council arts, event or community directories -no. ads or editorial about orgs in council publications (electronic and hardcopy) -amt council funding for orgs -no. hrs yr council provided venue -no. hrs yr council supported venue -no. staff provided -no. hrs yr council provided support -no. of meetings attended - no of special events attended - no of hrs yr direct support- advice, referral, advocacy -no. prof devel't or networking opps provided by council; -no. attendees per yr	
1g. A culturally vital community <i>welcoming diversity</i> <i>valuing heritage</i>	Indigenous specific associations or businesses offering or hosting cultural programs	no. of organisations, no. of events	Council arts, events, business, community directories. -Indigenous peak bodies -Indigenous specific funding	Promotion -listing in council arts, event or community directory -ads in council publications Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of staff -support by	-no. events in council arts, event or community directories -no. ads or editorial about orgs in council publications (electronic and hardcopy) -amt council funding for orgs -no. hrs yr council provided venue -no. hrs yr council supported venue -no. staff provided -no. hrs yr council provided support	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
				council staff and councillors -provision of prof devel't or networking opps for members	-no. of meetings attended - no of special events attended - no of hrs yr direct support- advice, referral, advocacy -no. prof devel/netw'g opps provided by council; -no. attendees yr	
1h. Culturally vital com'ty <i>Encouraging creativity</i> Envir'llly sustainable community	Public spaces especially suitable for arts activity	- no. spaces -estimated usage- events per yr	Council ?	-expenditure on construction, maintenance -existence of percent for arts policy - enforcement of percent for arts policy	-amt spent on construction and maintenance of public space -amt spent on public arts in public space (% of council budget) -no. developments initiating or funding public arts	
1i. A culturally vital community <i>Encouraging creativity</i> Economically viable community	Formal and informal arts districts, and neighbourhoods where artists congregate	no. and type of districts; no. and type of artists living and working there	Council National census data re artists	Promotion -listing in council arts, event, business or community directory -advertising in council pub'ns Support -spending on neighbourhood development arts districts -financial incentives for establishment of arts districts -support by council staff and councillors -provision of prof devel't or networg activities fr artists	-no. listings in council arts, event, comm or business directories -no. ads or editorial about districts in council publications (electronic and hardcopy) -amt council spending on cultural districts -amt leverage of other spending on cultural districts. (eg \$ for \$ funding) -amount financial incentives for cultural districts no. hrs yr council provided support -no. meetings attended - no special events attended - no hrs yr direct support- advice, referral, advocacy -no. prof developm't or networking opps provided by council; -no. attendees per yr	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	-------------------------------------

1j. A culturally vital community <i>Encouraging creativity</i>	Web-based opportunities for arts engagement specific to the LGA	no. of websites providing opportunities for arts engagement specific to LGA		Promotion -listing in council arts, event, business or community directory -advertising in council publications Support -spending on web opportunities for cultural engagement	-no. listings in council arts, event, community or business directories -no. ads or editorial about websites in council publications (electronic and hardcopy) -amt. council spending -amt. leverage of other spending on websites. (eg \$ for \$ funding)	
--	---	---	--	--	---	--

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	-------------------------------------

2. Participation in the arts

Measure: number per 1000 population in LGA, per year, where not otherwise stated

VALUES	Indicator (general)	Indicator (specific)	Possible data source/s	Council action	Indicator of council action	Team or worker's contribution
2a. A culturally vital community <i>Encouraging creativity Celebrating diversity</i>	Local residents actively participate in the arts (in roles including -making/doing, -watching others, -involved in an organisation -showing/presenting -customer - reading/engaging with media representation of arts)	Rate of arts participation by local residents (broken down by age, gender, cultural background, disability identification, income, p'code); a) making/doing: making, doing, teaching/ learning arts (visual, performing, media, literary arts and crafts) or doing your own art/craftwork, either alone or in a group? (hobby/ recreational activity to professional level) b) watching others: have you attended or participated in an arts or cultural event? (concert, performance, exhibition, festival, event, parade, other) d) have you been involved with an arts organization? (club, company, venue, profl assoc'n etc., as a member, volunteer, participant, organizer, supporter, etc) c) showed or presented your own artwork?: (performance, exhibition, demonstration, on-line, other) e) customer: have you purchased any arts product? (book, DVD, artwork, ticket,	Community Indicators Victoria ABS: Survey of Children's Participation in Cultural and Leisure Activities (2006), Aboriginal and Torres Strait Islander Australians: Involvement in Arts and Culture (2008) Voluntary Work (2006) Cultural Participation by Persons with a Disability and Older Persons, 2003, Attendance at Selected Cultural Venues and Events Use of Free time survey 2006 Survey of Disability, Ageing and Carers 03 National Aboriginal and Torres Strait Islander	Council identifies that participation in the arts (in all forms of participation) is a valued aspect of community life.	Council plans (Arts Plan, Council Plan) identify values and actions around all forms of participation of local residents in the arts.	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
		arts materials) f) reading/engaging with media representation of arts: have you read, watched or written anything about an arts event or activity? (radio, TV show, newspaper, magazine article, blog, twitter)	Social Survey Museums and art galleries survey provide info about attendance; 2003–04			
2b. A culturally vital community <i>Encouraging creativity Celebrating diversity</i>	child involvement in arts education in K–12 - kindergartens - primary schools - secondary schools (Yrs 7-10) - VCE	kindergartens offering arts content- -type of artform introduced -no. hrs activity per child/yr primary schools offering arts curriculum- -no. subjects offered -no. hrs instruction per student/yr secondary schools (Yrs 7-10) offering arts curriculum- -no. subjects offered -no. hrs instruction per student/yr VCE schools offering arts curriculum – -no. subjects offered -no. students enrolled	DEECD regional office Local schools Local Principals network Arts Victoria Artists in Schools funding Catholic Education Office Community Arts program	Promotion -coverage in council publications Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of visiting artists -support from council staff and councillors -provision prof devel't or networking opps for teachers -provision prof level students Presentation opportunities Council- provided opportunities events involving students	No. ads or editorial in council publications (electronic and hardcopy) -amt council funding for projects -no. hrs yr council provided venue -no. hrs yr council supported venue -no. days yr visiting artists -no hrs yr council provided support -no. meetings attended - no special events attended - no hrs yr direct support- advice, referral, advocacy -no. prof developm't or networking opps provided by council; no. attendees per yr -no. professional develop't opps provided by council; no. attendees per yr -no. kinders /schools and students involved in council provided presenting opportunities; eg festivals, council meetings, showcases	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
2c. A culturally vital community <i>encouraging creativity</i> <i>welcoming diversity</i>	child involvement in afterschool arts programs -on-school premises after school activities -private arts schools (music, dance, drama, etc) -neigh'hood houses and community centre programs	-no. programs offered; - diversity of artforms; -no. students enrolled; - diversity of participants (age, gender, cultural background, ability, postcode, family, income)	Council arts and community directories Listings in local paper ABS, Children's Participation in Cultural and Leisure Activities, April 2006 Measured no. children involved in playing a musical instrument, singing, dancing or drama; reading for pleasure; participating in art and craft activities	Promotion -coverage in council publications Support -provision of cash -provision of venues in-kind -provision of venues for hire -provision of visiting artists -support from council staff and councillors -provision of prof devel't or networking activities for leaders -provision prof devel students Presentation opportunities Council- provided opportunities events involving participants	No. ads or editorial in council publications (electronic and hardcopy) -amt council funding for projects -no. hrs yr council provided venue -no. hrs yr council supported venue -no. days yr visiting artists -no hrs yr council provided support -no. meetings attended - no special events attended - no hrs yr direct support- advice, referral, advocacy -no. prof developm't or networking opps provided by council; no. attendees per yr -no. professional develop't opps provided by council; no. attendees per yr -no. out of school hrs arts providers involved in council provided presenting opportunities; eg festivals, council meetings, showcases	
2d. Culturally vital comm'y <i>encouraging creativity</i> <i>welcoming diversity</i>	enrolment in formal post-secondary arts programs; universities, community colleges, TAFE,	-no. post-school secondary institutions offering arts programs; -diversity of artforms; -no. students enrolled in arts programs -diversity of students	State Curriculum authority web search local education network	Promotion -listing in council arts /community directory -advertising in council publications	-no. programs listed in council arts directory -no. ads or editorial about programs in council publications (electronic and hardcopy)	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
				<p>Support</p> <ul style="list-style-type: none"> -provision of cash -provision of venues in-kind -provision of venues for hire -provision of visiting artists -support from council staff and councillors -provision of prof devel or networking activities for teachers -provision of prof devel for students <p>Presentation opportunities</p> <ul style="list-style-type: none"> -Council provided opportunities events involving students 	<ul style="list-style-type: none"> -amt council project funding -no. hrs/ yr council provided venue -no. hrs per yr council supported venue -no. days council-provided visiting artists per yr. -no. hrs per yr council provided support -no. of meetings attended - no of special events attended - no of hrs per year of direct support- advice, referral, advocacy -no. professional developm't or networking opps provided by council; no. attendees per yr -no. professional devel't opps provided by council; no. attendees per yr -no. programs and participants involved in council provided presenting opportunities; eg festivals, council meetings, showcases, exhibitions 	
2e. Culturally vital comm'y encouraging creativity economically viable community	Membership of professional arts associations or unions	-no. residents members of professional arts associations or unions	- Professional association databases; eg. NAVA, Ausdance, Writers Centre, Cultural Development Network, Multicultural Arts Victoria; APRA	Council encourages professional development of local artists	-no. mentions of professional bodies in council publications; -no. council provided opps for local artists to engage with prof bodies, eg. prof devel events	
2f. A culturally	Circulation in local libraries	Local govt data about borrowings	Library Association Annual Survey		?	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
vital community encouraging creativity welcoming diversity valuing heritage						
2g. A culturally vital community encouraging creativity welcoming diversity	Adult participation in recreational arts training programs including community centres, neigh'hood houses, U3A, private arts schools	-no. recreational training programs; -diversity of arts forms; -no. participants diversity of participants	-local organisations -council arts and community directories -advertising/listings in local paper		Promotion -listing in council arts /community directory -advertising in council publications Support -provision of cash -provision venues in-kind -provision venues for hire -provision of visiting artists -support from council staff and councillors -provision of professional development or networking activities for teachers -provision of professional development for participants	-no. programs listed in council arts directory -no. ads or editorial about programs in council publications (electronic and hardcopy) -amt. council project funding -no. hrs/yr council provided venue -no. hrs per yr council supported venue -no. days/yr visiting artists -no. hrs/yr council support -no. meetings attended - no special events attended - no of hrs/yr direct support- advice, referral, advocacy -no. professional developm't or networking opps provided by council; --- -no. attendees per yr -no. professional developm't opps

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
					<p>Presentation opportunities Council provided opportunities events involving program participants</p>	<p>provided by council; -no. attendees per yr</p> <p>-no. programs and participants involved in council provided presenting opportunities; eg festivals, council meetings, showcases, exhibitions</p>
<p>2h. A culturally vital community encouraging creativity welcoming diversity valuing heritage</p>	<p>Collective art-making practice such as participation in festivals or other cultural community events</p>	<p>-no. arts projects/activities; diversity of artforms -no. participants; -diversity of participants as part of local festivals or other community events -no. attendees/ yr culturally specific arts events -no. attendees/yr at culturally specific arts events from cultural backgrounds other than presenters</p>	<p>Funding body data; eg Arts Victoria. RAV, VicHealth, other.</p> <p>Local organisations reports</p>	<p>Promotion -listing in council arts /community directory -advertising in council publications</p> <p>Support -provision of cash -provision venues -in-kind provision venues for hire -provision of visiting artists -support from council staff and councillors</p> <p>-provision of professional development or networking activities for leaders, artists</p> <p>-provision of professional</p>	<p>-no. activities listed in council arts directory -no. ads or editorial about activities in council publications (electronic and hardcopy)</p> <p>-amt council project funding -no. hrs/yr council provided venue -no.hrs/yr council supported venue -no. days/yr visiting artists -no. hrs yr council provided support -no. meetings attended - no. special events attended - no. hrs yr direct support- advice, referral, advocacy</p> <p>-no. prof devel't or networking opps provided by council; - no. attendees per yr</p> <p>-no. prof devel't opps provided by council; -no. attendees per yr</p>	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
				development for participants Presentation opportunities -council provided opportunities for collective art making	-no. projects and participants in council provided opportunities for collective art making; -diversity of participants in council provided opportunities for collective art making; (age, gender, ability, cultural background).	
2i. Culturally vital comm'ty <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Socially inclusive community	Engagement between Australians of Indigenous and non-Indigenous backgrounds through the arts	-no. attendees yr at Indigenous specific arts events - no. attendees of non-Indigenous background at Indigenous specific arts events per yr		-engagement between Australians of Indigenous and non-Indigenous backgrounds through the arts named as a council priority	-no. activities listed in council arts directory -no. ads or editorial about activities in council publications (electronic and hardcopy) -amt council project funding -no. hrs/yr council provided venue -no.hrs/yr council supported venue -no. days/yr visiting artists -no. hrs yr council provided support -no. of meetings attended - no. special events attended - no hrs yr direct support- advice, referral, advocacy -no. prof devel't or networking opps provided by council; - no. attendees per yr	
2j. Culturally vital comm'ty <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Envir sustainable	Valuing of artistic and cultural heritage	-no. initiatives (eg. brochures, restoration projects, grants, heritage trails) -no. of publications of local histories- past and current -no.& range oral history projects -no. oral history recordings /items held in collections -no. of developments of historical and culturally			Council values local artistic and cultural heritage	Council policies include specific mention of cultural heritage -no. initiatives (eg. brochures, restoration projects, grants, heritage trails) established by Council -amt council project funding -no. articles about local

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
community		significant sites.				<p>history in council publications and local media</p> <ul style="list-style-type: none"> -no. hrs/yr council provided support -no. of meetings attended - no of special events attended - no of hrs/yr direct support- advice, referral, advocacy
<p>2k.</p> <p>Culturally vital community</p> <p><i>Encouraging creativity</i></p> <p><i>Valuing heritage</i></p> <p>Eco viable community</p>	<p>Spending on the arts</p> <p>purchase of artistic materials (to make art)</p>	<p>-amt household spending on literature, music, performing arts, visual arts and crafts, broadcasting, electronic media and film, other arts, other culture.</p> <ul style="list-style-type: none"> -sales in local arts shops -dollar amount of sales of local artists' work -level of investment in arts as part of building development 	ABS Household Expenditure Survey 2003-04	Councils' economic development policies reflect economic contribution of the arts	Councils' economic development policies reflect economic contribution of the arts	<p>-economic development initiatives. eg. business networking meetings, include arts businesses</p> <p>-percent for arts policy in local development</p>

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	-------------------------------------

3. Support for arts activity

Measure: per year, where not otherwise stated

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data sources	Council action	Indicator of council action	Team or indiv worker's contribution
3a. A culturally vital community <i>Encouraging creativity</i> eco viable soc inclusive envir sustain community	local residents value the existence of opportunities to participate	-local residents report their valuing of the existence of opportunities to participate, whether or not they actually do or wish to -local residents report benefits from participation: cultural (aesthetic, educational, spiritual, creative, intellectual), - social (emotional, inclusion, friendship), economic (job skills, employment, income), environmental (built and natural), etc.	Survey Community Indicators Victoria	Local government contributes to discussion about the value of arts participation	-no. of articles in council publications about meaning of arts experience for local residents; -no. articles in other media about experience of local residents in council supported projects	
3b. A culturally vital community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i>	Explicit public policies about arts	National, state and local government arts policies include mention of local cultural development; publish strategies and targets and indicate resource allocation	National, state and local government arts policies	-Council policy on arts resourced, developed and implemented -participation of local govt interntl networks and intl cultural projects -Adoption of Agenda 21 for Culture -existence of participative structures, eg. culture council	-staff time and resource allocation for policy development -policy developed, published and disseminated widely across LGA -90% recommendations implemented within timeframe -90% targets achieved within timeframe	
3c. Culturally	Integration of arts into other policy areas	National and state government integrate arts in	National and state government policy,	Council integrates cultural	Staff time and resource allocation for this aspect of	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
vital com'ty <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Eco viable Soc inclusive Envir sustain community	(e.g., quality of life measurement systems or the general plan for the community or city)	other policy areas -other policy initiatives include consideration of cultural development, eg. Community Indicators	Community Indicators survey	dimension in other policy areas; Council Plan, Municipal Health Plan, Disability Plan, Economic Development Plan, etc.	policy development -Policy developed, published and disseminated widely across LGA -100% of recommendations implemented within recommended timeframe -100% of targets achieved within recommended timeframe - Evaluation of arts policies, using statistics and arts indicators <i>For more indicators see Arts NSW 2004</i>	
3d. A culturally vital community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Eco viable community	-public expenditure for arts activities from federal and state govt. -type of orgs supported (eg, presenting venues, public art, artists, amateur practice, cultural districts)	-amt funding for arts activities in this LGA from -Federal government arts depts., -State government arts depts., -local govt arts dept.		Council supports arts activities with own funds and leverages funds from other spheres of govt -Proportion council operating spend on arts activities and events	No. orgs supported diversity of orgs supported amount of support amt leveraged funding ABS 2003–04 Museums and art galleries survey and survey of Public Libraries provide info about council spending	
3e. A culturally vital community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i>	Public expenditure in support of arts activities in nonprofit, philanthropic and commercial sectors and what they support (e.g., presenting venues, public art, artists, amateur practice, cultural districts)	Amount of funding for arts activities in this LGA from ; National government arts depts., State government arts depts., philanthropic organisations; arts and other;		Council encourages support of arts and cultural activities from nonprofit, philanthropic, and commercial sector.	no of hrs/yr council support to nonprofits engaging in arts and cultural activities - no. meetings attended - no special events attended - no of hrs/yr direct support- advice, referral, advocacy -no hrs/yr council support to commercial sector seeking to	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
					engage in arts and cultural activities -no. of meetings attended - no of spec events attended - no of hrs/yr direct support- advice, referral, advocacy -no of partnerships in arts and cultural projects between council and nonprofits, philanthropics or commercial sector.	
3f. A culturally vital community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Eco viable community	Indirect support of arts—from sources not primarily concerned with the arts	-amount of funding for arts activities in this LGA from other national and state govt depts.; eg. education, parks and recreation, economic development, health, community building	ABS data Govt depts reports	-indirect support of arts from sources not primarily concerned with the arts	-amt funding for arts activities from other council depts; eg. education, parks and recreation, economic development, health, community building, disability	
3g. Culturally vital comm'ty <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Soc inclusive community	Volunteering and personal support of arts activity	-amount of volunteer hrs donated to arts organisations across LGA	ABS 2006 Voluntary Work Survey; Council volunteering data; Local org. data	Council encourages arts volunteering	Council volunteer programs includes arts opportunities; -no. arts orgs requesting volunteers -no. volunteers placed -Council formally acknowledges arts volunteers, eg. through Annual Award ceremony	
3h. A culturally vital	Strong advocates and networks of advocates for arts	Presence of a strong, vocal, and persuasive arts council or activist artists		Council encourages advocacy for	No of council initiated/supported arts networks or consultative	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i>	within the arts sector			the arts and networks for arts community	bodies	
3i. A culturally vital community <i>Encouraging creativity</i> <i>Celebrating diversity</i> <i>Valuing heritage</i> Eco viable Soc inclusive Envir sustain community	Strong advocates and networks of advocates for arts outside the arts sector (e.g., in education, economic devel't)	Presence of a strong, vocal, and persuasive arts advocates outside the cultural sector (e.g., in education, economic development)		Council encourages advocacy for arts from employees, local orgs and residents outside the cultural sector (e.g., in education, economic development).	No. council initiated/supported networks or consultative bodies that have a component of arts/ cultural activity , eg Reconciliation Group, Parks Friends groups	
3j. A culturally vital community <i>Encouraging creativity</i> Eco viable community	Working artists, arts workers, services to the arts industries	-no. residents identify as practicing artists, arts workers, workers in service to arts industries -no. residents employed in arts occupations as a proportion of all employed -median income received from arts occupations compared with median incomes of all employed	ABS 2006 Census of and 2007 Survey of Work in Selected Culture and Leisure Activities records the person's main occupation; and people who had a work involvement including main or second job, casual or unpaid work. Service Industries Surveys count people who worked in an industry, regardless of whether it was their main job or not	Council values the presence of artists living and working n the area and supports their presence	-no. local opps for artists - amt funding available - arts projects commissions - jobs for artists -no. hrs/yr council provided venues -no. hrs/yr council supported venue (studio, rehearsal spaces) -implementation of policies that facilitate artists use of local venues for arts spaces; eg. urban planning -implementation of policies that facilitate artists engagement with local communities -implementation of policies that	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
			2003–04 Museums and art galleries survey and 2003–04 Survey of Public Libraries provide data about employment 1999–2000 Performing Arts Industries, Aust, provide data about other services to the arts industries		facilitate artists employment in the local area -no. articles on artists contribution in council publications or local media	
3k. A culturally vital community <i>Valuing heritage</i> Envir sustain community	Protection of cultural heritage in built and natural environment	-no. heritage sites (applications and numbers) -no. heritage buildings or sites saved or added to conservation lists. -no. of heritage buildings demolished or removed from heritage records		Council values preservation of heritage buildings	-values about preservation of cultural heritage named in policy documents -amt. of resources dedicated to this -no. articles on cultural heritage in council publications or local media	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	-------------------------------------

4. Outcomes of arts activity (much more thought needed for these still)

On social equity: Contribution of arts to improved social equity within the LGA

VALUES	Indicator (general)	Indicator (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
4a. A socially equitable community		<p>No. residents of non-Indigenous background attended arts created or performed by Aboriginal or Torres Strait Islander artists</p> <p>No. Indigenous residents who report positive change in their experiences of people from non-Indigenous backgrounds through their engagement in the arts</p> <p>No. non- Indigenous residents who report positive change in their experiences with people from Indigenous backgrounds through their engagement in the arts</p>		Council values Indigenous contribution (past, present and future) to lives of all residents	<p>Council support for arts initiatives that focus on engagement of non-Indigenous residents to Indigenous arts</p> <ul style="list-style-type: none"> -amt of specific funding -no. hrs yr council provided venues -no. hrs yr council supported venue (studio, rehearsal spaces) -no of hrs per year of council provided support - no. of meetings attended - no of special events attended - no of hrs per year direct support- advice, referral, advocacy -no. articles on engagement of Indigenous and non-Indigenous people through the arts in council publications or local media 	
4b.	Engagement between Australians of different cultural backgrounds through the arts	<p>-no. residents of who have attended arts created or performed by people of cultural backgrounds different from their own</p> <p>-no. residents who report positive change in their experiences of people from other cultural backgrounds through their engagement in the arts</p>		Council values connection between people from different cultural backgrounds through the arts	<p>Council support for arts initiatives that focus on engagement between people of different cultural backgrounds</p> <ul style="list-style-type: none"> -amt of specific funding -no. hrs yr council provided venue -no. hrs council supported venue (studio, rehearsal spaces) -no of hrs per year of council provided support - - no. of meetings attended - no special events attended - no hrs yr direct support- advice, referral, advocacy 	

VALUES	Indicator for whole LGA (general)	Indicator for whole LGA (specific)	Possible data source/s	Council action	Indicator of council action	Team or indiv worker's contribution
--------	-----------------------------------	------------------------------------	------------------------	----------------	-----------------------------	-------------------------------------

					-no. articles on engagement of people from different cultural backgrounds through the arts in council publications or local media	
4c.	The arts community connections to larger community's issues and expectations	Types of new and ongoing experiences created by the arts community specifically aimed at community development				
4d.		Extent to which members of the arts community embrace working with communities as a fundamental role				
4e.		No. working artists and arts groups active contributors to community life				
4f.		No. and types of activities offered by the arts community with the intended purpose of linking groups of people				

On economic viability: contribution of arts to improved economic viability within the LGA

4g.						
-----	--	--	--	--	--	--

On environmental sustainability: contribution of arts to improved environmental sustainability within the LGA

4h.						
-----	--	--	--	--	--	--

References

Agenda 21 for Culture. 2006. *Cultural indicators and Agenda 21 for culture*. www.agenda21culture.net/index.php?option=com_content&view=article&id=44&Itemid=57&language=en accessed 3.10.09

Agenda 21 for Culture. 2006. *Agenda 21 for culture*. www.agenda21culture.net accessed 3.10.09

Australian Bureau of Statistics, (2009) Measures of Australia's Progress: Summary Indicators, www.abs.gov.au/AUSSTATS/abs@.nsf/mf/1383.0.55.001?opendocument accessed 1.6.10

Australian Sports Commission. 2010. SCORS Research Group, www.ausport.gov.au/information/scors, accessed 21.5.10

Bailey, J. and Richardson, L. 2009 *Meaningful measurement - literature review*. Sydney: Australia Council.

Bakhshi, H., Freeman, A. and Hitchen, G. 2009. *Measuring intrinsic value – how to stop worrying and love economics* in: Mission Money Models Web publication http://mpra.ub.uni-muenchen.de/14902/1/MPRA_paper_14902.pdf accessed 20.12.09

Community Indicators Victoria. 2006. *Participation in arts and cultural activities*. http://www.communityindicators.net.au/metadata_items/participation_in_arts_and_cultural_activities) accessed 12.12.09

Community Indicators Victoria. 2009. *A Local Government Reporting Framework for the 21st Century: A response to the Local Government Performance Monitoring Framework Issues Paper* www.esc.vic.gov.au/NR/ronlyres/286E0150-C1E8-4973-9FB4-582DE4476226/0/TheUniversityofMelbourne.pdf accessed 5.5.10

Duxbury, N. 2006. *Cities and Communities: Cultural Indicators at the Local Level*, Creative City Network, Center for Expertise on Culture and Communities, Simon Fraser University, Canada www.cultureandcommunities.ca/downloads/indicators-2006/Report-Indicators.pdf accessed 5.6.10

Essential Services Commission Victoria. 2010., *About Local Government And What It Does, Background Paper No. 3, Local Government Performance Monitoring Framework*, March, www.esc.vic.gov.au/NR/ronlyres/897B3F4D-2228-4440-9AFC-24B0063C0B2E/0/BG03FinalPDF.pdf accessed 25.5.10

Hall, J. 2009. 'The Global Project on Measuring the Progress of Societies', *Proceedings from Community Indicators Summit*, Brisbane, September.

Haughey, D. 2010. *SMART Goals*. Project SMART.Co.UK, www.projectsart.co.uk/smart-goals.html accessed 25.5.10.

Hawkes, J. 2001. *The Fourth Pillar of Sustainability*, Melbourne: Cultural Development Network.

Hawkes, J. 2006. *Arts Indicators*. Unpublished response to draft of indicators from CIV.

Hawkes, J. 2009. *Challenges for local cultural development*. Cities, cultures and developments. A report that marks the fifth anniversary of Agenda 21 for culture, Barcelona: Agenda 21 for Culture. www.agenda21culture.net/index.php?option=com_content&view=article&id=44&Itemid=58&language=en accessed 20.12.09

Holden, J. 2004. *Capturing Cultural Value: How culture has become a tool of government policy*. London: Demos.

Holden, J. 2006. *Cultural Value and the Crisis of Legitimacy*. UK: Demos, www.demos.co.uk/files/Culturalvaluweb.pdf?1240939425 accessed 20.12.09

Hutter, M. and Throsby, M. 2007. *Beyond Price: Value in Culture, Economics, and the Arts*, Cambridge: Cambridge University Press

Jackson, M. and Herranz, J. 2002. *Culture Counts in Communities: A Framework for Measurement*. The Urban Institute: USA

Jackson, M. Kabwasa-Green, F. and Herranz, J. 2006. *Cultural Vitality in Communities: Interpretation and Indicators*. The Urban Institute: USA. http://www.urban.org/UploadedPDF/311392_Cultural_Vitality.pdf accessed 12.12.09

Madden, C. 2005. *Statistical Indicators for Arts Policy*. D'Art Report number 18, Sydney, International Federation of Arts Councils and Culture Agencies www.ifacca.org/ifacca2/en/organisation/page09_BrowseDart.asp. accessed 3.3.10

Mercer, C. 2009. 'Convergence, Creative Industries and Civil Society', *Culture Unbound*, 1, 179–204. Hosted by Linköping University Electronic Press: <http://www.cultureunbound.ep.liu.se> accessed 20.12.09

Ministry of Culture and Heritage, New Zealand. 2006. *Cultural Well-Being and Local Government: Report 2: Resources for developing cultural strategies and measuring cultural well-being*, Auckland: Ministry of Culture and Heritage www.culturalwellbeing.govt.nz/files/report2.pdf accessed 5.5.10

Ministry of Culture and Heritage, New Zealand. 2006. *Cultural Well-Being Indicators*, Auckland: Ministry of Culture and Heritage, www.culturalwellbeing.govt.nz/monitoring-measuring accessed 5.5.10

Ministry of Culture and Heritage, New Zealand. 2009. *Cultural Indicators for New Zealand*, Auckland: Ministry of Culture and Heritage, <http://www.mch.govt.nz/publications/cultural-indicators/index.html> accessed 4.12.09

Morton, J. 2009. Arts Victoria, personal and email communications

NSW Ministry for the Arts and NSW Department of Local Government. 2004. *Cultural Planning Guidelines for Local Government*. Sydney: NSW Ministry for the Arts and NSW Department of Local Government.

Pagram, I. 2009. Nillumbik Shire Council, email, December 12

Salvaris, M. 2007. [Cultural wellbeing indicators in programs and policy making: report on a workshop for cultural development workers in government and the community](http://www.culturaldevelopment.net.au/downloads/CulturalIndicatorsreport.pdf), Cultural Development Network www.culturaldevelopment.net.au/downloads/CulturalIndicatorsreport.pdf accessed 20.12.09

Throsby, D. 2001. *Economics and Culture*, Cambridge: Cambridge University Press.

Throsby, D. 2008. *Creative Australia: The Arts and Culture in Australian Work and Leisure*, Canberra: The Academy of the Social Sciences in Australia.

Wilkinson, M. 2009. Darebin City Council, personal communication. November 14.