Measuring outcomes of cultural engagement across public policy domains: a framework for policy and practice

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Overview

- About CDN
- Concept of inputs, outputs and outcomes
- Five domains of public policy
  - desired futures
- Considering measurable outcomes in the cultural domain
- Development of the measures:
  - theory, literature, mapping to other schema, consultation
- Outcomes of cultural activity in the other domains
- Relationship between cultural and other outcomes
- Discussion
About CDN

Goal
*a culturally rich and vibrant society*

**Objective 1:** increased amount, quality and reach of creative participation in the arts

To achieve this major objective, we identify three intermediary objectives:

**Objective 2:** Increased leadership by artists in cultural development activities in local government

**Objective 3:** Increased leadership role of local communities in making and expressing their own culture

**Objective 4:** Increased capability of local government to support the cultural development in their municipality.
Four Pillars of Sustainability

Economic viability

Social inclusion

Environmental responsibility

Cultural vitality

_Jon Hawkes, 2001_
MAKING CULTURE COUNT
The Politics of Cultural Measurement

Edited by
Lachlan MacDowall, Marnie Badham
Emma Blomkamp and Kim Dunphy

NEW DIRECTIONS IN CULTURAL POLICY RESEARCH
Defining culture

The inclusive definition:
... *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, p. 3).

The aesthetic:
... *the arts, museums, libraries and heritage that receive public funding* (Holden, 2006).
... *memory, creativity, critical knowledge, rituality, excellence, beauty, diversity and maybe others* (Jordi Pascual, Expanding Cultures conference keynote address, 2007)
... *heritage, creativity, cultural industries, crafts, cultural tourism* (UCLG, Policy Statement on Culture, 2010)

The sociological:
... *the way we do things around here* (Paul James, 2013, personal communication)
... *where we’ve come from, where we are and where we are going* (Karen Whitaker-Taylor, Baw-Baw Shire 2014, personal communication).

We are informed by all of these ways of thinking about culture.
Defining arts

**Arts:** We distinguish arts from culture, with the two not being interchangeable, but art being a manifestation of culture. Through the arts we can express ourselves and therefore make, or manifest, our culture.

We define art as a form of intentional expression that includes creative, symbolic and aesthetic elements. It occurs in three main forms:

- **performing arts:** including music, dance, comedy, circus, puppetry, drama, etc.
- **literary arts:** including creative writing, poetry, play and script writing, etc.
- **visual arts:** including painting, drawing, pottery, sculpture, sewing, other crafts, video and film-making, etc.

It can occur as a single artform, or with one or more forms together, sometimes known as multi-disciplinary or inter-art forms.
National Local Government Cultural Forum

Seven local government associations

Eight capital cities
Cultural data projects

Understanding local government’s contribution to the cultural life of Australia

- Benchmarking data
- Cultural facilities survey
  CDN/Municipal Association of Victoria
- Input/output data
- Measurable outcomes
  Cultural Forum

- Cultural Development Planning
- On-line Project Planning
  CDN / Cultural Forum
### Cultural data types: inputs, outputs and outcomes

CDN examined 95 arts and culture datasets in Australia. No measures of outcomes found, little reference to local government. Data schema about cultural activity in local government being developed by eight capital cities who agreed on three types of important data.

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<thead>
<tr>
<th>Data type</th>
<th>Definition</th>
<th>Examples</th>
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<tbody>
<tr>
<td><strong>Inputs</strong></td>
<td>The resources identified and available to produce outputs</td>
<td>• Infrastructure: buildings, collections; significant sites • Financial resources • Human resources • Planning</td>
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<td><strong>Outputs</strong></td>
<td>The activities that <em>utilise</em> the resources (inputs) to create new experiences</td>
<td>• Presentational activities • Developmental activities • Number and demographics of participants; types of participation • Contracts and grants to practitioners</td>
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<td><strong>Outcomes</strong></td>
<td>The consequences directly attributable, at least in part, to the program or project; usually measured at, or shortly after, completion</td>
<td>• Progress towards org’s goals • Milestone toward desired future • Objectives reached • Quality of outcome</td>
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Lack of measurable cultural outcomes

Three data types: Inputs, outputs, outcomes

Five public policy domains
Economic, Social, Environmental, Civic and Cultural

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<th>Environmental</th>
<th>Civic</th>
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Currently, without measurable outcomes in the cultural domain, we use cultural *inputs* and *outputs*, and *outcomes* from other policy domains only.
Measuring social impact of cultural engagement
Community Arts Network’s Social Impact
CAN’s Strong Culture, Strong Community programs in Narrogin, WA
$11,000,000 in Social Value created from investment of $592,200

• Encouraged Noongar students to return to school
• Increased student confidence
• Reconnected Noongar students with Aboriginal culture
• Improved perception Aboriginal students amongst non-Indigenous peers
  • Built resilience
Measuring economic and other contributions of cultural engagement

The role of festivals in a broad spectrum of regional development concerns, from direct economic impacts to benefits for community, musical work and well-being... (integrating) questions of cultural identity, belonging, economy and place - and the music itself.

Seemingly lucrative commercial festivals might draw in large direct profits, but do not necessarily contribute most effectively to regional development.

Small community and non-profit music festivals seem to offer limited job creation and visitor expenditure, (but) are an underestimated and yet important catalysts for cultural and regional economic development.

Quality measures

Many other evaluation frameworks largely focus on quality measures: including assessing the quality of the cultural product or experience, such as:

- aesthetic quality (Radbourne, Glow & Johansen (2010) The Arts Audience Experience Index; Arts Centre customer survey; Australia Council Artistic Vibrancy Framework; CultureCounts)

- value for money- compared to other like initiatives, did we deliver value for money?

- impact on the environment- what environmental impact did our activities have? what efforts did we make to mitigate these? how successful were they?

- program sustainability: how likely are we to be able to keep doing the things we think are worth doing?

- accessibility: how accessible did those we wish to attract find our work?

- meeting industry standards:
  For example, Creative Victoria’s OIP Assessment Framework:
  Amount of collection catalogued and stored to industry standards;
  Amount of collection accessible online or through hardcopy publications
Towards an outcome schema

CIV’s dimensions of community wellbeing include *desired futures*, enabling identification of underpinning *values*.

**Cultural:** culturally rich and vibrant communities.
**Underpinning values:** cultural richness and vibrancy.

**Civic:** democratic and engaged communities.
**Underpinning values:** democracy and community engagement.

**Environmental:** sustainable built and natural environments.
**Underpinning values:** sustainability of the built and natural environment.

**Economic:** dynamic resilient local economies.
**Underpinning values:** economic dynamism and resiliency.

**Social:** healthy, safe and inclusive communities.
**Underpinning values:** good health, safety and inclusion (CIV, 2014).
The future we want:
in five key public policy domains

- Cultural
  - Culturally Rich and Vibrant Communities

- Economic
  - Dynamic Resilient Local Economies

- Civic
  - Democratic and Engaged Communities

- Environmental
  - Sustainable Built and Natural Communities

- Social
  - Healthy Safe and Inclusive Communities
Measures of the cultural dimension

Outcome: Culturally rich and vibrant communities

Arts and Cultural Activities

Opportunities to Participate in Arts and Cultural Activities

Participation in Arts and Cultural Activities

Leisure and Recreation

Opportunities to Participate in Sporting and Recreation Activities

Participation in Sporting and Recreational Activities

Cultural Diversity

Community Acceptance of Diverse Cultures

Acceptance of Multiculturalism
Policy Statement on Culture: the fundamental purpose of governance is to work towards a healthy, safe, tolerant and creative society (rather than merely a financially prosperous one)

Towards cultural outcomes

United City and Local Government Committee on Culture policy documents

Agenda 21 for Culture promotes culture as the fourth pillar of sustainable development

Elements of culture:

- creativity
- beauty
- knowledge
- diversity
- heritage
CDN’s development of measurable *cultural* outcomes

2001 published *The Fourth Pillar of Sustainability* that articulated culture as a fourth domain of public policy and posited a set of measures

2007 hosted *Expanding Cultures* conference including speakers on indicators and impact of cultural activities

2010 published a draft set of arts indicators for local government

2011 hosted UCLG ASPAC *A New Way of Thinking* conference, Melbourne, Australia, that introduced the UCLG Policy Statement on Culture to the Asia-Pacific

2012 collaborated with University of Melbourne on *Making Culture Count* conference to bring together international thinking on cultural measurement, followed by an edited book

2014 initiation of a Cultural Development Planning Framework highlighted the need for agreed outcomes in the cultural domain

2015 commenced a process of articulating measurable cultural outcomes with the Australian Government’s Ministry for the Arts

2016 instigated National Local Government Cultural Forum that endorsed five measurable cultural outcomes for trial
Measurable cultural outcomes of cultural engagement

**STIMULATION**

*creative expression stimulated*

This outcome is about how engagement in cultural activity stimulates the creativity, sparks the imagination or piques the curiosity of the participant. This is the most dynamic outcome, with the participant experiencing creative stimulus, desire to engage more with similar or different cultural experiences and/or inspiration to create artworks themselves, working either alone or with others. Desired endpoints are more creativity stimulated, leading to the potential of more new artworks created. Both of these are unlimited.
Measurable cultural outcomes of cultural engagement

ENRICHMENT
aesthetic enrichment experienced
This outcome is about how aesthetic enrichment can result from cultural engagement. It involves experiences outside the mundane, from enjoyment, entertainment and sense of escape; to beauty, awe, joy and wonder; to a sense of being moved or transcending the everyday. Aesthetic enrichment is experienced through the senses, elicited by aesthetic qualities perceived in the artwork or experience, and caused properties such as harmony and form.

This outcome can include enjoyment from participation in arts experiences that are familiar, known as aesthetic validation, or unfamiliar, known as aesthetic growth or challenge.
Measurable cultural outcomes of cultural engagement

INSIGHT

new knowledge, ideas and insights gained
This outcome covers the generation and sharing of new knowledge, ideas and insights provided or catalysed by the arts engagement. It also includes intellectual stimulation, critical reflection and other learning and educational experiences. A desired endpoint is more and deeper understanding, as this is unlimited and can be continually generated.
Measurable cultural outcomes of cultural engagement

APPRECIATION
cultural diversity appreciated
This outcome is about the appreciation of different forms of cultural expression that can result from cultural engagement. It is related to cultural diversity, the different ways that humans express themselves depending on their cultural backgrounds and experience, and its possible contribution to quality of life and life choices. The total amount or percentage of cultural diversity is not the endpoint, but the appreciation of the existing diversity. Appreciation for diversity and difference of cultural expression that the engagement precipitates.
Measurable cultural outcomes of cultural engagement

**BELONGING**

connection to shared heritage experienced

This outcome is about how cultural engagement can offer illumination of the present by providing a sense of continuity with the past, and a pathway to the future, through connections to present and past. Knowing where we have come from helps us to discover where we want to go. As the shared past cannot be changed, the desired endpoint is a positive connection to it.

- history, heritage, cultural identity appreciated
- strengthened connection to the past
- sense of being part of a historical continuum
- insights into the present through understanding of the past
- insights into the past
Measurable cultural outcomes of cultural engagement

STIMULATION
• creative expression stimulated
  This outcome is about how a cultural experience stimulates the creativity, imagination or curiosity of the participant, possibly leading them to want to engage more with similar types of arts experiences, and/or create work themselves

ENRICHMENT
• aesthetic enrichment experienced
  This outcome is about how aesthetic enrichment can result from cultural engagement. This involves experiences outside the mundane, such as enjoyment, entertainment and sense of escape; beauty, awe, joy and wonder; a sense of being moved or transcending the everyday. Aesthetic enrichment is experienced through the senses, elicited by aesthetic qualities of the arts experience

INSIGHT
• new knowledge, ideas and insights gained
  This outcome covers the generation and sharing of new knowledge, ideas and insights provided or catalysed by the engagement. It also includes intellectual stimulation, critical reflection and other learning and educational experiences

APPRECIATION
• cultural diversity appreciated
  This outcome is about the appreciation of different forms of creative expression that can result from engagement. It is related to cultural diversity, the different ways that humans express themselves depending on their cultural backgrounds, life experience and interests, and the contribution of this to quality of life

BELONGING
• connection to shared heritage experienced
  This outcome is about how cultural engagement can offer illumination of the present by providing a sense of continuity with the past, and a pathway to the future
Measurable cultural outcomes of cultural engagement

**STIMULATION**
- creative expression stimulated

**ENRICHMENT**
- aesthetic enrichment experienced

**INSIGHT**
- new knowledge, ideas and insights gained

**APPRECIATION**
- cultural diversity appreciated

**BELONGING**
- connection to shared heritage experienced
Stakeholders

Funders: Penny and Sean

Creative participant: Finn

Active participants: art school, teacher

Receptive participants: us
Measurable cultural outcomes of cultural engagement

- theory underpinning the concepts
- measures
- evaluation methods and questions
- mapping to other schema
- evidence of this outcome from research

www.culturaldevelopment.net.au/outcomes
Outcomes of cultural activity in the other domains
- social, economic, environmental, civic

Relationship between cultural and other outcomes
Hypothesising a causal pathway-
cultural outcomes are required to enable other types of outcomes
Discussion questions

Are these measures comprehensible?
Are these measures comprehensive: can you suggest anything not covered?

Can you offer any insights re causal pathway-from cultural to other outcomes
Conclusion

It is possible to measure, and even count, cultural outcomes of cultural activity, once we identify a desired future, and can recognise and articulate progress towards (or away) from it.

Central concepts:
- Five domains of public policy and associated desired futures
- Measurable outcomes are possible for each domain
- Causal relationship between cultural and other outcomes
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