



# Libraries, Museums, Galleries and Archives for All: Co-operating Across the Sectors to Tackle Social Exclusion

January 2001

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## Foreword by Secretary of State

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When *Libraries for All* was launched in October 1999, we invited comments on the policy objectives it recommended, and we similarly invited comments on *Centres for Social Change* which was published in May 2000. Our aim has been to link the social inclusion policies contained in these two documents more closely together, and that is what this revised document seeks to achieve. I am grateful to the many organisations and individuals who commented on *Libraries for All* and *Centres for Social Change*, and to those professionals within the libraries, museums, galleries and archives sectors who contributed to the subsequent policy review group which my Department established.

This document sets out the Government's vision of the contribution that libraries, museums, galleries and archives can make to tackling social exclusion. The challenge is to turn this vision into reality. Resource (the Council for Museums, Libraries and Archives) will clearly be at the forefront of promoting the policy and encouraging activity within the sectors. This policy also supports other important initiatives involving libraries, museums, galleries and archives, such as the People's Network and Culture Online, which will support lifelong learning and help realise the potential of learning as a way of combatting social exclusion.

There have been some comments that it is not the business of museums, galleries and archives to be involved in social regeneration by serving a wider and more diverse audience. I cannot agree. It is clearly right that these national treasures should be available and accessible to all citizens, and there need be no conflict between the dual responsibilities of responding to the needs of society today, and protecting and conserving treasures for future generations.

I recognise that responding to this new agenda will be more of a challenge to smaller organisations. But every library, museum, gallery and archive can recognise its social responsibilities and should be considering and reaching informed decisions about how it can best meet the needs of its communities, however defined. I shall be looking with interest at the progress that is made.



CHRIS SMITH

## Section 1: Outcomes of the Policy Review

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- 1.1 In October 1999 the DCMS published *Libraries for All*, a draft social inclusion policy for public libraries in England. In May 2000 it published *Centres for Social Change*, a draft social inclusion policy for public museums, galleries and archives. Both of these documents are available on the DCMS website [www.culture.gov.uk/heritage/lib1.html](http://www.culture.gov.uk/heritage/lib1.html) and [www.culture.gov.uk/heritage/social\\_change.html](http://www.culture.gov.uk/heritage/social_change.html). Both documents invited comments on the policy objectives, the closing date for libraries being 31 January 2000, and for museums, galleries and archives 31 July 2000. In September 2000 the DCMS established a review group to consider revisions to the policies in the light of the consultation responses. This group included professional practitioners and academic representatives.
- 1.2 This document is intended to set out the response to the comments received, and revisions made to policy in the light of the review, and to provide an Action Plan of future activity. It is a summary document and is not intended to replace the substance of the background to social exclusion, the role of the sectors in helping to tackle it, and the detailed explanation of the policy objectives and six-point plan methodology contained in *Libraries for All* and *Centres for Social Change*.
- 1.3 Over 150 responses were received to the two draft policies. In general, the policy objectives were warmly supported by the sectors, who welcomed the recognition of a role that a significant number of libraries, museums, galleries and archives were already undertaking. The main points made by respondents are summarised in section 4. The review identified many obvious areas of overlap between the roles of libraries, and museums, galleries and archives in tackling social exclusion and sought to bring the two policies together wherever appropriate. Although the principal aims of the policies have not been changed, there has been some rewording of individual objectives in the light of comments received, and in order to clarify their emphasis and purpose.
- 1.4 Section 2 sets out the revised policy objectives across libraries, museums, galleries and archives. The most significant impact will be in respect of the *Libraries for All* objectives. The revised objectives have been grouped within the three broad headings of Access, *Outreach/audience development*, and *Agents of Social Change* that were developed for the museums, galleries and archives policy. New objectives have also been applied to the libraries sector. They are:
  - ‘h’ *Outreach activities should be an integral part of the role of libraries, museums, galleries and archives; and*
  - ‘p’ *Libraries, museums, galleries and archives should consider how they can further develop their role and act as agents of social change.*
- 1.5 The challenge for libraries, museums, galleries and archives is to turn the aspiration contained in the policy objectives into reality. To this end, an Action Plan has been developed for future activity by central Government and agencies; this is set out in section 3. We also recommend that libraries, museums, galleries and archives consider using the six-point plan methodology

for developing a strategic approach to tackling social exclusion; this is summarised in section 2, and set out more fully in *Libraries for All* and *Centres for Social Change*. In addition, recent research by Leeds Metropolitan University, relating to social inclusion and libraries, and the University of Leicester, relating to social inclusion and museums, will be helpful to organisations hoping to become more active in this area; the research findings are summarised in section 5.

- 1.6 A number of respondents commented about the cost of activities aimed at combating social exclusion. There may be scope for some re-ordering of priorities within organisations. However we recognise that activities designed to tackle social exclusion are likely to involve some additional resources. Money and other resources are available from a wide variety of sources, and partnership with other organisations may bring some funding with it. A guide to sources of funding is set out in section 6.
- 1.7 The review has identified four key issues for organisations that want to become more active and successful in tackling social exclusion: organisational change; co-operation between libraries, museums, galleries and archives; outreach and involvement; and partnerships:

### **Organisational Change**

- 1.7.1 A number of respondents commented that activities relating to access and audience development were not directly part of tackling social exclusion. However, we believe that libraries, museums, galleries and archives are only likely to be effective as agents of social change if they themselves are accessible organisations, whose culture recognises the role that they, and all their staff, have to play in providing services to all sections of the community. The objectives relating to access and audience development will therefore provide the foundations which will make activities specifically related to tackling social exclusion more successful. We recommend that authorities adopt a strategic approach to considering how their services can help tackle social exclusion, and the six point plan methodology summarised in section 2.3 provides a helpful framework that can be adapted to the individual circumstances of an organisation.

### **Co-operation between Libraries, Museums, Galleries and Archives**

- 1.7.2 Libraries, museums, galleries and archives are likely to be more effective in tackling social exclusion by working in co-operation with each other than in acting alone. Although there are some good examples of such partnerships, it is clear that there is much more opportunity for co-operation between libraries and museums, galleries and archives in tackling social exclusion within the communities they serve. The majority of the policy objectives are common across these sectors. We have reflected this in some of the changes made to the policy objectives, building on these common themes to produce a single set of objectives. Local authorities should consider how they can best foster and support co-operative activities between the libraries, museums, galleries and archives for which they are responsible, in order to make them more effective in contributing to tackling social exclusion.

The Government has established Regional Cultural Consortia to champion the whole spectrum of creative interests in each region, forge links across this spectrum and create a common vision expressed in a cultural strategy for each region. We believe that they are well placed to encourage the development of co-operative activities at local level, both between libraries, museums, galleries and archives, and between these sectors and other regional partners. Similarly, we believe that local cultural strategies should reflect the importance of co-operation between the sectors.

### **Outreach**

- 1.7.3 It is important that libraries, museums, galleries and archives consult socially excluded people about responding to their needs. The way in which this is done will depend upon the particular form of exclusion that is being addressed, but may involve liaising with groups of people, or with individuals. It is equally important that these people are also involved in the process of developing and delivering the service or project. Organisations should also consider the benefits of using consultation and advocacy groups to provide ongoing links with the community.

### **Partnerships**

- 1.7.4 We have already explained the importance of co-operation between libraries, museums, galleries and archives. It is equally important that, in seeking to address their role in tackling social exclusion, they identify and create opportunities to act in partnership with other organisations. Partners will often bring specialist knowledge and advice on targeting socially excluded groups, together with experience of working to overcome exclusion within particular groups. We believe that museums, galleries and archives are likely to be far more effective acting in partnership, than in working alone.

## Section 2: Revised Policy Objectives

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- 2.1 The following summary sets out the revised policy objectives for libraries, museums, galleries and archives. It should be read in conjunction with the detailed supporting explanations and case studies given in *Libraries for All* and *Centres for Social Change*.

### Overarching objective

- a. Social inclusion should be mainstreamed as a policy priority for all libraries, museums, galleries and archives.

### Access

- b. Libraries, museums, galleries and archives should aim to achieve the widest possible access to collections and knowledge, as the base on which to develop their social inclusion activities.
- c. Libraries should be a major vehicle for providing affordable (or preferably free) access to ICT at local level. Museums, galleries and archives should make full use of ICT as a means of making their collections more accessible
- d. Catalogues and key documents should be available on-line via the Internet.
- e. Libraries should be located where there is a need, but should build upon existing facilities and services wherever possible. Library Authorities should consider the possibilities of co-locating their facilities with other services provided by the local authority.
- f. Library and information services should develop their role as community resource centres, providing access to communication as well as information.
- g. Library opening hours should be more flexible and tailored to reflect the needs and interests of the community.

### Outreach/Audience development

- h. Outreach activities should be an integral part of the role of libraries, museums, galleries and archives.
- i. Libraries, museums, galleries and archives should identify, consult and involve socially excluded people about meeting their needs and aspirations.
- j. Libraries, museums, galleries and archives should be a local learning place and champion of the independent learner.
- k. Library authorities should consider what specific services need to be tailored to meet the needs of minority groups and communities. Stock and collections should reflect the cultural and social diversity of the communities served.
- l. Where appropriate, museums', galleries' and archives' collections and exhibitions should reflect the cultural and social diversity of the organisation's actual and potential audiences.

### Agents of social change

- m. Libraries, museums, galleries and archives should form partnerships with other organisations.
- n. Museums, galleries and archives should develop projects which aim to improve the lives of socially excluded people.
- o. Library authorities should consider whether some services aimed at socially excluded people might be more effectively delivered on a regional basis.
- p. Libraries, museums, galleries and archives should consider how they can further develop their role and act as agents of social change.

2.2 The *Libraries for All* and *Centres for Social Change* policy documents contained a six-point plan methodology for a strategic approach to tackling social exclusion, and identified a number of challenges that organisations will face in pursuing this initiative. These have not been altered following the review, but are set out again below as an aide-memoir. Full details are provided in the original policy documents.

### Methodology for developing a strategic approach

- 2.3 Libraries, museums, galleries and archives are encouraged to adopt a strategy based on the following six-point plan:
- 1 Identify the people who are socially excluded and their distribution. Engage them and establish their needs.
  - 2 Assess and review current practice.
  - 3 Develop strategic objectives and prioritise resources.
  - 4 Develop the services, and train the staff to provide them.
  - 5 Implement the services and publicise them.
  - 6 Evaluate success, review and improve.

### Challenges

- 2.4 In implementing social inclusion policies, libraries, museums, galleries and archives will face a number of challenges including:
- 1 Sustainability and long-term resource issues.
  - 2 Need for organisational and cultural change.
  - 3 Responding to the new ICT environment.
  - 4 Community ownership and community partnership.
  - 5 Integrating the role of libraries, museums, galleries and archives within a wider service framework.
  - 6 Demonstrating benefits and outcomes.



## Section 3: Action Plan

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### Cross-sectoral

- 3.1 DCMS to include in its ongoing discussions with the Department for Education and Employment (DfEE) the scope for promoting opportunities for co-operation on social inclusion objectives between libraries, museums and archives in universities and other education establishments, and similar organisations in the community.

### Resource (The Council for Museums, Archives and Libraries)

- 3.2 Resource will promote activities across its sectors to combat social exclusion, in line with the social inclusion objectives.
- 3.3 Resource Education and Access Strategy to reflect social inclusion objectives.
- 3.4 Resource to commission appropriate research and advise sectors on setting objectives and evaluating outcomes of activities designed to tackle social exclusion.
- 3.5 New cross-sectoral standards currently being drawn up should where appropriate reflect social inclusion objectives.
- 3.6 As part of the forthcoming review of the Designated Museums Challenge Fund, Resource should consider the scope for amending the criteria to take account of social inclusion.

### Regions

- 3.7 Regional Cultural Consortia to co-ordinate activity across the cultural sectors and encourage/facilitate partnerships.
- 3.8 Regional bodies such as Area Museum Councils, Regional Archives Councils, the New Library Development Agencies and Regional Library Systems, to promulgate advice and encourage activity to tackle social exclusion and establish partnerships.

### Training and Skills Development

- 3.9 Information Services National Training Organisation (ISNTO) and Cultural Heritage National Training Organisation (CHNTO) to maintain and promote National Occupational Standards taking account of social inclusion issues. They also have responsibility for promoting social inclusion to employers in regard to present and potential staff and are developing materials to support employers in this. They will assess the quality of training and “kitemark” that of sufficient quality.

## **Sectoral**

### **Libraries**

- 3.10 DCMS to revise Library Standards to include outcomes linked to social inclusion. The draft library standards are now being revised to better reflect library outcomes and Best Value rather than inputs. We will aim to find a way of reflecting social inclusion in the next version both as policy background – the six-point plan will be helpful here – and in actual standards.
- 3.11 DCMS will aim to amend the Annual Library Plans guidance when it is revised later this year for the 2001 Plans to place greater emphasis on social inclusion. The idea would then be to use published plans to monitor activity and identify those authorities who are not adopting the strategic approach outlined in (3.10) above.

### **Archives**

- 3.12 DCMS to press for the *National Standard for Access to Archives* (Public Services Quality Group) and the *Government Policy on Archives Action Plan* to reflect the contribution of archives to tackling social exclusion, and encourage a strategic approach based on the six-point plan. The Action Plan will also need to say something about evaluating success.

### **National Museums, British Library and HMC**

- 3.13 DCMS to negotiate funding agreements that reflect social inclusion policy objectives.

## Section 4: Summary of Consultation Responses

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### Libraries For All

- 4.1 We received 54 written responses, from local authorities, professional associations and readers' groups to the draft social inclusion policy for public libraries. In addition there was an online consultation, run by the Community Development Foundation, which recorded over 30 responses. Almost all the responses were positive and welcomed both the policy objectives and the 'six point plan' for achieving the objectives. Although all the library authorities supported the principles of the document, attention was drawn to the desirability of additional and continuing funding to achieve the objectives.
- 4.2 ICT and the Internet provoked a large number of comments. Over a third of responses mentioned the importance of access to ICT being free in public libraries.
- 4.3 On opening hours, the responses were divided over whether opening libraries in the evening would be helpful to people who do not regularly use them. However almost all those who discussed opening hours agreed that, as a policy objective, more flexible opening hours would be more beneficial than simply staying open later in the day. This would allow libraries to develop different opening times according to public needs. Three respondents considered that the term 'family friendly' was not inclusive and should be removed from the opening hours policy objective.
- 4.4 Local authority issues featured heavily in the responses: over a quarter of the respondents commented that a corporate strategy on social inclusion was necessary in order to ensure both funding and commitment from the local authority to library initiatives. There was a firm belief among library services that local authorities had the means to support them in their work with socially excluded people by sharing information on both local communities and communities of interest in the area. Many responses noted that demands on library authorities for income generation often conflict with policies and projects aimed at non-traditional users.
- 4.5 Although it was recognised that volunteering provides opportunities for people to be active in the community, it was felt there could be hostility from staff who felt that they were doing mainstream work in place of salaried employees. Using volunteers to reach out to socially excluded people was generally disliked, although several library authorities were in favour of libraries encouraging socially excluded people to work as volunteers.

### Centres For Social Change

- 4.6 A total of 75 responses to the draft social inclusion policy for museums, galleries and archives were received. The overwhelming majority of responses were positive and only two were wholly critical. Over half the responses emphasised the need for long term funding for social inclusion work, and almost all the institutions and professional organisations commented that resources were needed for staff training in social inclusion issues, as well as for actual work in this area.

- 4.7 One issue which created a stir among smaller museums and archives was the gap between aspiration and reality in what they could achieve. This was reflected in requests for funding for basic cataloguing and documentation (many institutions who do not have computerised catalogues are unable to make their catalogues available on the Internet). One significant problem noted by local authority museums was that social inclusion work is not reflected in the performance indicators used for Best Value assessments. Similarly the demands made on both national and local authority organisations for income generation serve as a disincentive to work with socially excluded individuals and groups.
- 4.8 We received responses from a number of independent museums and organisations, representing a wide range of independent, military and university museums and galleries. Almost all of these argued that the policy guidance should cover all types of museum, gallery and archive, not only those funded by central or local government. This would enable AMCs to give uniform advice and guidance, and would help the sector work together to reduce social exclusion.
- 4.9 A number of responses asked for clarification of definitions in the revised policy – both for the terms social inclusion and social exclusion, and of the differences between access, audience development and acting as agents of social change. Several organisations thought that the requirements for achieving the widest possible access were redundant in a policy about tackling social problems in the community, while others felt that these objectives were yet to be fulfilled by small or poorly-funded museums and archives.
- 4.10 Resource (the Council for Museums, Archives and Libraries) was mentioned many times in the responses. Almost all the comments about Resource asked for it to take the lead in raising awareness of social inclusion issues and to provide funding for long term work. Several responses added to this comment a request for Regional Cultural Consortiums and Regional Development Agencies to give guidance on social inclusion work on a regional level and to help organisations identify partners locally and regionally.

## Section 5: Recent Research

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### **LIC and Leeds Metropolitan University**

“Open to All ?” is the report of the LIC funded research into Public Libraries and Social Exclusion. This 18 month research project was carried out by Leeds Metropolitan University, Merton Libraries and Heritage, Sheffield Libraries and John Vincent. The research had three elements : a series of working papers on aspects of social exclusion ; a national survey of library authorities ; and eight, in-depth case studies, from all parts of the UK. The report was launched at the Library Association by The Rt Hon Dr Marjorie Mowlam MP in July 2000. The report findings and recommendations are very much in line with Libraries for All and Centres for Social Change. Copies of “Open to All ?” can be obtained from the Social Exclusion Action Planning Network on 01392 256 045.

### **The Social Exclusion Action Planning Network**

Libraries for All and Centres for Social Change contain a six point plan for tackling social exclusion. The Social Exclusion Action Planning Network has used this plan as part of its programme of seminars and training courses. The plan is a useful tool to help determine where library services are in terms of tackling social exclusion. Many library services, for example, have developed services and trained staff to provide them (point 4 of the plan), without identifying the people who are socially excluded (point 1), assessing and reviewing current practice (point 2) or developing a strategy and prioritising resources (point 3). Details of Social Exclusion Action Planning Network seminars and training courses can be obtained from 01392 256 045.

### **GLAMM and Leicester University**

“Museums and Social Inclusion: the GLLAM report” identifies the contribution that the museum and gallery services within GLLAM (the Group for Large Local Authority Museums) have made towards promoting social inclusion. The research shows that museums can not only help to make an impact on the four widely recognised key indicators linked to exclusion (health, crime, unemployment and education) but can also play a wider, and even, unique role in tackling disadvantage, inequality and discrimination. Copies of “Museums and Social Inclusion: the GLLAM report” can be obtained from RCMG (Research Centre for Museums and Galleries), Department of Museum Studies, University of Leicester, 105 Princess Road East, Leicester, LE1 7LG, Tel: 0116 252 3962 or email BL5@le.ac.uk

## Section 6: Possible Sources of Funding for Social Inclusion Initiatives

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HLF Museum and Galleries Access Fund [www.hlf.org.uk](http://www.hlf.org.uk)

National Lottery Charities Board – Community Involvement Programme [www.nlcb.org.uk](http://www.nlcb.org.uk)

New Opportunities Fund: development of digital content linked to National Fund for Learning and People's Network; out of school learning initiative [www.nof.org.uk](http://www.nof.org.uk) ; [www.nof-digitise.org](http://www.nof-digitise.org) ; [www.thesourcepublishing.co.uk/articles/a00825.html](http://www.thesourcepublishing.co.uk/articles/a00825.html)

HM Treasury: Capital Modernisation Fund for innovative capital or PFI projects which improve key services or public infrastructure [www.hmt.gov.uk/cm/index.html](http://www.hmt.gov.uk/cm/index.html)

DTI modernisation of the Post Office to offer services such as Internet Learning Access Points with opportunities for collaboration with libraries [www.dti.gov.uk/por/](http://www.dti.gov.uk/por/)

### Trusts/Foundation:

Carnegie UK Trust; [www.carnegieuktrust.org.uk](http://www.carnegieuktrust.org.uk)

Clore Duffield Foundation; telephone Sally Bacon: 0207-351-6061

Gulbenkian Foundation; [www.nelincs.gov.uk/gifts/education/gulbenkian\\_foundation.htm](http://www.nelincs.gov.uk/gifts/education/gulbenkian_foundation.htm)

Lloyds TSB Foundation for England and Wales; [www.lloydstsbfoundations.org.uk](http://www.lloydstsbfoundations.org.uk)

DCMS/Wolfson Public Libraries Challenge Fund (deadline has passed for bids for 2000; enquiries by e-mail: [liz.napier@culture.gov.uk](mailto:liz.napier@culture.gov.uk)) [www.culture.gov.uk](http://www.culture.gov.uk)

DfEE Museums and Galleries Education Programme [www.dfee.gov.uk](http://www.dfee.gov.uk)

DfEE – Sure Start Unit (for pre-schoolers) – support for early years library services [www.surestart.gov.uk/home.cfm](http://www.surestart.gov.uk/home.cfm)

DfEE – Partnership with local Learning and Skills Councils (post 16 education) [www.dfee.gov.uk/post16/pu\\_white\\_ch08.shtml](http://www.dfee.gov.uk/post16/pu_white_ch08.shtml)

The Basic Skills Agency [www.basic-skills.co.uk/bg.html](http://www.basic-skills.co.uk/bg.html)

Regional Arts Lottery Programme run by the Regional Arts Boards – *Arts for Everyone* (grants for arts education initiatives)

Home Office, The Active Community Unit [www.homeoffice.gov.uk/acu/acu.htm](http://www.homeoffice.gov.uk/acu/acu.htm)

Bookstart (may be limited to advice only) [www.booktrust.org.uk](http://www.booktrust.org.uk)

## Section 7: Review Group and Source of Further Information

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The DCMS established an informal policy review group to help it consider comments received on *Libraries for All* and *Centres for Social Change* and recommend revisions to the social inclusion policy objectives. The group was chaired by Mark Mason (DCMS). Other members were: Stuart Davies (Heritage Lottery Fund), Jocelyn Dodd (Leicester University, formerly Nottingham City Museums and Galleries), Deborah Jenkins (London Metropolitan Archives), Chris Kitching (Royal Commission on Historical Manuscripts), Caroline Lang (Resource), Carol Meads (British Library), Dave Muddiman (Leeds Metropolitan University), Liz Robertson (Museums Association), Richard Sandell (Leicester University), Terry Turner (Library Association), Chris Atkins (DCMS), Peter Beauchamp (DCMS), Karina Grazin (DCMS, Secretary), Ros Saper (DCMS) and Roger Stratton-Smith (DCMS).

Further advice on social inclusion issues relating to libraries, museums, galleries and archives is available from:

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