

# Social and Racial Exclusion Handbook for libraries, archives, museums, and galleries

2<sup>nd</sup> edition, August 2001

Shiraz Durrani

Published by  
Social Exclusion Action Planning Network

## Contents

<u>Welcome to the 2<sup>nd</sup> edition</u>	5
<u>Introductory notes</u>	8
<u>What is social exclusion?</u>	11
Globalisation of information .....	11
The Government definition .....	12
Library and Information Commission position .....	13
The Legislative Framework .....	15
Resource's role for libraries.....	17
The Arts Council of England definition .....	17
Barriers to inclusion.....	18
Preventing social exclusion .....	18
Open to All? .....	22
<u>Class and exclusion</u>	30
Capitalism and Social Exclusion .....	30
Class references in <i>Open to All?</i> .....	35
The equality context .....	37
<u>National and Government Context</u>	39
Historical approach .....	39
Government's Equality statement .....	40
Greater London Authority – Equalities Policy Commission.....	43
CRE's equal opportunities policies .....	45
CRE Standard .....	47
Neighbourhood Renewal.....	48
Merton neighbourhood renewal strategy .....	52
DETR/Audit Commission's Performance Indicators.....	53
Best Value and social exclusion .....	57
Equalities Guidance for Best Value Reviews (Merton) .....	58
<u>The legal framework</u>	74
Local authority duties under the Race Relations (Amendment) Act .....	74
House of Commons CMS Committee (1) .....	74
House of Commons CMS Committee (2) .....	76
Race Relations (Amendment) Act 2000.....	80
Human Rights Act 1998.....	81

<u>DCMS perspective</u>	83
Building on PAT 10 .....	83
<i>Libraries, Museums, Galleries and Archives for All</i> .....	84
Developing a learning community .....	88
Information and communications technology .....	89
<u>Libraries and social exclusion</u>	90
Libraries: the essence of inclusion .....	93
<i>Libraries for All</i> .....	93
Building on Success; an action plan for public libraries.....	94
Library Standards.....	95
Annual Library Plan .....	102
<u>Arts, Archives, Galleries and Museums</u>	104
Arts and social exclusion .....	104
Archives and social exclusion .....	111
<i>Taking Part</i> – Archives .....	114
Museums and galleries.....	115
<u>Aspects of social exclusion</u>	117
Older people.....	117
Lesbians, bisexuals, gay men and transgendered people.....	122
Sexuality Projects.....	123
Women and exclusion .....	123
Disabled people .....	123
Visually Impaired people.....	133
Transport and social exclusion.....	136
ICT and social exclusion .....	138
From e-government to e-transformation.....	142
A learning community .....	143
<u>Race equality</u>	149
The Ethnic breakdown of the population of Britain.....	150
Minority ethnic issues in social exclusion.....	152
Roach & Morrison .....	153
Implementing Roach & Morrison – evidence approach .....	159
1. Establishing a policy framework .....	159
2. Translating policy into practice.....	159
3. Engaging with local people .....	160
4. Changing the culture .....	161
5. Promoting the library service (Marketing).....	161
Stephen Lawrence Inquiry .....	163
<i>Black workers deserve better</i> .....	167
What next can government do for race equality? .....	168
The Leadership Challenge.....	171
Diversity Council .....	174
Staff training .....	177
Quality Leaders Project for Black Library & Information Workers .....	180
LA's Policy Advisory Group on Social Inclusion.....	184

LARRIE - Local Authorities Race Relations Information Exchange	184
.....	184
<u>Social Exclusion case studies</u>	<u>187</u>
(1) Leicester City Libraries.....	187
Managing diversity and delivering equality .....	187
Some recommendations .....	191
(2) Merton Library & Heritage Services .....	194
Merton Libraries: tackling social exclusion – John Pateman ...	194
Managing change, managing performance – Shiraz Durrani ..	197
Strategy for change in Merton .....	200
Scrutiny context in Merton .....	201
<i>Merton ReachOut</i> .....	207
Community Development - a strategic approach .....	215
Merton’s Project approach.....	217
Equalities Action Plan – Liz Smallwood.....	226
Library & Arts Forum for Ethnic Minority Services – Di Reynolds	
227	
Refugee Resource Collection and Service – Di Reynolds .....	229
Community Visit Programme – Shanthi Ahilathirunayagam ..	231
<u>Three questions – biggest challenge to LIS in Britain</u>	
<u>239</u>	
<u>References</u>	<u>242</u>
<u>Some electronic sources</u>	<u>246</u>
<u>Appendix A: List of Working Papers from “Open to All?”</u>	
<u>250</u>	
Theories of poverty and social exclusion (Dave Muddiman) ...	250
Public libraries and social exclusion (Dave Muddiman) .....	250
Public libraries and social class (John Pateman) .....	250
Literacy, social exclusion and the public library (John Vincent)	
251	
Lesbians, bisexuals, gay men & transgendered people (John	
Vincent) .....	251
Returning a stare; people’s struggles (Shiraz Durrani) .....	252
The state, communities and public libraries (John Pateman) .	252
Public libraries, children & young people (John Vincent) .....	253
Images of exclusion: User & community (Dave Muddiman) ...	253
Central and local government policies (Martin Dutch) .....	254
Public libraries, disability and social exclusion (Rebecca Linley)	
254	
Women and social exclusion (John Vincent; Rebecca Linley) .	255
Struggle against racial exclusion in public libraries (Shiraz	
Durrani) .....	255
Political correctness (John Vincent) .....	255
ICT and social exclusion (Martin Dutch; Dave Muddiman) .....	256
Public libraries, older people and social exclusion (Rebecca	
Linley) .....	256

Appendix B: Training courses organised by SEAPN  
258

Appendix C: Toolkits – Anti-exclusion Toolkit (2000)  
259

Index 261

## Welcome to the 2<sup>nd</sup> edition

Over the last few years, the annual library planning process has been consolidated in British public libraries, and a new planning culture is gradually being embedded in libraries by the requirement (in England) to submit an Annual Library Plan [ALP]. The fact that all plans are scrutinised and assessed gives an added incentive for authorities to become more focused on planning their services. The requirements to meet the new Library Standards and Best Value provide further teeth to the need to “continually improve” services. Indeed, after only a few years, the ALP process has revolutionised the library scene. At the same time, the increasing emphasis from central government on addressing “social exclusion” has required that all authorities make this an important part of their planning process and also ensures implementation.

There is therefore a need for an easy-to-use sourcebook on new developments and requirements – one reflection of this is the fact that the first edition of this Handbook soon ran out of print. As there have been rapid developments in the information sector since the publication of the first edition, we decided to take this opportunity to update the *Handbook* and include many new developments, rather than just reprint the first edition.

- The first edition was based on a Network training session on “Implementing Standards to tackle Social Exclusion” held on 5 September 2000. The production of this second edition allows the inclusion of the material used by the author as part of another Social Exclusion Action Planning Network Training Course, “Roach and Morrison 3 Years On”, held at the Library Association on April 5, 2001 and conducted jointly by the author and Frank Anti, the Director of Merton Race Equality Partnership. The title of the *Handbook* has also been altered in view of the use of anti-racism as an example of addressing social exclusion. While a number of sections has been updated, some new sections have been added to give as complete a picture as possible.

At the same time a number of initiatives are being developed to take the social exclusion agenda further. The Library Association has set up a Policy Advisory Group on Social Inclusion; a number of people has come together with LASER and made a proposal for setting up a “Social Exclusion Portal”; the Social Exclusion Action Planning Network Group has organised a number of courses and held two annual conferences. Over the coming months and years,

these and other initiatives will ensure that standards of service to those "socially excluded" are raised to ever higher levels.

Since the publication of the first edition, the scope of the Library and Information Commission has been expanded under Resource to include archives, museums and galleries. This change is being reflected in this edition, with greater coverage of these areas. While not providing comprehensive coverage of all these areas, an initial attempt has been made to include each area covered by the Department of Culture, Media and Sport's *Libraries, museums, galleries and archives for all: co-operating across the sectors to tackle social exclusion*.

The formation of the Diversity Council has provided a totally new focus for areas of social exclusion which have remained divided and marginalised in the past. There is now a real opportunity for all these different groups and interests to come together under one roof. The success of the second phase of the Quality Leaders Project for Black LIS workers provides concrete theories and experiences in addressing staff development and leadership issues as well as service improvement.

It is hoped that this Handbook will help managers and workers in libraries, museums, galleries and archives and all information workers, managers and students to come to grips with the large number of developments and government initiatives that can often seem confusing. But the need is not only to become aware of a large number of theories and documents available. Participants at Network training sessions and many people who have contacted us have expressed a need to know how to implement these theories. They need examples of how the guidance is being put into practice in different workplaces. It is for this reason that case studies and examples of good practice are quoted wherever possible. At the same time a number of "toolkits" has been included to help with the practical work of mainstreaming social exclusion.

The Social Exclusion Action Planning Network intends to play an important role in encouraging co-operation and spreading "good practice" by running more training activities and conferences. An indication of the range and extent of its training activities is reflected in the training course list in Appendix B. Network members are encouraged to indicate other training courses that they need in these times of great changes in LIS.

The Social Exclusion Acton Planning Network and the author would like to express their appreciation to the various organisations and individuals whose reports and documents have provided a valuable

source of information for this Handbook. The first edition of the Handbook has been put on the LARRIE database and in this way the information is made available to a wider readership.

Your comments, criticisms, corrections and suggestions on the Handbook are most welcome. They can be sent to the Network or to the author at [shirazdurrani@gmail.com](mailto:shirazdurrani@gmail.com),

**Building strong, inclusive communities**

The Government believes that race equality is essential in order to build strong, inclusive, communities. There is a moral case for striving for race equality. It is a basic human right to be treated with equality and fairness. This is recognised in the European Convention on Human Rights and reflected in the Human Rights Act 1998

- *Race Relations (Amendment) Act 2000, New laws.* p. 7

## Introductory notes

### Terminology

1. The term “socially excluded” includes a wide range of people and communities. Each excluded community has its own particular needs. Combating social exclusion involves taking into account the particular needs of each excluded group. It is, however, not possible to address the needs of all such groups in a short Handbook such as this one. We will, therefore, take examples from one of these – Black people. The tools and examples used for Black communities are well developed and promoted by the government. These are equally applicable to other excluded groups, each of whom requires a slightly different approach as their needs are also specific and different from other excluded people. Thus the Commission for Racial Equality [CRE] Standard, aimed at Black people, has also been used for ensuring “equality” for women and disabled people. Similarly, all the mechanisms mentioned here can and should be applied to all excluded communities. For example, Merton’s Best Value Framework has an “Equalities Chart” for race, gender and disabilities.
2. The term *Black* is used here in its political sense to include all people from Africa, Asia, and the Caribbean and all those who consider themselves Black. It includes those born in Britain but whose parents or grandparents came from Africa, Asia or the Caribbean. It is meant to highlight aspects that unite people on the basis of their common history of oppression. The term often used in the USA is “People of Color”. The TUC, Unison and many other progressive organisations have “Black” sections today.

The debate about what name to use is not over yet, and an appropriate term will evolve in the course of the struggle for equality. It is the people themselves who will ultimately decide what to call themselves. The Social Exclusion Unit uses the term ‘minority ethnic’ to “describe people who would define themselves as non-white in terms of their ethnic identity. It does not therefore, include white minority ethnic groups, such as Irish”. (*Minority ethnic issues in social exclusion*, 2000).

3. Diversity – a term that is used to include all people, communities and groups who consider themselves excluded from the “mainstream”. It thus includes all excluded staff and communities – Black people, ethnic minorities, women, lesbians, gay men and transgendered people, disabled people, people



excluded because of their class, travellers, refugees – among others. Each of these “diversity communities” has their own specific needs, but share a common legacy of exclusion and disempowerment. The use of the term implies the championing of equal and fair share of power and resources for all elements of the diversity communities.

### The reality

1. “It might be necessary to spend at least 10 times as much on the education of each black child as on each white child to equalise their future wage earnings”.<sup>1</sup>
2. If workforce monitoring by ethnicity is included as a specific duty in regulations made under the amended Race Relations Act, 65% of local authorities are unlikely to be able to demonstrate that they are meeting this requirement.
3. If public sector bodies follow the Government’s lead and set racial equality targets for representation at senior levels of the workforce, the proportion of local authorities that will be unable to meet this challenge could be as high as 94%.
4. 127 local authorities have produced a written response to the Stephen Lawrence Inquiry. 79 of these have produced a detailed action plan to address recommendations of the Stephen Lawrence Inquiry. 14 local authorities with less than 2% Black population have developed an extremely comprehensive approach to implementing recommendations of the Inquiry (including Shropshire). 92 authorities are at early stage of responding, most have equal opportunities policies but do not monitor workforces by ethnicity and have not adopted the CRE Standard. A further 70 local authorities have no current plans to address the recommendations of the Stephen Lawrence Inquiry. The remaining 120 authorities do not have equal opportunities policies or monitor their workforces by ethnicity, and have not adopted the CRE Standard<sup>2</sup>.

While we talk of some progress in the last few years in eliminating racism, and while some very positive moves have come from the Government recently, the situation on the ground is not satisfactory. What can be done to ensure that there is rapid and

---

<sup>1</sup> Report from the Performance and Innovation Unit (2001) quoted by Wintour (2001).

<sup>2</sup> Palmer, S (2000), p.3.

radical progress? *Libraries for All* (DCMS, 2000) recommends that "Social exclusion should be mainstreamed as a policy priority within all library and information services". The Local Government Association recommends that "authorities should aim to integrate racial equality principles into mainstreaming service delivery and employment activities" (Palmer, 2000, p.9). Palmer also says that "Ensuring that ethnic monitoring and consulting local black, Asian and ethnic minority people are integrated into the Best Value process, is essential for mainstreaming racial equality principles in a council."

Mainstreaming social exclusion is a matter of applying equality principles in everything we do. This can be done only if we apply the same principles, standards and yardsticks to those who are currently excluded as we do to those "mainstreamed". This Handbook examines various mechanisms that exist to do just that.

Applying library standards works at two levels:

1. the ethical level where we seek to apply the same standards to all communities and individuals. As Jack Straw says, "race equality is a moral imperative".<sup>3</sup>
2. the legal level where it is a legal requirements to meet certain minimum standards. In the library field, this can be seen in a number of important areas: for example, the social exclusion content of the Annual Library Plan and the requirements under the Library Standards. Legislation such as Race Relations (Amendment) Act 2000 and the Human Rights Act impose certain requirements on local authorities.

The Library Standards were issued by DCMS in 2001 and will need to be addressed in future Annual Library Plans. At the same time, other mechanisms such as the CRE Standards also exist to ensure that standards are applied to service and employment for excluded communities. That they have not been adequately applied in practice is due to lack of appropriate legislation to make them a legal requirement. Now with the requirement to include social exclusion in the Annual Library Plan, the need to ensure that excluded communities get Best Value, and the need to meet the Library Standards for all people, the situation is likely to change over the next few years.

---

<sup>3</sup> Straw (2001).

## What is social exclusion?

### Globalisation of information

Capitalism began a new phase with the changes in the international communist movement in the 1970s and 1980s and used the networking logic of the Information Age to facilitate its rapid growth. Castells<sup>4</sup> sees this as “technological revolution, centred around information which has transformed the way we live”. Capital, no longer having to contend with opposition from socialism, was now free to roam the world wherever excessive profits were to be made. Globalisation thus refers to world-wide economic deregulation and the universal reach of the Anglo-American free market.

The social and economic consequences of this global search for profit inevitably leads to marginalising and excluding millions of people around the world from the products of their labour. While this aggressive phase of capitalism results in increasing economic growth in some countries and regions, its own logic ensures that millions of people and large parts of the world remain excluded from growth. Many areas have thus experienced a decline in national product as capital moves out of less profitable countries and regions.

Globalisation creates its own contradictions: in the age of the Internet, 80 per cent of the world’s population have never made a phone call; in the age of democracy, the world’s richest three men have assets that exceed the combined GDP of the 48 poorest nations.<sup>5</sup> The “Information Revolution” has actually *made things worse*. The “Information Society” is not just neutral or “up for grabs”, but actually bound up with the forces that perpetuate exclusion and intensify it.<sup>6</sup> Thus the tremendous possibilities for improvements for a better life for all are reduced to the reality of marginalisation and exclusion for the majority.

On the one side, the levels and capacity of production are increasing at a tremendous pace with immense capacity to satisfy material needs of all people. There is greater scope to communicate on a global level in an increasingly efficient way. New creative and cultural activities are possible at a scale not even thought of 20 years ago. Increased productivity has the potential to transform the lifestyles of people by providing for the material needs of all and increasing leisure time.

---

<sup>4</sup> Castells, M *The power of Identity*. 1998. Oxford: Blackwell.

<sup>5</sup> Elliott, L “Economics” *The Guardian Weekend*. 13 March 1999, p.70.

<sup>6</sup> Muddiman, D. Unpublished material, 1999.

On the other side is the fact that such possibilities are available only to a minority of countries, societies and individuals. As the world is dramatically divided in ever sharper class divisions, the majority of working people are excluded from all the wealth and possibilities of increased production of wealth. Exploitation reinforces social oppression on the basis of race, gender, sexuality, disability, and so on.

This contradiction inevitably gives rise to resistance from those who have lost control over their lives. Thus "resistance confronts domination, empowerment reacts against powerlessness, and alternative projects challenge the logic embedded in the new global order, increasingly sensed as disorder by people around the planet." (Castells, 1998)<sup>7</sup>.

The lesson from this is that the struggle for social inclusion is in essence the struggle for *economic, political and social* inclusion. The struggle against exclusion being waged in Britain is connected through the Internet with the struggles of excluded people all over the world. This places the information world at the centre of globalisation.

### **The Government definition<sup>8</sup>**

The Government has defined social exclusion as 'a shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health and family breakdown.'

Since the election of the New Labour government in 1997, social exclusion has been one of the key concepts underpinning many of its actions. One of the first was the establishment of the Social Exclusion Unit [SEU] Social Exclusion Unit within the Cabinet Office, which has set about developing a programme aimed at dealing with the problems of poor and isolated communities. The SEU website contains up-to-date information about its work.

The problem of definition was tackled in the Department for Media Culture and Sport [DCMS] report *Libraries for all : social inclusion in public libraries*. The Library and Information Commission [LIC] published, just before its demise, *Libraries: the essence of inclusion*,

---

<sup>7</sup> The resistance aspects of globalisation in the information field are discussed further in Durrani, S : *Returning a stare; people's struggles for political and social inclusion*. in Muddiman, D.; Durrani, S.; Dutch, M. et al: *Open to All? The Public library and social exclusion*. (2000) Vol. 3: Working Papers, pp.87-110. London: Resource:The Council for Museums, Archives and Libraries.

<sup>8</sup> *Social inclusion and libraries - a relevance guide* <http://www.la-hq.org.uk/groups/csg/si/si.html>

and gave a definition showing the variety, complexity and subjectivity of social inclusion.

The LIC, under its own research strategy, commissioned a core policy research project, published as *Open for All?* This is a starting point for any reading on the issues. The project report deals with the problems of definition (the differences between social exclusion, social inclusion and social cohesion). Other reports talk of the 'digital divide' and 'digital exclusion' – that is being unable to take part in the benefits of the 'Network Society'. Another way of looking at exclusion is by its defining characteristics – the habit of non-participation, the habit of isolation and a perceived lack of opportunity and choice. In Scotland, the talk is of 'social justice'.

The SEU (2000) saw the problem in the following terms:

- Over the last 20 years poverty has become more concentrated in individual neighbourhoods and estates than before, and the social exclusion of these neighbourhoods has become more marked.
- Compared with the rest of the country, many deprived areas have 30 per cent higher mortality rates; 25 per cent more people with low skills and literacy; unemployment rates six times as high; and three times as much burglary.
- The main driver of neighbourhood decay has, in most areas, been economic. Mass unemployment and the closure of particular industries have devastated communities.

### **Library and Information Commission position - *Libraries: the essence of inclusion***

In order to enable individuals and communities to participate fully in the learning society and in the cultural, social and economic life of the United Kingdom, the issue of social exclusion needs to be addressed. Social exclusion is one of the Government's highest priorities and an area of utmost importance for the Library and Information Commission.

Social exclusion:

- is complex – even concepts such as deprivation, poverty and disadvantage fail fully to encompass the intricacies of the issues surrounding social exclusion.
- is pervasive – has the potential to affect all types of people in all spheres of life and at all stages of life.
- is experienced subjectively and is therefore specific and relative to each individual, group or environment.

- varies with time – individuals or groups may experience different forms of social exclusion at different times and at a variety of intensities.
- is multi-faceted – social exclusion may be experienced simultaneously in a number of domains.

As a result of the above, social exclusion can be manifest in each or a combination of the following three broad domains:

- The psychology of exclusion: Individuals may become excluded through: experiencing or perceiving alienation; isolation; lack of identity; low self-confidence; low self-esteem; passivity; dependence, bewilderment, fear, anger, apathy, low aspirations and hopelessness.
- The sociology of exclusion: Social exclusion may result from association or lack of association with groups and places in society. These can include: families and friends; neighbours and the neighbourhood; the workplace; age; gender; culture; religion; language; accent; class; appearance; sexuality; lifestyle and (dis)ability. In addition, educational attainment, employment status, economic status and the degree of stratification between groups in a particular community can contribute to social exclusion. Individuals may feel that they are excluded because they are a member of a group that they perceive to be excluded from society.
- The infrastructure of exclusion: Exclusion can be the result of the actions of those institutions which comprise the infrastructure of society. This includes: the extent of access to resources and services, such as, housing, health, education, employment, transport and their relative quality of provision; the nature of the economic infrastructure, for example, shops and commerce; access to communications media, ICT and information; government / governance. The geographical location of resources and services (the tyranny of distance and the nature of place), the level of disfunctionality or liveability of the environment as well as the sustainability of infrastructure and resources can all lead to exclusion.

The capacity for change - the journey towards the inclusive society

Combating social exclusion involves understanding and working towards the elimination of the sources of exclusion. Reducing disparity, discrimination and disadvantage while recognising the value of diversity will enable individuals, communities and institutions to move toward a more inclusive society.

A society with inclusive values will demonstrate:

- a psychology of inclusion. Individuals are confident, resourceful and hopeful, and have opportunities to be enterprising and responsible.
- a sociology of inclusion. Groups celebrate diversity through 'delighting in difference'. They develop respect and appreciation for others' differences; have access to equality of opportunity and enhanced opportunity; and display and enjoy trust and sharing within and between communities.
- an infrastructure of inclusion. Infrastructures that reflect accessibility: access to information, resources and services, irrespective of location allowing calibre and diversity of choice; quality – of services, resources and environment, including the nurturing of creative, pleasant environments; sustainability – ongoing investment ensures trust in, and constancy of, public service; civility – to allow individuals, communities and organisations to become actively involved in citizenship – and the development of institutions as learning organisations, responsive and accountable to their communities.

The agenda for change requires interaction between individuals, society and institutions.

### **The Legislative Framework**

From: *Comprehensive, Efficient and Modern Public Libraries – Standards and Assessment.* Department for Culture, Media and Sport. Libraries, Information and Archives Division.

There are two relevant pieces of legislation; the Public Libraries and Museums Act 1964, and the Best Value Provisions of the Local Government Act 1999.

**The Public Libraries and Museums Act 1964** makes it the duty of the Secretary of State for Culture, Media and Sport *“to superintend, and promote the improvement of, the public library service provided by local authorities in England ...and to secure the proper discharge by local authorities of the functions in relation to libraries conferred on them as library authorities by or under this Act”.*

Under the same Act, library authorities (County Councils, Unitary Authorities, London Boroughs and Metropolitan Districts) are required to *“provide a comprehensive and efficient library service for all persons desiring to make use thereof”.*

Library authorities have a duty to allow access to their libraries to all-comers, but their obligation to lend extends only to those who live or work or study full-time in their areas.

The terms “comprehensive and efficient” are not defined within the 1964 Act. However, under the 1964 Act, a library authority should pay particular regard to:

- *securing that facilities are available for the borrowing of, or reference to, books and other printed matter and other materials “sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children.” This may be done by keeping adequate stocks of such books and other materials, by arrangements with other library authorities and by other appropriate means.*
- *encouraging both adults and children to make full use of the service, provide advice as to its use and make available bibliographical and other information.*

Where there appears to be a failure to meet the provisions in the Act, the Secretary of State can institute an inquiry, issue a direction and ultimately order the transfer of library functions of a library authority to him/herself. The Secretary of State is also given power to hold an inquiry into any matter relating to the functions of a library authority under the Act.

The duty of Best Value for local authorities, as enshrined in the **Local Government Act 1999**, requires each Best Value authority to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” The Act also contains a wide range of powers for the appropriate Secretary of State to intervene where local authority services within their remit are considered, as a result of the Best Value audit and inspection process, to be failing. These powers are exercised by the appropriate Secretary of State, which, in the case of public library services, would be the Secretary of State for Culture, Media and Sport.

Best Value is implemented by means of an independent system of audit and inspection, which makes qualitative as well as quantitative judgments about local authority performance, based upon an assessment of corporate management processes and the ability of authorities to deliver levels of service which are consistent with those achieved by the top 25%.



## **Resource's role for libraries**

Manchester, 5 July 2001 – All librarians have a central role to play in shaping a 21<sup>st</sup> century economy based on ideas, knowledge and information, Lord Evans, Chair of Resource told delegates to UmbrellA 6, the biennial conference for the library world, in Manchester. But they must demonstrate their importance to political leaders, opinion formers and the exchequer.

Launching Resource's new action plan for public libraries, *Building on Success*, during his keynote speech, Lord Evans restated his total belief in what library and information professionals were doing. He said: "There are other more important people out there who don't understand the role you can play. Resource can help raise the profession's profile, provide advocacy, present the evidence and identify strategic needs and priorities. But, ultimately only you can deliver the services that demonstrate the crucial importance of the role you play to the people who matter."

In an overview of Resource's libraries work in its first year, Lord Evans pointed to the developing People's Network, work on Culture Online, and helping the Government prepare its response to Empowering the Learning Community, as ways in which Resource had been furthering the libraries agenda. With sections on developing and sustaining new services, access, service planning and development, capacity building and co-operation, *Building on Success* draws together the various commitments and tasks of importance to libraries already set out in Resource's Annual Workplan for 2001/2, and identifies a number of additional activities that could form the basis for its future public libraries work. The full text of *Building on Success* can be found on Resource's website: <<http://www.resource.gov.uk/information/bosucc.pdf>>. Printed copies are available from Sarah Woodward, Communications Assistant, on 020 7273 1458 or email: [sarah.woodward@resource.gov.uk](mailto:sarah.woodward@resource.gov.uk).

## **The Arts Council of England definition <sup>9</sup>**

The Arts Council has agreed a definition of social exclusion, which takes *low income* areas as its starting point and focuses particularly on poverty in combination with other factors such as low educational attainment, poor health, crime and unemployment. It recognises that these issues need to be addressed in urban *and* rural settings. The Arts Council has produced separate action plans in relation to cultural diversity and disability. It is also currently working on an initiative called 'Diversity 2002' which aims both to

---

<sup>9</sup> "Social exclusion - a response to policy action team 10 from the arts council of England".  
[www.artscouncil.org.uk/departments/briefings/social.html](http://www.artscouncil.org.uk/departments/briefings/social.html)

celebrate diversity and to create ongoing support for Black and Asian artists, managers and audiences.

They recognise that combating social exclusion or poverty is not the *primary* aim of an arts funder and that to set out to use the arts for instrumental purposes only is to undermine artists' work. However, they also recognise that some artists have always worked within the context of what is currently termed 'social exclusion' and many have had a life-changing effect on those with whom they work. It is this work that this plan seeks to recognise and enhance.

This strategy will work together to form a complementary approach to delivering on the Arts Council's strategic priority of 'Diversity and Inclusion'. The Council recognises the importance of ensuring that this response is owned and delivered by staff throughout the Arts Council. It intends to establish a task group to oversee the delivery of the plan. This will draw staff from the Regional Arts Boards and Arts Council and will report directly to the Chief Officers Group.

The Arts Council will continue to develop a joined-up approach to this issue and, whilst allowing for regional variation, will seek to achieve a truly national strategy for action. This will be achieved in consultation with the Regional Arts Boards and this response has been produced in association with representatives from RABs.

### **Barriers to inclusion**

Resource (2000b) lists the following as barriers which prevent people from using museums, archives and libraries:

- Physical and sensory
- Intellectual
- Cultural
- Attitudinal
- Financial

It concludes that removing these barriers will require far-reaching changes in the way we think about collecting, managing, promoting and interpreting our collections, resources and information.

It is necessary to understand the reasons for exclusion and to look at its manifestations before discussing how we eliminate exclusion.

### **Preventing social exclusion**

From: <http://www.cabinet-office.gov.uk/seu/2001/pse/PSE%20HTML/contents.htm>  
(accessed 27 Jul 2001)

### Why social exclusion is a priority

1. In the mid-1990s, this country was distinguished from its EU competitors by high levels of social exclusion. It topped the European league for children growing up in workless households, for teenage pregnancy rates and for drug use among young people. Twenty per cent fewer 18 year olds were staying on in education than the EU average, and this country had some of the highest rates of adult illiteracy in Europe.
2. Many of these figures had worsened during the 1980s and 1990s. Crime doubled between 1980 and 1995. Child poverty trebled between 1979 and 1995. Recorded exclusions from school quadrupled between 1990-91 and 1996-97, and notified drug addicts quadrupled in the decade to 1996. And in the early 1990s, some 2,000 people were sleeping rough in central London each night.
4. The most severe forms of exclusion – such as pregnancy under 16, exclusions from school or rough sleeping – affect a fraction of one per cent of the population. But approaching ten per cent suffer significant problems – for example, nine per cent of 16 to 18 year olds were not in learning or work in 1997; ten per cent of young men aged 18 to 24 were alcohol-dependent; seven per cent of men born in 1953 had served a prison sentence by the age of 46. And many groups are affected by several different problems like these.
5. This 'joined-up' nature of social problems is one of the key factors underlying the concept of social exclusion – a relatively new idea in British policy debate. It includes low income, but is broader and focuses on the link between problems such as, for example, unemployment, poor skills, high crime, poor housing and family breakdown. Only when these links are properly understood and addressed will policies really be effective.
6. Social exclusion is something that *can* happen to anyone. But certain groups, such as young people in care, those growing up in low income households or with family conflict, those who do not attend school, and people from some minority ethnic communities are disproportionately at risk of social exclusion. There are also particular times when people are most vulnerable, such as when leaving home, care or education.
7. When the Government came to office it made tackling these interlinked problems a priority, because of the huge human costs to individuals and society, and the impact on the public finances and the competitiveness of the economy.

### The Government's approach

1. To deal with these problems, the Government has pursued a strategic approach that has included all Whitehall departments and many external partners.

2. Tackling social exclusion has been a priority in Budgets and spending reviews, with investment in opportunity a priority for the resources released through better control of public finances. The Government has committed itself to annual reporting on its anti-poverty strategy in *Opportunity for All*. And the Social Exclusion Unit was set up to co-ordinate policy-making on specified cross-cutting topics such as school exclusion and truancy, rough sleeping, teenage pregnancy, youth at risk and deprived neighbourhoods.
3. These actions have had three broad goals:
4. **preventing** social exclusion happening in the first place – by reducing the numbers who go through experiences that put them at risk or targeting action to compensate for the impact of these experiences;
5. **reintegrating** those who become excluded back into society, by providing clear ways back for those who have lost their job or their housing, and missed out on learning; and
6. **getting the basics right** – delivering basic minimum standards to everyone – in health, education, in-work income, employment and tackling crime.
7. These goals have been underpinned by a new approach to developing and delivering policy, consistent with *Modernising Government* including:
  - a **more open policy-making process**, that includes those who are affected by social exclusion, and those on whose efforts policy will depend for its success. For example, the Social Exclusion Unit's Policy Action Teams brought more than 200 representatives from business, local government, the voluntary and community sector, the research community, faith groups and minority ethnic communities into the heart of new policy development. The Social Investment Task Force, established by the Chancellor of the Exchequer, brought together a range of experts from the private and voluntary sector to develop new ways of harnessing local skills and private finance for regeneration;
  - **joined-up implementation of policy** with new units such as the Children and Young People's Unit, the Rough Sleepers Unit and the Neighbourhood Renewal Unit bringing together staff from a range of backgrounds in and outside Whitehall to see through action that crosses departmental boundaries;
  - a **new emphasis on the link between economic and social policy**, for example, through putting jobs, enterprise and economic revival at the heart of the neighbourhood renewal strategy, and making tackling social exclusion a priority in spending reviews and Budgets;
  - **more focus on outcomes**, with clear measurable targets for what programmes are to achieve, and a specific focus on

outcomes in the poorest areas that could easily be concealed by just focusing on averages; and

- a **'rights and responsibilities' approach** that makes Government help available, but requires a contribution from the individual and the community. So, under the New Deal benefits can be withdrawn if people do not take up opportunities; Educational Maintenance Allowances are conditional on attendance and performance; Individual Learning Accounts match a contribution from the individual and the Government; new funding for neighbourhoods is conditional on community involvement.

^^^

## Open to All?

### **A new, more accessible “library”**

The concept of the library needs to be broad and embracing and not focused simply on buildings, institutions and the barriers they erect. Outreach, partnerships and joint provisions all have a place in creating a new, more accessible “library” for the twenty-first century.

### **The Public Library and Social Exclusion: A Summary of the Study<sup>10</sup>**

*Open to All?* examines an important public institution – the public library – and its capacity to tackle exclusion in modern society. It aims to suggest how public libraries might contribute towards developing a more inclusive society in the UK. It assesses what public libraries are doing now, and, perhaps more importantly, it explores how public libraries might focus their services more effectively in the future on excluded social groups and communities.

The study is the product of an 18-month research project based at Leeds Metropolitan University and conducted in partnership with the London Borough of Merton (Libraries), Sheffield City Libraries and John Vincent, an independent consultant. The research was conducted between October 1998 and April 2000, with financial support from, successively, the British Library Research and Innovation Centre, the Library and Information Commission, and Resource. It forms part of the “Value and Impact of Libraries” Research Programme developed by these organisations.

#### The Research Process

The research was organised to include the following elements:

- working papers which explored the issues around social exclusion itself, and public library responses to it;
- a survey of all UK public library authorities, which assessed the nature and extent of current UK public library activity and initiatives relevant to social exclusion;
- detailed case studies of eight UK public library authorities and their social exclusion strategies and initiatives;
- the development of the Social Exclusion Action Planning Network which has organised workshops, conferences and other events facilitating dissemination and feedback;
- conclusions and recommendations which suggest how public library exclusion strategies might be strengthened both through practical innovations at local level and new policy developments.

---

<sup>10</sup> *Social inclusion and libraries - a relevance guide* <http://www.la-hq.org.uk/groups/csg/si/si.html>

The complete findings of the study have been published in three volumes as follows:

- *Volume 1: Overview and Conclusions*, containing summaries of key issues and findings and the project recommendations;
- *Volume II: Survey, Case Studies and Methods* contains the detailed empirical findings of the research;
- *Volume III: Working Papers* gathers together the working papers produced during the course of the project.

## **Study Findings**

### Reassessing the Record of the Public Library

It is commonly supposed that the public library has a long history of provision for “disadvantaged” or “excluded” individuals, social groups and social classes. The Library and Information Commission claimed in their policy document that libraries were the “essence of inclusion”.

However, the 150 year history of the public library reveals that UK libraries have adopted only weak, voluntary and “take it or leave it” approaches to social inclusion. The core rationale of the public library movement continues to be based on the idea of developing universal access to a service which essentially reflects mainstream middle class, white and English values. Attempts to break out of this mould, such as the “community librarianship” of the 1970s and 1980s, have been incorporated back into this mainstream. Attempts to target services towards excluded people remain patchy, uneven and are often time-limited.

Some key consequences of this approach to service provision have been:

- a continuing under-utilisation of public libraries by working class people and other excluded social groups;
- a lack of knowledge in the public library world about the needs and views of excluded “non-users”;
- the development in many public libraries of organisational, cultural, and environmental barriers which effectively excludes many disadvantaged people.

A small minority of authorities and librarians have in the past adopted strategies and initiatives which have taken the needs of excluded people as their starting point. However, these are exceptions, and public libraries can be said to have been inclusive institutions in a limited sense only.

## **Public Libraries Today: Survey Findings**

In spite of this, there is now a clear imperative for the public library, like other public services, to address seriously social exclusion. This impetus is signalled by the publication of the DCMS

guidelines *Libraries for All*; the advice of the recent House of Commons Select Committee; and the general policy framework provided by the *National Strategy for Neighbourhood Renewal*. The project survey examined the extent to which this policy impetus was being reflected in activity in public library authorities [PLAs].

Overall, the survey findings suggest that there are wide differentials between UK public library authorities in terms of activity relevant to social inclusion:

- the survey estimates that only one-sixth of PLAs approximate to a comprehensive model of good practice for social inclusion. Most PLAs (60%), although having developed some initiatives, have no comprehensive strategy and uneven and intermittent activity. A final group of one-quarter of PLAs are those with little apparent strategy and service development;
- targeting of disadvantaged neighbourhoods and social groups is used comprehensively by only approximately one-third of PLAs. Recent service developments in libraries, such as the development of ICT networks and literacy initiatives, tend to be targeted at socially excluded people in only a small minority of cases;
- most PLAs report fairly high levels of community involvement by their staff but this tends to be at a general level, rather than focussed on disadvantage or exclusion;
- most PLAs have no consistent resource focus on exclusion, and this is sometimes very marginal indeed. A minority of PLAs are very active in developing partnership projects but this is not a dominant factor in most PLA social exclusion strategies;
- many of the UK's most marginal and excluded people are not considered to be a priority in PLA strategy, service delivery and staffing. This applies especially to a number of social groups who commonly face stigma and discrimination, for example, refugees, homeless people and travellers.

### **Case Study Findings**

Although the project case studies illustrated some innovative initiatives and service developments, overall they suggest that such activity is patchy and uneven. The case studies also highlighted barriers and problems which hinder PLA attempts to tackle exclusion. Some of these are a result of external factors, such as lack of money and equipment, but others are linked to the internal procedures, cultures and traditions of library services themselves.

The studies highlight:

- some successes in addressing social exclusion, most frequently linked to targeted initiatives employing community development, partnerships, and other proactive ways of working;



- problems in developing an overall, PLA-wide policy framework, with exclusion issues “mainstreamed” only exceptionally;
- a reluctance to adopt resourcing models that consistently prioritise excluded communities or social groups;
- limits on the ability of library staff to work with excluded people because of lack of skills and training and sometimes negative attitudes;
- a tendency to suggest that any “community” activity automatically addresses exclusion and a tendency to consult with communities and excluded groups only sporadically;
- a preoccupation with libraries as a “passive” service which prioritises “access” rather than with proactive and interventionist ways of working;
- an ongoing concern with the ICT-led “modernisation” of the library service which is only exceptionally linked to exclusion issues.

### **Transforming Public Libraries for Social Inclusion**

In the penultimate section of *Open to All?*, we suggest that much more than modernisation is needed. We argue that if public libraries are to seriously address social exclusion, they need to become much more proactive, interventionist and educative institutions with a concern for social justice at their core. Specifically, on the basis of the fieldwork studies, we point to the following strategies for such a transformation:

- the mainstreaming of provision for socially excluded groups and communities and the establishment of standards of service and their monitoring;
- the adoption of resourcing strategies which prioritise the needs of excluded people and communities;
- a recasting of the role of library staff to encompass a more socially responsive and educative approach;
- staffing policies and practices which address exclusion, discrimination and prejudice;
- targeting of excluded social groups and communities;
- the development of community-based approaches to library provision, which incorporate consultation with and partnership with local communities;
- ICT and networking developments which actively focus on the needs of excluded people;
- a recasting of the image and identity of the public library to link it more closely with the cultures of excluded communities and social groups.

### **Project Recommendations**

Achieving such change will not be easy, but *Open to All?* concludes with a series of recommendations and suggestions designed to

initiate and support change. In addition, authors of some of the project working papers have detailed specific recommendations focussing upon particular categories of excluded people and social groups. These are reproduced in the working papers in Volume 3 and an Appendix of Volume 1 of the report.

The recommendations have implications for a wide range of stakeholders in the public library community:

- **Public Library Authorities** themselves are obviously the most important of these. They are urged to adopt long-term strategies for tackling social exclusion, involving reviews of resourcing; staffing; community development; ICT; materials provision; partnership and joint provision; and monitoring. They are urged to mainstream social exclusion throughout all their activities.
- Those parts of **central government** concerned with the public library and social exclusion (such as DCMS, Resource, DFEE, SEU) are urged to assist PLAs by developing a co-ordinated policy framework . In particular, we recommend national service standards for public library activities relevant to social exclusion, and arrangements for monitoring library authority performance.
- **Professional organisations**, especially the Library Association, are urged to improve access to the profession for socially excluded people and to establish committees and mechanisms which represent the interests of disadvantaged groups.
- **Research institutions and research funding bodies** are urged to funded detailed research into the library-related needs of excluded groups, and to undertake detailed statistical monitoring of the use of libraries by categories of excluded people
- **Training organisations**, especially Schools of Information and Library Studies, are urged to ensure that their courses and programmes are relevant to public library work for social inclusion.

### **Open to All?**

Libraries are, at present, only superficially open to all. They provide mainly passive "access" to materials and resources, and they have service priorities and resourcing strategies which work in favour of existing library users rather than excluded or disadvantaged communities or groups. An ICT-led "modernisation" of the library

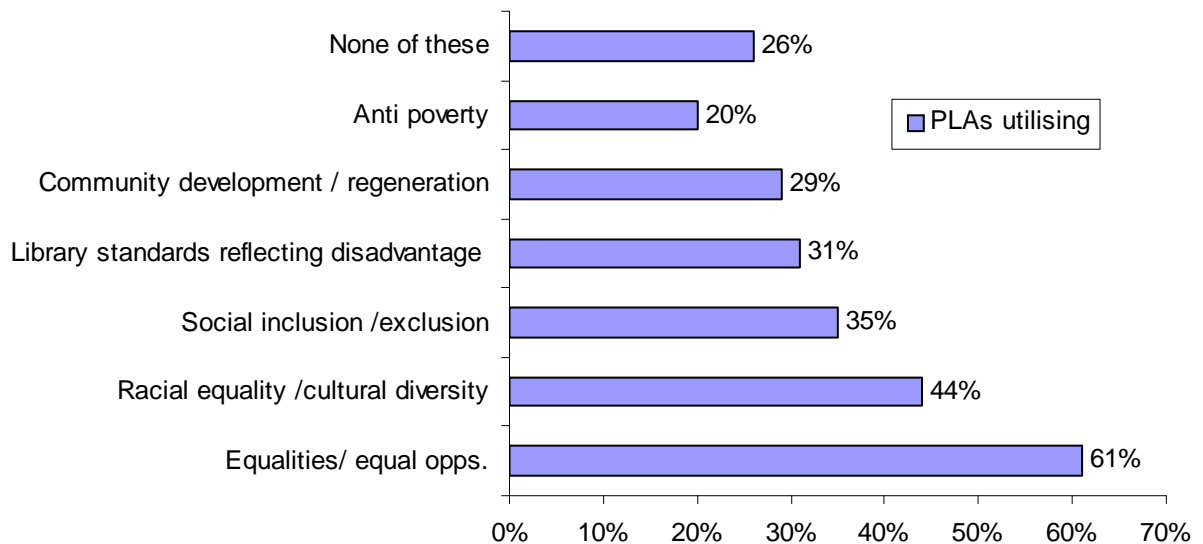
service is doing little to change this pattern: our research concludes that this will simply replicate existing inequities of use in an "information age".

In the end, therefore the core conclusion of the study is that public libraries *have the potential* to play a key role in tackling social exclusion, but in order to make a real difference they will need to undergo rapid transformation and change.

^^^

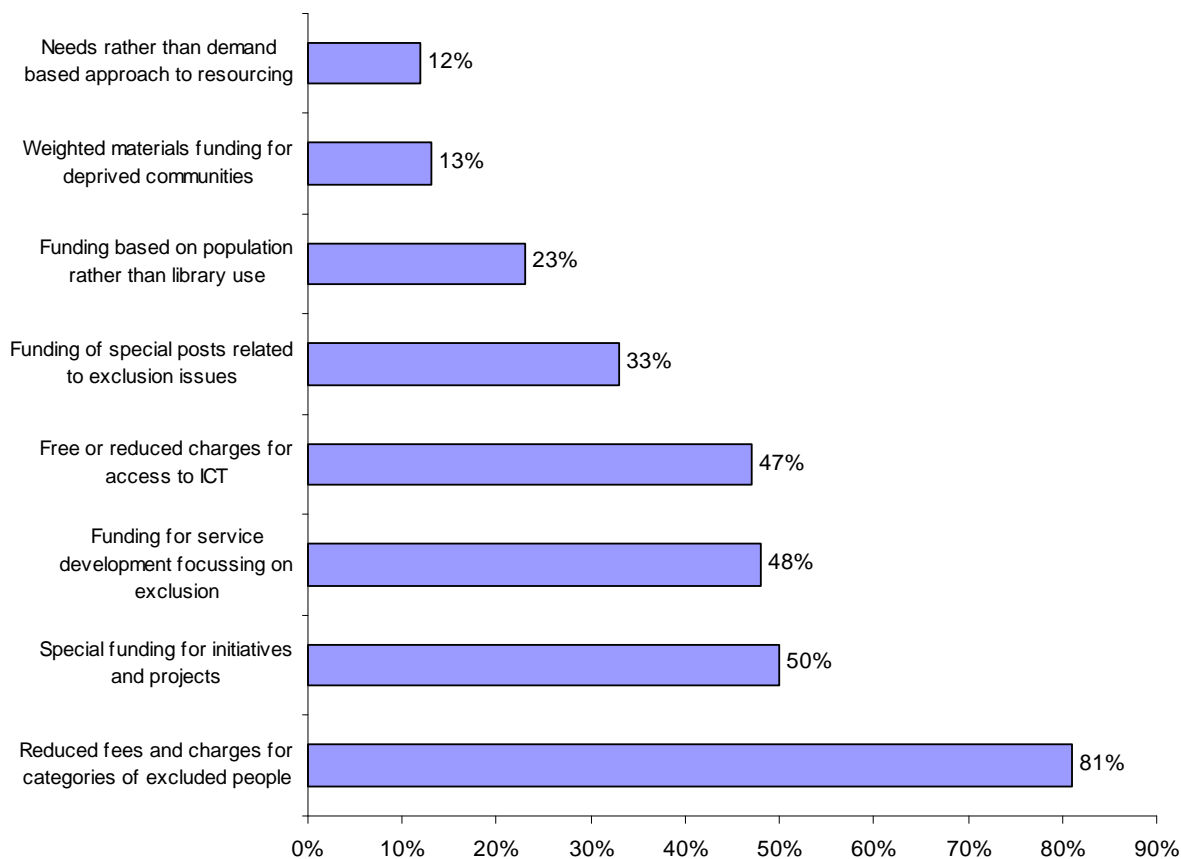
### **Some results from *Open to All?***

Figure 2 in the report suggests that 35% of PLAs have adopted inclusion or exclusion policies or guidelines, in the majority of cases where the local authority has already done so. In related policy areas, 29% of PLAs utilise community development or regeneration strategies, 44% utilise racial equality strategies and a higher figure (61%) utilise equal opportunities policies.



**Figure 2: Public library policy and strategy**

Overall, it is clear that the public library resource focus on social exclusion is often patchy and, at worst, very marginal indeed:



**Figure 3: Resource Strategies and Social Exclusion**

The survey also provides evidence that many of the UK's most marginal / excluded people are not widely considered in library strategy, service delivery or staffing. Figure 7 suggests that a majority of PLAs have developed some level of prioritisation of children and young people, the elderly and housebound, and disabled people as user groups. However, the same cannot be said of marginal groups such as travellers, refugees, and homeless people who have been considered by under 20% of PLAs. Under 20% have also developed initiatives for other social groups facing discrimination, such as women and LGBTs<sup>11</sup>. Despite many years of service development services targeted at racial and ethnic minorities are still only provided by 43% of PLAs. In the field of economic exclusion, initiatives addressing unemployment exist in 30% of authorities, but only 9 PLAs even recognise the wider concept of the "working class" in service planning, despite its long pedigree in library history. There is thus evidence in the survey that many PLAs tend to exclude some of the most excluded groups and sectors of British society from their active service planning and delivery.

<sup>11</sup> Lesbians, gay men, bisexuals and transgendered people.

<b>Excluded Social Group</b>	<b>% of authorities identified as service priority</b>	<b>% of authorities with permanent services</b>	<b>% of authorities with staff specifically responsible</b>	<b>% of authorities with time limited projects</b>	<b>% with materials selection guidelines</b>
Housebound people	82%	93%	81%	7%	33%
Children and Young people	82%	79%	78%	25%	57%
Disabled people	78%	72%	52%	11%	26%
Elderly people	61%	59%	47%	14%	20%
Racial and ethnic minorities	54%	49%	45%	12%	36%
Unemployed people	30%	23%	12%	11%	5%
Prisoners and families	29%	30%	33%	5%	16%
Lesbians, Gay Men and Bisexuals	19%	13%	12%	10%	9%
Women	17%	13%	8%	8%	3%
Refugees	16%	8%	9%	9%	2%
Travellers	12%	5%	6%	6%	2%
Working class people	6%	7%	10%	5%	1%
Homeless people	5%	4%	6%	5%	1%

***Figure 7: Service development and excluded social groups***

## Class and exclusion

### **Institutional culture as a barrier**

Library usage statistics show that upper middle and middle-class people are the most frequent users of library services. Differing levels of library usage have been explained by the fact that 'working-class non users of public libraries...point to the institutional culture of the public library as a barrier to use...For many, public libraries continue to be associated with a white, middle class, academic culture which alienates many disadvantaged people''

- House of Commons. Session 1999-2000. Culture Media and Sports Committee. Sixth Report

### **Capitalism and Social Exclusion**<sup>12</sup>

People's struggle is primarily waged around satisfying basic material needs for survival: food, clothing, and shelter. The seriousness of exclusion facing a large part of world's population is shown in the fact that "half the world's people lack basic sanitation services, while more than a billion lack drinking water – and in much of the developing world these numbers are rising." (Ghazi, 1999).

Two broad characteristics in every capitalist country are a sharp social division along class lines and a class struggle with varying degree of intensity. At the economic level, these struggles can be seen as struggles for inclusion in the share of national wealth, to own land and resources, to have a decent job with a living wage. At the political level, the struggle is for inclusion in the decision-making process. At the social and cultural level, the struggle is to have the right to belong to a particular nationality, to use people's own language, and to practice one's own culture. The rights to organise, to get relevant education and information and to benefit from technological achievements are rights for which many excluded people have often given their lives.

Public libraries have an important role to play in these worldwide struggles of the people of all nationalities and all countries. Yet as international finance consolidates its stranglehold over lives of people and countries following the end of the so-called cold war, national governments and local authorities are being forced to follow the social and economic policies laid down by international finance and its agencies, the International Monetary Fund and the World Bank. The resources available to governments to support

---

<sup>12</sup> Shiraz Durrani (1999) *Returning a stare; People's Struggles for Political and Social Inclusion. Open to All?* Working paper No. 6 (1999) – the references quoted in this section will be found in the Working Paper.

education, information and knowledge through public libraries are consistently shrinking. The relentless drive towards “privatisation” results in an ever-reducing role of local authorities by decreasing the funds available to them to run social and educational services such as public libraries. While the international finance capital can tolerate Mobotus, Mois and Marcoses who drain away huge proportions of national wealth, it cannot tolerate a relevant information and education system that can liberate people from their bondage to international finance.

This does not imply that people have given up their struggle for a relevant information system. While their main struggle is at the economic level, the provision of relevant information and education is considered essential for success in people’s struggles everywhere. There is a general recognition that no liberation can be won without getting control of the means of mass communications.

The process of exclusion is evident in all capitalist countries. This is not accidental, as the division of society into classes implies that some people are “over-included” while others are excluded from social, political and economic life. The process of exclusion has been accelerated in the last part of the last century with the collapse of the USSR. Capitalism is now free to extend and intensify its ideology of “profits before all else.” The process of globalisation of this period has created its own record of social exclusion.

By its very definition, capitalism divides people along class lines. Working class people as a whole are historically excluded from enjoying the social wealth created by their labour. Hence the system creates a class that is automatically excluded from wealth, power, education and information. But this process of exclusion has been intensified in recent years. There has been a qualitative change in the process of social exclusion in the last quarter of this century on a global level. Castells (1998, p1) explains these changes as a “technological revolution, centred around information [which] has transformed the way we think, we produce, we consume, we trade, we manage, we communicate, we live, we die, we make war, and we make love: a dynamic global economy has been constituted around the planet, linking up valuable people and activities from all over the world, while switching off from the networks of the power and wealth, people and territories dubbed as irrelevant from the perspectives of dominant interests.”

Capitalism began a new phase with the end of the international communist movement in the 1970s and 1980s and used the networking logic of the Information Age. Capital, no longer having to content with opposition from socialism was now free to roam the

world wherever excessive profits were to be made. While this aggressive phase of capitalism resulted in increasing economic growth in some countries and regions, its own logic ensures that millions of people and large parts of the world remain excluded from growth. Many areas have thus experienced a decline in national product as capital moves out of less profitable countries and regions. The social and economic consequences of this global search for profit inevitably leads to marginalising and excluding millions of people around the world.

An important qualitative change brought about by globalisation is the change in the balance of power between labour and capital. Sivanandan (1999) explores the causes for the change and the shift in balance of power:

The technological revolution of the past three decades has resulted in a qualitative leap in the productive forces to the point where capital is no longer dependent on labour in the same way as before, to the same extent as before, in the same quantities as before and in the same place as before. Its assembly lines are global, its plant is movable, its workforce is flexible. It can produce ad hoc, just-in-time, and custom-build mass production, without stockpiling or wastage, laying off labour as and when it pleases. And, instead of importing cheap labour, it can move to the labour pools of the Third World, where labour is captive and plentiful and move from one labour pool to another, extracting maximum surplus value from each, abandoning each when done.

All of which means that the relations of production between capital and labour have changed so fundamentally that labour (in the developed capitalist world) has lost a great deal of its economic clout, and, with it, its political clout. And that in turn gives a further fillip to technological innovation, and imbues capital with an arrogance of power that it has seldom enjoyed since the era of primitive accumulation.

Thus globalisation serves the interests of a minority rich elite which controls the wealth and resources of the "global world". As Lazarus (1999, p.97) says "globalisation directly serves the interests of some people and that there is an intricate structural connection between the obscenely burgeoning prosperity of this minority and the steady immiseration of the vast majority of the world's population."

The social, political and economic control over the majority world by forces of global capital has resulted in massive poverty – total "social exclusion" – for a majority of people. Sivanandan (1998, p.14) describes the reality of the new globalised world:



Today, there is not even the seedling vestige of an independent economic life. Agriculture has ceded to agribusiness, food production to the production of cash crops, staple foods like rice to cheap foreign imports like wheat. Education, the staple diet of Third World countries' economic and social mobility, has been priced out of the reach of the poor to produce an elite which owes allegiance not to its own people but to 'opportunities in the West'. The farmers have no land, the workers have no work, the young have no future, the people have no food. The state belongs to the rich, the rich belong to international capital, the intelligentsia aspires to both. Only rebellion offers release. Hence the insurrection when it comes is not class but mass, sometimes religious, sometimes secular, often both, but always against the state and its imperial masters.

In the meantime, globalisation destroys workers' rights, suppresses civil liberties and negates democracy. It dismantles the public sector; privatises the infrastructure and determines social need. It free-floats the currency and turns money itself into a commodity subject to speculation, so influencing fiscal policy. It controls inflation at the cost of employment. It creates immense prosperity at the cost of untold poverty. It violates the earth, contaminates the air and turns even water to profit (Sivanandan, p.14).

In effect globalisation has created deeply divided societies (both in the Capitalist developed countries as well as in the majority world) – what Sivanandan (1998,p.15) calls "that third of society that Information Capitalism and the market have consigned to the underclass as surplus to need" and which Hutton (1995) calls "the absolutely disadvantaged" 30 % of the "thirty, thirty, forty society".

These developments have resulted in an increased social exclusion for an increasing number of people. Kundnani (1999) explores the dynamics of social exclusion:

The relationship between the wealthy and the poor is changing from one of exploitation to indifference. The role of the nation is changing from that of mediator between the nation's labour and capital to establishing the right infrastructure for foreign investment. The axis of power is shifting from exploitation of poor nations by rich to the indifference of a global elite in every nation towards the increasing poverty of their own people.

Gray (1998) records the social effects of globalisation – "over a hundred million peasants becoming migrant labourers in China; the exclusion from work and participation in society of tens of millions in the advanced societies; a condition of near near-anarchy and rule by organised crime in parts of the post-communist world; further devastation of the environment."

Castells dates the forces of globalisation and informationalisation from the end of Soviet communism and the “hurried adaptation” of Chinese communism to global capitalism. Previously, the 1917 Russian Revolution and the international communist movement had been the dominant political and ideological phenomena of the twentieth century. Castells sees the end of the Soviet Union as resulting from its inability to “manage the transition to the Information Age”.

Kundnani (1999, pp. 49-50) sees “the economic paradigms of the industrial age in the process of being replaced by new paradigms of the globalised, information age.” He says:

Developments in information technology since 1970s have made possible new forms of economic organisation in both manufacturing and also in media industries, which have undergone substantial changes in the last twenty years. The huge growth in the spread of digital telecommunications over the last ten years has accelerated this process, leading us to the brink of a new era of capitalist development. One aspect of these new forms of economic organisation is the process of globalisation.

Elliott (1999) looks at the contradictions created by globalisation and technological developments at the end of the second millennium:

This is the age of the Internet, yet 80 per cent of the world’s population have never made a phone call. This is the age of democracy, yet the world’s richest three men have assets that exceed the combined GDP of the 48 poorest nations.

Muddiman (1999) sums up the relation between capitalism and social exclusion:

The key thing is that the “Information Revolution” has actually *made things worse*. The “Information Society” is not just neutral or “up for grabs”, but actually bound up with the forces that perpetuate exclusion and intensify it.

This intensification of exploitation of the majority world has created a corresponding intensification of contradiction within countries and globally. People throughout the world are struggling against increasing exploitation and against capitalism as a whole. Thus as globalisation creates the global capitalist, so it also creates conditions on a global scale for resistance to it. It is to this resistance to capitalist super-exploitation, to the total social exclusion, that we now turn.

From: *Library Association Record*, 98(9) September 1996

*The Library Association's Annual General Meeting, held on Wednesday 23 October 1996.*

Motion 8

Due notice having been given in accordance with bylaw 61, the following motion will be presented: 'Issues of race and class are as relevant and important to the library community as they are to society at large. A well-attended meeting of Black library workers held at the LA in April revealed that the Association needs to be proactive in its recruitment of these workers and that those who are already members should be encouraged to be more involved in LA activities. We therefore call upon this AGM to recommend to Council: (1) that the LA establishes a formal Black Library Workers Group, which will have the same status (capitation, Council members, etc, as other LA groups); (2) that the LA organises an annual conference for Black Library Workers; (3) that the Black Library Workers Group is allocated a regular column in the *Library Association Record* or quarterly supplement to the LAR. The contents of this column/supplement will be edited by the Equal Opportunities Sub-Committee.'

Proposed: Mr Shiraz Durrani (Membership No.0039636)

Seconded: Mr John Pateman (Membership No.0032146)

Motion 9

Due notice having been given in accordance with bylaw 61, the following motion will be presented: 'Public library research indicates that there is a link between social class, deprivation and library usage. We therefore call upon this AGM to recommend to Council: (1) that social class is included in the LA's Equal Opportunity Statement and supporting literature; (2) that the LA issue a guidance note on social class, similar to those on sexual orientation, older people, etc; (3) that the LA commission further research into the usage and non-usage of libraries by social class.'

Proposed: Mr John Pateman (Membership No.0032146)

Seconded: Mr Shiraz Durrani (Membership No.0039636)

**Class references in *Open to All?***

The previous section showed how public libraries were addressing class in service delivery. For example, only 6% of authorities that responded to the survey identified services to working class as a priority.

The following section summarises issues of class from the Working Papers of *Open to All?*

- *Theories of poverty and social exclusion* – Dave Muddiman. Working Paper 1  
“Social exclusion” has increasingly taken over from terms like poverty and deprivation as a term for describing social division. The paper considers social exclusion, and the related term “social inclusion”, and its implications for the public library. It reviews the development of the concept of social exclusion and assesses its strengths and weaknesses as a way of describing social division. Here, it distinguishes between narrower and broader manifestations of the social exclusion idea, with the former suggesting targeted action and the latter a wider social project.
- *Public libraries and social exclusion* - Dave Muddiman. Working Paper 2  
This paper reviews the history of attempts made by public libraries to develop services for the “disadvantaged” and socially excluded. It analyses in particular three models: the Victorian “working class” public library; the “welfare state” public library of the mid twentieth century and the “community” librarianship of the 1970s and 80s. Overall, it argues that the focus of public libraries on social inequality and division has been patchy and ambivalent and that action in this field has been hampered by a legacy of universal but passive service provision which has favoured the middle class.
- *Public libraries and social class* - John Pateman. Working Paper 3  
The paper argues that there is an intrinsic link between social exclusion and social class, that social exclusion is endemic to capitalism, and that the class system pervades every aspect of society, including library usage. After reviewing different models of social stratification, the paper identifies three main classes, the capitalist class, the middle class and the working class. The focus is on the latter groups. It is argued that, because capitalism is the root cause of social exclusion and class, social exclusion policies, such as promoting employment, ignore the causes of poverty and inequalities. This means that ‘solutions’ are short-term and ineffective. It is further argued that libraries themselves are a means of social control and are therefore alien to working class life and rejected by working class people.
- *Returning a stare; people’s struggles* - Shiraz Durrani. Working Paper 6

It reviews struggles against exclusion and poverty in different societies, emphasising the role of information, and the potential of role of libraries. Social exclusion is described in the context of global capitalism. The process of exclusion is seen as having intensified with the rise of the 'information age'. The paper then looks at resistance by the excluded classes and people to this exclusion.

- *Images of exclusion: user & community*- Dave Muddiman. Working Paper 9  
The paper examines how disadvantaged groups, communities and individuals use and perceive the public library. It reviews recent research on the use of, and attitudes towards, public libraries by working class and disadvantaged people and on perceptions of the value and impact of the public library in poor and excluded communities. It is argued that there are limits to libraries' perceived social roles, as these are associated with individual projects, rather than "mainstream" services. The paper considers conflicting claims about the relevance of the public library to excluded groups and classes, referring to evidence of non users' perceptions of the institutional culture of libraries. Specifically, it makes the case that it is an aspirant minority of working class people who particularly use and value library services.
- *Struggle against racial exclusion in public libraries* - Shiraz Durrani. Working Paper 13  
This paper discusses racism in the UK, relating it to both social and economic exclusion, and to social class. Institutional racism is discussed, as is racism's relation to wider global factors.

## The equality context

### **A vision of Britain**

My vision of Britain is of a nation where no-one is left out or left behind, and where power, wealth and opportunity are in the hands of the many, not the few. Investing in that vision is an investment in the future of our whole country, and is in everyone's interests.

Tony Blair, Prime Minister  
Foreword to Social Exclusion Unit (2000)

## Social exclusion or equality?

Action to address social exclusion should be taken as part of an overall equality agenda. The two – social exclusion and equality – address different aspects of discrimination, and care needs to be taken to ensure that appropriate tools are used for addressing each.

People can suffer from economic exploitation as well as from social oppression. For example, all ethnic minority people face social oppression in the context of racism in society; but not all face economic hardships as some have managed to achieve economic independence.

## National and Government Context

### Historical approach

From: *Central and local government policies* – Martin Dutch. *Open to All?* (2000), Working paper 10

This paper gives an overview of the impact of social exclusion on national and local government policies since 1997. First, it analyses how government has viewed poverty issues since 1945, focusing on the post-1979 Conservative administration. The political consensus of 1945-1979 had limited achievements in terms of equality and in 1979-1997 an intentional strategy of inequality was pursued, driven by a desire to state cut state intervention and public spending. The paper then describes local government's response to national policy in the latter period, notably through anti-poverty work in urban authorities, whilst also referring to the under-use of local services by the poor. The Labour Government elected in 1997 is then discussed, with three policy strands being identified: morality; work ethic within post-monetarist neo-liberalism (rather than redistribution) and an emphasis on the multi-dimensional nature of the nature (which requires 'joined up' solutions). Overall, a centralised, directional approach is identified, with initiatives in a number of policy areas. Criticisms of New Labour's agenda are reviewed, such as its espousal of equality of opportunity, rather than equality. Here, the paper concludes with Levitas's view that the political framework within which social exclusion operates itself precludes a more equal society. Observations for public libraries are made, relating to opportunities for libraries to realign services to local needs and the impact of Government emphasis on partnership and consultation.

^^^

From: London Borough of Merton documents

The government agenda on equality issues is very focussed on creating a more inclusive society which is free from discrimination and enables all people to contribute towards the development of local communities and society. There are a number of government and local authority priorities and initiatives promoting equality including Best Value, tackling Social Exclusion, Modernisation and Community planning. For example the Audit Commission's Best Value performance indicators ask councils for evidence of racial equality eg:

- The level of the Commission for Racial Equality's Standard for Local Government to which the authority conforms

- The percentage of local authority employees from ethnic minority communities compared with the percentage of the economically active ethnic minority community population in the authority area.
- That the authority follows the CRE's code of practice in rented housing.

## Government's Equality statement <sup>13</sup> (November 1999)

### **Race, gender and disability equality**

We are committed to introducing similar provisions for gender and disability, as now being made for race, as soon as Parliamentary time allows.

- *Race Relations (Amendment) Act 2000 New Laws...p.5*

1. The Government are working to transform Britain into a society which is inclusive and prosperous. Eliminating unjustified discrimination wherever it exists and making equality of opportunity a reality for all is at the heart of the Government's agenda. Equality of opportunity is not only inherently right, it is also essential for Britain's future economic and social success. Much as been achieved in the last two years. But we are not complacent. A lot remains to be done. We will continue to act to stamp out discrimination, remove barriers and improve the position of groups facing disadvantage and discrimination in employment, public life and public service delivery. We will ensure that the right legislative framework and institutional arrangements are in place and that information, guidance and other support is available to challenge discrimination and deliver fair treatment to allow everyone to develop and contribute to their full potential. That is to the benefit of all – individuals, communities, business – in a healthy, modern, diverse society.
2. We will avoid unnecessary and burdensome regulation and will promote, encourage and support progress through non-legislative means. However, we will legislate where necessary or desirable when legislative time permits. In doing so we will be governed by the principles of improving consistency between the protection afforded to different groups by different legislation, modernising enforcement powers, and by the need for the public sector to lead by example.

<sup>13</sup> Appendix 1, HO (2001) Race Relations (Amendment) Act 2000; New laws.



3. As explained in our response to the Better Regulation Task Force Review of Anti-discrimination Legislation, we will where practicable harmonise the provisions of the Race Relations Act 1976, Sex Discrimination Act 1975 and Disability Discrimination Act 1995 and align the equality commissions' powers. This will significantly extend discrimination law coverage and strengthen the powers of the Equal Opportunities Commission (EOC) and the Commission for Racial Equality (CRE) to match those of the Disability Rights Commission (DRC). We will legislate to remove barriers to the equality commissions working together on common issues and to enable them to produce joint guidance.
4. We are modernising Government. Not only will we continue to tackle discrimination in all institutions, we will champion equality in every sense and at every level. Public bodies must take the lead in promoting equal opportunities and the Government will put this obligation in legislation as soon as Parliamentary time permits. Together with our commitment to implement the Stephen Lawrence Inquiry action plan, this will help ensure public institutions and services are free from discriminatory procedures and practices and should improve the position of disadvantaged groups, both as employees and users of public services. This will not in any way replace or supersede the existing statutory arrangements in Northern Ireland where there is already a duty on the public sector to promote equality of opportunity. We will be looking at and learning from the operation of the law in Northern Ireland. We will also build on existing mainstreaming and appraisal guidance to ensure that policies are inclusive, take full account of the needs and experience of all those likely to be affected by them, and of the impact on particular groups in society.
5. We will continue to take action to meet our commitment to remove the under representation of women, members of minority ethnic groups and disabled people on public bodies; and to meet the challenging targets set for representation of these groups in the Civil Service.
6. The Race Relations (Amendment) Bill announced in the Queen's speech will extend the Race Relations Act to public functions not previously covered, such as law enforcement and immigration. It will implement, and go beyond, one of the Lawrence Inquiry Report recommendations by making it unlawful for public authorities generally to discriminate in the exercise of their functions. This is an important step in the Government's efforts to ensure that the public sector sets the pace in the drive towards equality; and we will extend it to the Sex Discrimination Act 1975 and the Disability Discrimination Act 1995 when legislative time permits.

7. The gender pay gap is indefensible. We will support further action to address this and to achieve greater choice of career, of working patterns and a better balance between work and home responsibilities that will benefit both businesses and individuals. We intend to launch a campaign to promote employment policies which help people balance work and life delivered through partnership with employers. Fairness at Work measures are improving parental and maternity leave, and allowing time off for emergencies. The National Childcare Strategy, working families tax credit, childcare tax credit and the National Minimum Wage are all bringing benefits and removing barriers for women and men. We will consult on changes to Tribunal procedures to speed up and simplify equal pay claims.
8. The Disability Discrimination Act 1995 lags behind sex and race legislation in the protection it provides for disabled people. The establishment of a Disability Rights Commission, in April 2000, will address one of the Act's major weaknesses but there are other gaps in coverage. The Disability Rights Task Force, which has been looking at securing comprehensive rights for disabled people, will report shortly. The Government will carefully consider its recommendations. But we are committed to improving the rights of disabled people. Where appropriate legislative opportunities arise, we shall use them to pursue this commitment.
9. Further legislation is not enough in itself. Changing negative attitudes towards disability, and indeed all forms of discrimination, is crucially important. We shall continue with our campaign to address the lack of knowledge of disability issues and raise awareness amongst service providers of their duties to improve access for disabled people.
10. We are certain that a great deal of progress can be made through the provision of information and guidance to ensure awareness of rights and responsibilities. The Government have already produced a Code of Practice on discrimination in employment based on age and proposes, in conjunction with the EOC, preparing a Code of Practice on discrimination on the grounds of sexual orientation. Evaluation of the effectiveness of this Code and consideration of developments in other areas will inform any future decision on the need for legislation.
11. The Government are alive to the concerns that have been expressed about the issue of religious discrimination, and to the case for it to be made subject to the law. However, this issue raises many difficult, sensitive and complex questions. We have commissioned research to try to assess the current scale and nature of religious discrimination, and the extent to which it overlaps with racial discrimination, in mainland Britain ...

12. Clarification of the law and advice will be provided in a number of areas to encourage the adoption of good practice. There will be a Code of Practice on discrimination against volunteers, guidance on positive action to tackle under representation of women and ethnic minorities, and guidance on sexual harassment at work. In particular, we are looking at ways of giving small businesses better access to coherent information and advice about equality issues. We are planning to pilot a new "joined-up" service next year.
13. Overall, therefore, we intend to combat discrimination across a broad front, using both legislative and non-legislative means as appropriate, and with the public sector taking the lead. To this end, the Government will introduce legislation as soon as Parliamentary time allows, following a targeted consultation exercise in the first half of 2000; and will press ahead with the non-legislative measures outlined above. Our efforts to combat discrimination are already making an impact and will, in conjunction with new actions, continue to yield results making Britain a better place to live and work for all.

^ ^ ^

## **Greater London Authority – Equalities Policy Commission**

November 2000

### Equalities

The Commission was set up as part of the Mayor's consultation and policy development exercise in developing his rolling programme for London. Equalities was selected as a vital cross-cutting area because the GLA Act 1999 specifies that the Mayor and the Assembly have a duty to make appropriate arrangements with regard to the principle that there should be equality of opportunity for all people. Further, it is their duty to promote equality of opportunity for all persons irrespective of their race, sex, disability, age, sexual orientation or religion, and to eliminate unlawful discrimination and good relations between persons of different racial groups, religious beliefs and sexual orientation. The Sex Discrimination Act 1975, the Race Relations Act 1976, the Disability Discrimination Act 1995, the Human Right Act 1998 and other national and European legislation also apply. Thus, the GLA family must be an exemplar of good equalities practice in London and beyond. The Commission was chaired by Lee Jasper, the Mayor's Senior Policy Adviser on equalities.

### Equalities Statement

The Commission recommended that the following elements must be reflected in the GLA Equalities Statement:

- A rights-based approach

- Recognition that people may need to be treated differently to ensure equal opportunities.
- A commitment to 'equality proof' all aspects of the GLA family's work (eg policies, strategies, service activities, employment, budget setting, grant making, subcontracting) and all aspects of work over which it has influence
- Availability in a range of languages
- The need to agree indicators, set targets and monitor progress
- The use of up-to-date and consistent terminology (eg 'disabled people' rather than 'people with disabilities').
- The GLA's role as an exemplary authority on Equalities.

### The GLA's Equalities Agenda

The commission recommended the following:

- The adoption of a formal equalities toolkit
- The development of an equalities action plan with targets
- The use of a standard format to demonstrate equalities outcomes for all the six areas outlined in the GLA Act
- The use of plain language
- A clear programme of monitoring and evaluation, with an independent element inbuilt
- The involvement of service users, equalities bodies, community groups and stakeholders in policy- and decision-making across the GLA family
- Recognition of the important role of an anti-poverty strategy

### Performance Indicators [PIs]

The commission recommended the following:

- A common approach for PIs across the range of equalities, and one that was consistent (practice, measures, categories) across the whole GLA family
- Clear targets should be set across the range of equalities to measure performance (eg an employment target for disabled people at 8.5%)
- The consideration of existing work on PIs by (for example) the CRE and RNIB to avoid reinventing the wheel
- An emphasis on equalities PIs at all levels (eg in employment, at senior levels)
- Adoption of two parallel sets of PIs relating to disabled people, based on two different definitions (ie DDA and self-identification)
- Adoption of categories for ethnic recording based on the Census 2001 categories, but at the level that allows eg identification of Irish, not just White, or Bangladeshi, not just Asian.
- In addition, the categories should allow extra sub-categories where these are significant for London – eg Turkish, Somali

- Appropriate indicators are required for all forms of access, communications, and printed information – [NB the GLA website is not yet in minority languages]
- Equalities PIs should be integrated into the Best Value process
- Equalities PIs should be used to influence the activities and strategies of London bodies beyond the GLA family.

### The Future

The commission was initially set up as a 'task and finish' group. After much discussion, the commission felt that some continuity was needed. Two bodies are required – first, a group drawing together an alliance of London-wide equalities bodies, with a consultative role, and secondly, an ongoing Equalities Commission.

This Equalities Commission should be established under Nolan Committee principles, and follow the pattern of the Health Commission and the proposed Sustainable Development Round Table.

Its role would include:

- Acting as a watchdog
- Advice, guidance and recommendations
- Monitoring and evaluating outcomes

^ ^ ^

## **CRE's equal opportunities policies**

### Using the CRE Standard to review progress on racial equality

#### **What is the CRE Standard?**

The Commission for Racial Equality's Racial Equality Means Quality Standard was published in 1995. The Standard sets out a framework for improving performance on race equality in the following five areas of activity: policy and planning; service delivery; community development; employment; and corporate image.

Within these areas are five levels that councils can attain, depending on how much work they have done. Levels 1 and 2 are about developing policy statements and action plans; whilst Levels 3 and 4 relate to improvements that should happen as a result of implementing the policies. Level 5 is reserved for councils that are national leaders in achieving racial equality.

Following the Stephen Lawrence Inquiry, the Government recognised the need for all public bodies to re-examine their work

on racial equality and amended the Race Relations Act to strengthen requirements. For local authorities, the government was able to introduce a measure that required councils to review their racial equality work sooner: the Best Value performance indicators.

CRE has produced a ten-point plan to help employers promote equality of opportunity in their organisations as a guidance only. According to the CRE, the first step in developing equal opportunities is to adopt a policy. An example of an equal opportunity policy for employers is available to download at [www.cre.gov.uk/about/eopols.html](http://www.cre.gov.uk/about/eopols.html)

### Equal opportunities policies

The following is a ten-point plan to help employers promote equality of opportunity in their organisations. These are guidance points only and employers should seek further details about each of the areas:

1. Develop an equal opportunities policy, covering recruitment, promotion and training.
2. Set an action plan, with targets, so that you and your staff have a clear idea of what can be achieved and by when.
3. Provide training for all people, including managers, throughout your organisation, to ensure they understand the importance of equal opportunities. Provide additional training for staff who recruit, select and train your employees.
4. Assess the present position to establish your starting point, and monitor progress in achieving your objectives.
5. Review recruitment, selection, promotion and training procedures regularly, to ensure that you are delivering on your policy.
6. Draw up clear and justifiable job criteria, which are demonstrably objective and job-related.
7. Offer pre-employment training, where appropriate, to prepare potential job applicants for selection tests and interviews; you should also consider positive action training to help ethnic minority employees to apply for jobs in areas where they are underrepresented.
8. Consider your organisation's image: do you encourage applications from underrepresented groups and feature women, ethnic minority staff and disabled people in recruitment literature, or could you be seen as an employer who is indifferent to these groups?
9. Consider flexible working, career breaks, providing childcare facilities, and so on, to help women in particular meet domestic responsibilities and pursue their occupations; and consider providing special equipment and assistance to help disabled people.

10. Develop links with local community groups, organisations and schools, in order to reach a wider pool of potential applicants.

^^^

### **CRE Standard**

The Race Relations Act gives local authorities a duty to eliminate racial discrimination and encourage racial harmony in all areas under their jurisdiction. The aim of the standard is to ensure that all local authorities, including joint boards and joint committees, fulfil this responsibility consistently.

The Commission of Racial Equality, in its publication *Racial equality means quality; A Standard for Racial Equality in Local Government* (CRE, 1995) "sets out the quality standards for local government in the pursuit of racial equality." The Standard aims to assist employers to develop racial equality strategies and to measure their impact.

The Racial Equality Standard sets up a common framework for the development of racial equality that can be used by all local authorities. It aims to bring racial equality into the mainstream of local government. The Standard is a mechanism for self-assessment and forward planning. The Standards are applicable in authorities with large as well as small ethnic minority populations.

**The CRE Standard for Racial Equality in Local Government – 'Auditing for Equality'** is a document set out as a framework for systematically measuring a council's progress towards achieving racial equality across each department's functions across these five areas:

1. Policy & Planning
2. Service Delivery & Customer Care
3. Community Development
4. Employment: a) recruitment & selection  
b) developing and retaining staff
5. Marketing & Corporate Image

Within these five areas there are five levels of achievement; level one being the lowest and level five being the highest. The movement from one level to another is challenging because progress has to be made in each area, by each individual service, in each department across the council. Failure to improve in one or two areas can prevent overall achievement of the next level. A council's overall level is determined by the lowest level achieved by any department. So for example, if Environmental Services achieved level 3 and Chief Executive's achieved level 2, the Council could achieve level 2 only.

The Standard sets out five levels of achievement that represent progress on racial equality in five areas. The Standard is defined at a corporate level; it will also need to be applied by directorates or departments.

^^^

## Neighbourhood Renewal

From: <http://www.cabinet-office.gov.uk/seu/2001/Action%20Plan/contents.htm>

Accessed 27 July 2001

**1** Over the past twenty years, hundreds of poor neighbourhoods have seen their basic quality of life become increasingly detached from the rest of society. People living just streets apart became separated by a gulf in prosperity and opportunity.

**2** These are places where more than two in five people rely on means-tested benefits, where three-quarters of young people fail to get five good GCSEs, and where, across England as a whole, a million homes are empty or hard to fill.

**3** Many neighbourhoods have been stuck in a spiral of decline. Areas with high crime and unemployment rates acquired poor reputations, so people, shops and employers left. As people moved out, high turnover and empty homes created more opportunities for crime, vandalism and drug dealing.

**4** These neighbourhoods exist right across the country, north and south, rural and urban. They may be cut off on the edge of cities, or close to city centres and wealthy suburbs. They may be high-rise council estates, or streets of private rented or even owner-occupied homes.

### Causes

**5** As [Chapter 1](#) sets out, neighbourhood decline has been fuelled by a combination of factors. These have included economic change and the decline of old industries leading to mass joblessness, skills demands and entrepreneurship of new industries. At the same time, we have seen more family breakdown, the declining popularity of social housing and ever greater concentration of vulnerable people in poor neighbourhoods.

**6** But Government policies have not been good enough at tackling these issues, and sometimes they have been part of the problem. Departments have worked at cross purposes on problems that



required a joined-up response. Too much reliance was put on short-term regeneration initiatives in a handful of areas and too little was done about the failure of mainstream public services in hundreds of neighbourhoods. There was too little attention to the problems of worklessness, crime, and poor education and health services. Government failed to harness the knowledge and energy of local people, or empower them to develop their own solutions. There was a lack of leadership, and a failure to spread what works and encourage innovation.

### **Can anything be done?**

**7** It is a daunting task to turn around a problem that has been over twenty years in the making. But progress has to be made, both for the sake of people living in deprived neighbourhoods and the rest of society. It is both unfair, and economically wasteful, to have so many people suffering from ill health, crime, unemployment and failing schools ...

### **Vision, Goals and Strategy**

**12** This work has produced agreement on the vision that, within 10 to 20 years, no one should be seriously disadvantaged by where they live. People on low incomes should not have to suffer conditions and services that are failing, and so different from what the rest of the population receives.

**13** The vision is reflected in two long-term goals:  
In all the poorest neighbourhoods, to have common goals of lower worklessness and crime, and better health, skills, housing and physical environment.

To narrow the gap on these measures between the most deprived neighbourhoods and the rest of the country.

The key changes over the next three years, set out in [Chapter 4](#), include:

#### **Work and Enterprise**

**18** The Departments for Education and Employment (DfEE) and of Social Security have three-year targets to raise employment rates in the 30 local authority districts with the poorest initial labour market position to narrow the gap between these areas and overall rates, and to do the same for disadvantaged groups.

**19** Key policies to achieve these targets for the next three years include: making the New Deal permanent; £40 million for 32 Action Teams for Jobs; a large investment in childcare and transport; making work pay through benefit and tax changes; the new Small Business Service and a £96 million Phoenix Fund to encourage enterprise in deprived areas; more funding and flexibility for

Regional Development Agencies; and follow-up to the Social Investment Task Force.

### **Crime**

**20** The Home Office has a target to reduce burglary by 25 per cent and ensure no district has a burglary rate more than three times the national average. Policies to support this and other crime reduction objectives over the next three years include: a £1.6 billion increase in spending on the police by 2003-04; an £18.5 million Neighbourhood Wardens Fund; a three-year Crime Reduction Programme with over £200 million already committed to more than 1,000 projects; a new responsibility for Crime and Disorder Reduction Partnerships to tackle anti-social behaviour and improve reporting of racist crime; and a new National Drug Treatment Agency with funding over the next three years rising by an average of 10 per cent a year.

### **Education and skills**

**21** DfEE has targets to ensure that no Local Education Authority has fewer than 38 per cent of pupils getting 5 GCSEs at A\*-C and that no school has fewer than 25 per cent of pupils getting 5 GCSEs A\*-C by 2004. A further target will be set later in 2001 to ensure that no authority has fewer than a set percentage of pupils achieving the expected standards of literacy and numeracy.

**22** Policies include: extending Sure Start to cover a third of infants by 2004; extending the coverage of the Excellence in Cities programme; creating a Children's Fund to work with vulnerable 5 to 13 year olds; creating the Connexions Service to keep 13 to 19 year olds in learning; establishing 6000 online centres; and an Adult Basic Skills Strategy aimed at helping 750,000 people improve basic skills by 2004.

### **Health**

**23** The Department of Health has committed itself to narrowing the health gap between socio-economic groups, and between the most deprived areas and the rest of the country. Specific targets will be set in 2001. Key policy changes over the next three years include: long-term investment through the NHS Plan with a 6.1 per cent increase in funding each year; making reducing health inequalities a key criterion for allocating NHS resources; incentives to recruit and retain primary care staff in deprived areas; 200 Personal Medical Service Pilots, mainly in deprived areas, to improve primary care; and a free national interpretation and translation service in all NHS premises through NHS Direct.

## **Housing and the physical environment**

**24** The Department of the Environment, Transport and the Regions has new targets, such as to reduce by 33 per cent the number of households living in non-decent social housing by 2004, with the most improvement in the most deprived local authority areas. Key measures include: an extra £1.6 billion investment in housing over the next three years; £80 million extra a year for housing management by 2003-04; expanding the transfer of local authority homes to Registered Social Landlords; and measures to tackle low demand and abandonment, including a clear lead role for local authorities and pilot funding of demolition by the Housing Corporation.

**25** These actions complement the vision of an urban renaissance and measures set out in the Urban White Paper.

## **Joining up locally and empowering communities**

**26** Second, it is essential to co-ordinate services around the needs of each neighbourhood if these resources and policies are to translate into real change. Despite all the money, people and initiatives that operate in deprived neighbourhoods, there has never been anyone to take responsibility for tackling their problems.

[Chapter 5](#) sets out two ideas to meet these challenges:

**Local Strategic Partnerships (LSPs)** - a single body that brings together at local level the different parts of the public sector as well as private, voluntary and community sectors so that different initiatives and services support rather than contradict each other.

**Neighbourhood Management** may achieve this at an even smaller scale, with someone visibly taking responsibility at the sharp end.

## **National and Regional Support**

**29** Finally, Government needs to be more joined up and to work with local partners in a totally new way. Government needs to support and monitor progress in local communities, spread news about successful projects, and change how Whitehall does things where that is necessary.

**30** To support this, [Chapter 6](#) sets out the following key changes:

The Government is setting up a new Neighbourhood Renewal Unit (NRU) to spearhead change across and outside Government, and make sure the Government delivers on its commitments. It will report to the Minister for Local Government, Regeneration and the

Regions, and a Cabinet-level committee chaired by the Deputy Prime Minister.

**Neighbourhood Renewal Teams in the Regions** will oversee local renewal strategies, administer funding and join up Government policy.

**Neighbourhood Statistics** will help to track progress in neighbourhoods and identify those at risk of decline. This will begin shortly with the publication of ward-level figures.

The NRU will create a **knowledge management system** to share evidence of what works, and ensure that people working on the ground have the necessary skills and training.

^^^

## **Merton neighbourhood renewal strategy** <sup>14</sup>

### Neighbourhood Renewal

The Government has recently published *A New Commitment to Neighbourhood Renewal*, which is a 5-year national strategy and regeneration programme. Its long-term vision (10-20 years) is the narrowing of the gap between the most deprived neighbourhoods and the rest of the country, and improving their prospects with regard to employment, housing, skills, crime, health and the environment.

Research into the decline of neighbourhoods has identified the main causes as being: (1) failing services (2) a tangle of regeneration initiatives lacking direction (3) destruction of trust between people in neighbourhoods and (4) weak local economies due to unemployment and the lack of financial services.

### Local Strategic Partnerships [LSPs]

One of the main means of coordinating resources and policies within neighbourhoods will be Local Strategic Partnerships. These will provide an overview and coordination of all the specialised partnerships in the area eg Early Years, Lifelong Learning, Crime & Disorder, Health etc. They will therefore have to be inclusive and involve all sectors and key stakeholders and agencies. These LSPs will need to build on the existing groupings in the locality, the aims being to cut red tape, be more relevant to local needs and encourage information exchange and the sharing of good practice.

---

<sup>14</sup> Prepared by Partnership Section, 2001.

In addition, these LSPs have the key task of preparing a Local Neighbourhood Renewal Strategy which will establish a “plan for positive change” in deprived areas which is endorsed by all stakeholders and sets out a “local strategic framework”.

The Government is supporting regeneration in the 88 most deprived local authorities in the country through the Neighbourhood Renewal Fund (£800m). The main conditions for accessing this money are the setting up of LSPs and Local Neighbourhood Renewal Strategies.

#### Towards a Merton Strategy

Annexe G of A New Commitment to Neighbourhood Renewal includes a checklist of the suggested 5 steps in developing a Local Neighbourhood Renewal Strategy. The 5 stages in the process are:

1. Identify priority neighbourhoods
2. Understand their problems and impact on residents
3. Map resources going into these neighbourhoods
4. Agree on what more needs to be done
5. Implement, monitor and self-evaluate agreed actions

^^^

#### **DETR/Audit Commission's Performance Indicators 2000/2001**

##### *What are equalities performance indicators?*

Equalities performance indicators can provide a framework for ensuring that local authorities acknowledge the importance of equality as a criterion of performance measurement. If performance is to be evaluated and shortfall identified, then targets need to be introduced.

Equalities Indicators are a vital way of demonstrating whether services are reaching everyone. The indicator can show who is benefiting from services and who has access to them, providing essential information to local residents, officers and Members. They aim to help local authorities in assessing how effectively their services meet the needs of different sections of the local community. (LGMB,1997, p.3).

*Benefits of equalities performance indicators* LGMB (1997, p.7) lists the benefits of equalities performance indicators:

- They provide an accurate picture of current service use by different sectors of the population.
- Statistics on service usage will help local authorities to ensure that all residents have access to the services provided and to

change any unfair or discriminatory practices thus leading to an improvement in the quality of services to all residents locally.

- Performance indicators can highlight where take-up or use of a service could be improved.
- Equalities data provides a baseline for planning, targeting and measuring change in service provision.

Under the Best Value process, there is a requirement for a fundamental performance review:

The Government will require authorities to review fundamentally the performance of all their services over a five year period, making early inroads into areas of significant weakness... The principal outcome of each review will therefore be performance targets which take account of national requirements for the service(s) concerned - covering strategic objectives, costs and efficiency, effectiveness, quality and fair access, and an action plan demonstrating how these targets are to be achieved. (DETR,1998, 7.17-7.18).

LGMB (1998c) sets out what the requirements will be as part of the central activity of best value - Fundamental Performance Review [FPR].

The Government will require all reviews to demonstrate that they have conducted their FPRs in a way that considers the 4 Cs – Challenge, Compare, Consult and Compete. All of these should include equality considerations; for instance:

- Challenge – not just the purpose, but the design of the service. Why are we providing this service at all? Does it meet the needs of the whole population? Are we delivering it and promoting it in ways that reach all sections of the community?
- Compare – not just with other potential providers of current service, but with alternative models of other providers, with the way different communities of interest provide for their members e.g. self-help groups, neighbourhood groups, ethnic minority organisations. Compare your authority's achievements with better performers, in the public, voluntary and private sectors – do other organisations do better at delivering services that meet the needs for diversity? Ensure that services are compared not just through cost and input measures – but by their contribution to equality objectives and outcomes in the community.
- Consult – with the service users – but critically for equalities with those who do not use our services.
- Compete – where the authority is seeking external partnerships, then the potential providers could be asked about their commitment to equality and to show how they would fulfil the service requirements. Adopt ways of purchasing and procurement that ensure that diversity of service, market niche

providers or community providers etc. are protected and developed.

Equality action planning has become a key feature of performance management recently, and can contribute to performance review.

But Best Value does not stop at the above. There is an additional requirement to formulate and monitor local performance plans. The fundamental performance review will lead to the creation of new performance targets. "Local performance plans will need to reflect authorities' corporate objectives including those of sustainable development and equal opportunities" (DETR, 1998, 7.32). LGMB (1998c, p. 30) explains what needs to be included in the Local Performance Plans as far as equality is concerned:

Each council will also need to select a few indicators that represent their local priorities and objectives. The choice and definition of local indicators is an area where equality considerations should be integrated. [In addition, the following question will need to be asked]. Are the equality targets in your plan:

- comparable with what others achieve
- challenging, i.e. produce real change – but measurable
- relevant to your local circumstances and agreed objectives
- measurable – you know whether you are achieving them
- monitorable – it is realistic and cost-effective to collect the data
- relate to the views and concerns expressed in consultation processes undertaken and, most importantly,
- understandable and meaningful to local communities.

Aside from the content of the plan, and their coverage of equality issues within the community, it will be important to ensure that the distribution of the plans ensures that all communities are considered, in terms of language and media. Any published documents will need to be in clear English, translated and available in a number of formats. Some community groups may need assistance to make use of the information in the plan.

A further breakdown of key service indicators by key equalities groups will provide baseline information on access to service:

- Such indicators provide an accurate picture of current service use by different sectors of the population. This enables departments to profile which groups are using the service and gauge under-representation. Service can then be planned to ensure that particular needs are met.
- Statistics on service usage will help local authorities to ensure that all residents have access to the service provided and to change any unfair or discriminatory practices, thus leading to an improvement in the quality of services to all residents locally.

Performance indicators provide a baseline for planning, targeting and measuring change in service provision. Targets for improvements in take-up by particular groups can be set in local performance plans, then measured again. (LGMB, 1998c, pp.33-34).

There are 29 performance indicators that relate to racial equality issues in this year's DETR/Audit Commission's set of performance indicators. These include:

BVPI2: *The level of the Commission for Racial Equality's "Standard for Local Government" to which the authority conforms.* [Corporate Health].

BVPI3: *The percentage of citizens satisfied with the overall service provided by their local authority.* [Corporate health]

BVPI4: *The percentage of those making complaints satisfied with the handling of those complaints.* [Corporate health]

BVPI17: *Minority ethnic community staff as a percentage of the total workforce.* [Local authorities should use the 2001 Census ethnicity categories.] [Corporate Health]

BVPI112: *Score against a checklist of planning practice (Fair access).* [Planning].

Definition: Have you implemented a policy for ensuring that different groups have equal access to the planning process including, as necessary, the provision of advice in minority ethnic languages and in Braille/on tape, based on consultation with relevant members of the community about the accessibility of the planning service, and do you have arrangements for keeping this policy under review? Note authorities should consider how accessible the service they provide is to different groups in the population such as ethnic minorities, religious groups, elderly and disabled people and disadvantaged and deprived people in inner urban areas.

BVPI119: *Percentage of residents by targeted group satisfied with the local authority's cultural and recreational activities.* [Cultural and related services].

**Survey requirements:** A number of the performance indicators listed above indicate the need for an ethnicity category in user satisfaction surveys. The performance indicator document gives guidance on the conduct of surveys, covering desired sample size,



the sampling method and the specific questions to be asked. It emphasises that all surveys will be required to contain questions on gender, age, occupation, employment status, disability and ethnicity, to facilitate comparability across authorities.

^^^

### **Best Value and social exclusion**

Under Best Value each authority should “make arrangements to ensure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness”.

“Best Value will deliver services to clear standards – covering both cost and quality by the most effective, economic and efficient means available. In carrying out this duty local authorities will be accountable to local people and will have a responsibility to central government in its role as representative of the broader national interest” (Local Government Management Board, 1998). This sets out the equality context of Best Value:

Unless a service’s or activity’s definition of quality includes making it accessible to and appropriate for all members of the community, and contributes to equal opportunities and social inclusion, then the definition of quality is limited – and a best value process will not reflect or meet the values of the authority and the concerns of the community. Best value encourages councils to design, plan and deliver services which are sensitive to the diverse needs of all residents and citizens.

The Best Value emphasis on involving the public, in order to be effective, has to be underpinned by a commitment to tackling social exclusion and disadvantage. (LGMB, 1998, p.4). The promotion of equal opportunities as a core principle underlying best value is emphasised by LGMB (1998, p.3). It helps to resolve contradictions in balancing needs of different interest and community groups in a number of ways:

- Help to protect the interests of disadvantaged communities that can otherwise get dismissed by bigger, more powerful or more vocal communities.
- Provide framework for resolving situations where there is a direct conflict between what might otherwise appear as two sets of equally legitimate interests.
- Provide framework for dealing with situations when a local authority may need to do something that may not be popular but still necessary.

- Avoid focusing only on visible consumer services that attract much public interest, and move towards an emphasis on the need to improve standards across the full range of services. (LGMB, 1998,p.3).

^^^

## **Equalities Guidance for Best Value Reviews (Merton)**

**Best Value**

The Merton Best Value Framework

### **Equalities Guidance for Best Value Reviews**

#### **Statutory Guidance**

The Government's guidance states that Best Value "Reviews should consider the way in which services impact on all sections of the community, including minority groups, and set targets to redress disparities in the provision of services to those that are socially, economically or geographically disadvantaged. Issues of social exclusion and isolation will be important ones for many authorities, and a service cannot be effective under best value unless it addresses equity considerations. Reviews should explicitly consider whether the authority complies with relevant legislation".

A number of statutory regulations are of relevance in this context. The Sex Discrimination Act 1975, Race Relations Act 1976 and the Disability Discrimination Act 1995 prohibit direct and indirect discrimination in the provision of services. Under Section 71 of the Race Relations Act, local authorities have a duty to make appropriate arrangements with a view to ensuring that their various functions are carried out with due regard to the need to eliminate unlawful racial discrimination, and to promote equality of opportunity, and good relations between persons of different racial groups.

#### **The Best Value Review process**

In order to meet the requirements of the Government's guidance, and comply with the Council's core values relating to tackling inequality and poverty and providing fair access to services, Reviews will need to consider carefully current performance and potential improvements of their service area in relation to these considerations.

Firstly, Review teams will need to consider the degree to which services under review are accessible to and appropriate for ethnic minorities, women and disabled people. These issues should be

viewed in the context of the authority's employment practice and access to services. They can be considered under the following broad headings:

### **Employment practices**

Current staffing and management ratios should be compared with the make-up of the local population, with respect to race, gender and equality. Information relating to broader working practices, such as recruitment and work force monitoring and training should be sought as further indicators of good practice in this area. Where weaknesses, or indeed failure to comply with legislation are identified, Review teams should consider and cost improvements that can be measured against specified targets over the 4 year implementation period.

### **Service delivery**

Reviews should include an assessment of the appropriateness of current services for all sections of the community, including ethnic minority groups, disabled people and women. An obvious measure of appropriateness will be levels of satisfaction expressed by users from different groups, or the extent to which consultation with relevant groups has been built into service development processes. Review Teams should also consider "physical" aspects of the service that might promote or impede equality of access, such as provision of ramps and lifts, literature produced in different languages, on tape or in Braille, and location of service outlets. Where shortcomings are exposed, Reviews should identify and cost appropriate improvements that can be measured against specified targets over the 4 year implementation period.

To assist Review teams in this process the following matrix has been developed, which should be completed at Stage 3. Further assistance on equality issues can be obtained by contacting your nominated Quality officer contact within the Chief Executive's Quality Division.



### EQUALITIES CHART (Race)

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>EMPLOYMENT PRACTICES</b>				
Is the Council's Equal Opportunities Policy adhered to in respect of gender?				
Do current staffing ratios reflect the local population in respect of gender?				
What proportion of ethnic minority staff are managers?				
What proportion of managers come from ethnic minorities?				
Are recruitment monitoring processes in place?				
Are workforce monitoring processes in place?				
How many race-linked I Ts have been taken out against the employer over the past five years?				
Is there evidence of positive action, e.g. under S5 (2)d of the Race Relations Act?				
Do staff undergo any positive				

action or managing diversity training?				
--	--	--	--	--

### EQUALITIES CHART (Race)

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>SERVICE DELIVERY</b>				
Is there evidence of the proportion of service users from ethnic minority groups?				
Does the proportion of service users from ethnic minority groups reflect the local population/client base?				
What is the level of satisfaction among users from ethnic minorities and how does this compare with general satisfaction levels?				
Does the service consult with ethnic minority groups over service needs and priorities?				
Does the service use interpreters or employ staff speaking languages other than English?				
Does the service provide literature in languages other than English?				

Is the service responsive to religious and cultural sensitivities?				
--	--	--	--	--



### EQUALITIES CHART (Gender)

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>EMPLOYMENT PRACTICES</b>				
Is the Council's Equal Opportunities Policy adhered to in respect of gender?				
Do current staffing ratios reflect the local population in respect of gender?				
What proportion of female staff are managers?				
What proportion of managers are female?				
Are recruitment monitoring processes in place?				
Are workforce monitoring processes in place?				
How many gender-linked I Ts have been taken out against the employer over the past five years?				
Is there evidence of positive action, e.g. under S7 (2) of the Sex Discrimination Act?				
Do staff undergo any positive				

action training on gender-related issues?				
---	--	--	--	--

**EQUALITIES CHART (Gender)**

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>SERVICE DELIVERY</b>				
Is there evidence of the proportion of female service users?				
Does the proportion of female service users reflect the local population/client base?				
What is the level of satisfaction among female users and how does this compare with general satisfaction levels?				
Does the service consult with women's groups over service needs and priorities?				
Does the service provide crèche, child care or other similar facilities?				
Are female front line staff provided where required?				

### EQUALITIES CHART (Disabilities)

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>EMPLOYMENT PRACTICES</b>				
Is the Council's Equal Opportunities Policy adhered to in respect of disabilities?				
Do current staffing ratios reflect the local population in respect of disabilities?				
What proportion of staff with disabilities are managers?				
What proportion of managers are disabled people minorities?				
Do members of staff with disabilities have full access to office accommodation and facilities?				
Are recruitment monitoring processes in place?				
Are workforce monitoring processes in place?				
How many disability-linked ITs have been taken out against the employer over the past five years?				

Do staff undergo any positive action training?				
Is there evidence of positive action, e.g. under Disability Discrimination Act?				

### EQUALITIES CHART (Disabilities)

Indicator (current service)	Yes/no	Evidence	Planned service improvement	Performance improvement target (year on year)
<b>SERVICE DELIVERY</b>				
Is there evidence of the proportion of service users that have disabilities?				
Does the proportion of service users with disabilities reflect the local population/client base?				
What is the level of satisfaction among users with disabilities and how does this compare with general satisfaction levels?				
Does the service consult with disability groups over service needs and priorities?				
Does the service use signers or readers or produce literature in Braille?				
Are all relevant premises fully accessible?				
Do staff receive training in dealing with disabled people and the Disabilities				

Discrimination Act?				
---------------------	--	--	--	--

From the **Audit Commission website** ([www.audit-commission.gov.uk](http://www.audit-commission.gov.uk)) Accessed 27 July 2001:

Best value provides the biggest challenge to local government service delivery in many years. Best value authorities, and all stakeholders involved in best value, will be judged by whether local services for local people improve year after year. The first best value performance plans were published in March 2000. In England statutory audit reports followed in June 2000, with Welsh audit reports in October 2000. The plans and audit reports are the first universal evidence for the progress and impact of best value.

'Best value authorities' include local councils, national parks, larger parishes, waste disposal authorities, police and fire authorities and passenger transport authorities.

Further information:

#### **Best Value Performance Plans Library**

Search Audit Commission database of 2001-2002 best value performance plans by authority name, type and keyword.

#### **Best Value Performance Plans Toolkit**

Advice from the Commission's study based on analysis of the year one Best Value Performance Plans and interviews with practitioners and members. The toolkit includes links to further guidance provided by the IDeA.

#### **Library of Local Performance Indicators**

A library of local performance indicators, which will include definitions and supporting documentation, being developed jointly by the IDeA and the Audit Commission.

#### **Best Value Review Database**

Search the best value review database to find out in which year authorities have planned to review key services

**IDeA (2001)** *Best value and community strategies: a pocket introduction.*

Get the low down on best value and community strategies without all of the hard work. Our pocket guide will signpost the basic requirements for 'joining up' best value with community planning, local strategic partnerships, the power to promote well-being and neighbourhood renewal.

In essence, there are five pieces of government guidance unpacked, digested and packaged back up into one small pocket sized book. The information is set out in an easily accessible abc format.



This guide was produced with councillors and partners of community planning partnerships specifically in mind. Through turning the complex jargon of guidance into plain English we hope the lexicon hurdles that best value and community planning have introduced can be negotiated as quickly as possible. We do not want words and phrases to get in the way of councillors and their partners getting on with the difficult business of making, taking and implementing decisions to improve the quality of life of localities – so overcome these today by purchasing this pocket guide.

## The legal framework

### Local authority duties under the Race Relations (Amendment) Act

Councils (and other bodies) have a general duty under the Race Relations (Amendment) Act 2000:

“in carrying out [their] functions to have due regard to the need-  
(a) to eliminate unlawful racial discrimination; and  
(b) to promote equality of opportunity and good  
relations between persons of different racial groups.”

Since the Race Relations Act 1976 came into being, a number of Codes of Practice have been devised by the CRE to give guidance to councils so that they can comply with the Act, for example the Code of Practice in Rented Housing and the Code of Practice for the Elimination of Racial Discrimination in Education.

Section 71 of the Race Relations Act 1976 applied to local authorities, but was not enforceable; however the general duty Section 71 (1) for public bodies under the new Race Relations (Amendment) Act is enforceable, and all public authorities have a duty to promote race equality.

### House of Commons Culture, Media and Sport Committee (1)

House of Commons. Session 1999-2000. Culture Media and Sports Committee. Sixth Report: *Public Libraries. Report, together with Proceedings of the Committee, Minutes of evidence and appendices.* (2000). London, The Stationery Office.

This is a comprehensive report which assesses the public library scene in Britain at the end of the 20<sup>th</sup> century, and looks at the directions that will be required for the future.

The Report of the Committee “first considered how public libraries fulfil their established role. Second, we considered the relationship between libraries and learning. Thirdly, we considered the challenge of introducing new technology to public libraries. Finally, we considered the issue of funding. Throughout this Report we have considered how developments in the public library sector might be monitored and maintained” (pp. v-vi).

Section IV of the Report looks at “Access to public libraries”, subsection (v) of which is devoted to “Social Exclusion and social inclusion”. This looks at various aspects of social exclusion:

Libraries: a history of combating social exclusion.

The DCMS stated that “although some local authorities have made excellent progress in combating social exclusion, activity is patchy and uncoordinated, and there is more that can, and should, be done.” The Social Exclusion Action Planning Network expressed concern that some library authorities have met “loud opposition from ‘traditional’ library users” when attempting to redirect funds to tackle social exclusion.

### Unemployed and low waged

There is a welcome debate around class and library usage – something almost totally ignored in the profession. Under section 44, the Report states:

Library usage statistics show that upper middle and middle-class people are the most frequent users of library services. Differing levels of library usage have been explained by the fact that ‘working-class non users of public libraries ... point to the institutional culture of the public library as a barrier to use... For many, public libraries continue to be associated with a white, middle class, academic culture which alienates many disadvantaged people’.

### Disability

“The DCMS asserted that libraries have a ‘good record’ of providing specific services for the disabled. However, a survey by Scope found that 45 per cent of disabled people have difficulty in obtaining access to information about the services they need” (p.xiv). The Committee, in its conclusions and recommendations, stated that it is “concerned that the relevant authorities recognise that different disabled groups have specific and distinctive requirements for access to libraries and that funding allocations reflect this fact. We endorse the Library Association’s suggestion and recommend that the Government seek to expand the Share the Vision model to all disabled groups”. (p.xxviii).

### Ethnic minorities

The Report quotes *Libraries for All* which recommends “that library authorities consider what specific services need to be tailored to meet the needs of minority groups and communities”. Here are some quotes from Evidence which give different perspectives to ethnic minority issues in libraries:

- “Local libraries have long been considered havens for ethnic minorities, providing a safe environment in which to meet and read books and newspapers in their first language or to find study materials for learning English” (Friends of Islington Libraries).
- “Although there appear to be no national statistics kept on library use by ethnic minority groups, according to the LIC,

ethnic minorities generally have a positive attitude towards the library service". (Library Association). [This of course does not imply that they get a service that meets their needs.]

- "However, there have been claims that there is an urgent need to create more friendly working conditions for staff from the ethnic minority communities and to improve services to these communities by improving the black and ethnic minority book stock" (Shiraz Durrani).

### Rural communities

The Library Association has argued that public libraries "plan an essential part in helping to overcome rural isolation", and tackle some of the problems of rural poverty. The DCMS stated that it was necessary to investigate the ways in which the traditional services of a public library can be enhanced, particularly in rural areas. Geographical isolation often means that rural communities are served only by mobile libraries.

The Committee concluded the social exclusion section by noting that:

The Committee is pleased to note that the Annual Library Plans include an emphasis on social exclusion issues, and trusts that the emphasis will lead to continued improvements in this aspect of library provision. We recommend that the implemented national library standards provide more specific guidance on the promotion of social inclusion. We further recommend that the Government ensure the collection and publication of comprehensive statistics on library use by all socially excluded groups. (p.xvi).

Two points can be noted about the Committee Report:

- While the Background papers to the report *Open to All?* looked at 16 areas of "social exclusion" (see list in Appendix B), the Committee in its section on social exclusion examined the four aspects mentioned above. It thus seems to have left out gender, sexuality and other aspects of social exclusion.
- While the Committee looked at the minority ethnic issue in its "social exclusion and inclusion" section and quoted several evidence on this, it did not make any specific recommendations on ethnic minority services or staffing nor gave its own views on the concerns raised. This is surprising in view of the great emphasis that the Government has placed on this through the Stephen Lawrence Inquiry report, the enactment of the Race Relations (Amendment) Act 2000, and the work of the Social Exclusion Unit.

### **House of Commons Culture, Media and Sport Committee (2)**

House of Commons. Session 2000-01. Culture Media and Sports Committee. Third special report. *Public Libraries: further*

*Government response to the sixth Report from the Culture, Media and Sport.* May, 2001. London, The Stationery Office.

Appendix 1 is a "further response to our report on *Public Libraries*, [from the Department of Culture, Media and Sport] reflecting the final public library standards ... the Government has now provided further information requested by the Committee relating to action by the DCMS." The DCMS response clarifies its emphasis on social exclusion issues:

The public library standards contain a number a number of specific references to the promotion of social exclusion. In particular, they stress that a library authority should conduct a community profiling exercise, identify the different segments of library needs and adopt r develop existing services better to meet them. In addition, to help auditors and inspectors judge whether a library authority is planning to provide effective, relevant and improved services, Annual Library Plans will have to include in future local targets for services to socially excluded people, ethnic minority communities and disabled people, as well as for children.

From *Social Exclusion Action Planning Network Newsletter* No. 26 (June 2001):

The House of Commons Culture, Media and Sport Committee published in May 2000 its report on public libraries<sup>15</sup>, and this was followed by the publication of the Government's initial response to the report. In April 2001, DCMS provided the Committee with a further response to the report (following publication of the Standards), and this Special Report<sup>16</sup> includes that response as Appendix 1.

DCMS state (para 5):

Library standards, backed by Annual Library Plans and Best Value, reflect the Government's desire to strengthen public libraries. They are a vital element in the public services of this country. They are welcoming spaces held in great affection by their communities. They provide a focus for individual learning for people of all ages and access to vital information and community networks for the socially excluded; they are a gateway to local arts and cultural activity; and they are leading the drive to increase the use of ICT among all sectors of society.

They then go on to comment on:

---

<sup>15</sup> House of Commons, Session 1999-2000. Culture, Media and Sport Committee 6th Report. *Public libraries: report, together with proceedings of the Committee, minutes of evidence and appendices.* The Stationery Office, 2000.

<sup>16</sup> House of Commons, Session 2000-1. Culture, Media and Sport Committee 3rd Special report. *Public libraries: further Government response to the sixth report from the Culture, Media and Sport Committee, Session 1999-2000.* The Stationery Office, 2001.

- The future role of Resource and its funding (“... Resource to be established as a statutory corporation”, para 8);
- “Book stock” (“Further work needs to be done to develop quality indices for public library bookstocks during 2001-02. This will take account of existing work by the Audit Commission in respect of fiction. Meanwhile, library authorities will be asked to report in their Annual Library Plans on relevant information from Best Value inspections carried out within the immediate cycle of Best Value reviews.” para 9);
- Opening hours and location of libraries, reiterating points made in the Standards, and stating that “When assessing the proportion of households served by static service points, DCMS will accept as a contextual indicator the authority’s own estimate of the proportion of households served by mobile libraries on scheduled routes; a similar approach will be taken in relation to ease of travelling to a library.” (para 10);
- Seeking to expand the Share the Vision model to all disabled groups, drawing attention to the publication of *Library services for visually impaired people: a manual of best practice*<sup>17</sup> and *The disability directory* for museums and galleries<sup>18</sup> (para 11);
- Access to ICT via mobile libraries, which notes the funding available from NOF (and that “Library authorities can also use funds from their NOF allocation for mobile libraries provided all their static libraries are also connected.”); the DfEE programme to establish learning centres in areas where people might otherwise be socially excluded; the exploration by DCMS with DTI of the role that the post office network might play in rural areas; and that “DfEE and the Office of the e-Envoy have jointly commissioned a study that aims to map and collate information on all points of access to the Internet that are open to the public ...” (paras 12-15);
- Social exclusion, where DCMS comment:
  16. The public library standards contain a number of specific references to the promotion of social inclusion. In particular, they stress that a library authority should conduct a community profiling exercise, identify the different segments of library needs and adapt or develop existing services better to meet them. In addition, to help auditors and inspectors judge whether a library authority is planning to provide effective, relevant and improved services, Annual Library Plans will have to include in future local targets for services to socially excluded people, ethnic minority communities and disabled people, as well as for children.

---

<sup>17</sup> (Library and Information Commission Research Report 76), Resource, 2000. (ISBN 1902394437), and distributed to public and other libraries across the UK.

<sup>18</sup> The full text of the Directory is available on the Resource Website at [www.resource.gov.uk](http://www.resource.gov.uk).

17. Statistics on social inclusion, including the use of museums, libraries and archives by excluded groups, is one of the key themes in Resource's ongoing review of statistical needs. In particular, Resource are currently discussing with the Office of National Statistics and the Audit Commission ways in which they might develop outcome-based performance data, covering users of all kinds, including excluded groups.

- Development of cross-sectoral initiatives between public libraries and libraries of all institutions of higher education (which notes publication of the report, *Empowering the learning community*<sup>19</sup>, para 18);
- Recent developments in the British Library's digitisation work (paras 20-26);
- The need for local authorities to "pursue vigorously the scope for support for public libraries from the private sector through sponsorship or other means" – DCMS respond that "this is an area which needs further development ..." (para 27);
- Funding of regional facilities (which will be considered further in the forthcoming Local Government Finance proposals) (para 28);
- Charges and fines income: DCMS set out the current position for England and Wales ("the duty to lend free of charge extends only to written material in eye-readable form lent to individual who live, work or study full-time in the library authority area") and then stress that "Library authorities are able to decide the point at which any charge is made, and whether concessions are applicable, taking into account local needs and circumstances ... Charges ... should not be a barrier to access." DCMS also state that "guidance issued to library authorities by NOF ... stipulates that Internet access should normally be offered free of charge. Where charges are made, the authority is required to explain how it intends to meet the needs of people at risk of social exclusion." (paras 29-31).

Appendix 2 of this report includes further information from DCMS relating to its quangos.

---

<sup>19</sup> *Empowering the learning community, Report of the Education and Libraries Task Group to the Secretaries of State for Culture, Media and Sport and for Education and Employment*. Library and Information Commission, 2000.

## Race Relations (Amendment) Act 2000

### **A moral imperative**

Race equality is a moral imperative. It also makes the best use of the available pool of talent and allows everyone, regardless of colour or race, to achieve their full potential. So there are economic and social benefits too. Furthermore, our great nation is built on diversity, change and immigration. It is all the richer for this. Few of us can look at our lineage, including me, and not find links beyond these shores. However, for some of us, particularly black and Asian ethnic minorities. It can be more difficult to achieve our potential, simply because of racial prejudice and discrimination.

Jack Straw

*Race Relations (Amendment) Act 2000; New Laws*

### **The Race Relations (Amendment) Act 2000; some points relevant to libraries**

The key statutory provisions against racial discrimination are contained in the Race Relations Act of 1976 as amended by the Race Relations (Amendment) Act 2000. The 2000 Act outlaws race discrimination in all public functions and places a duty on public authorities to promote race equality to help prevent discrimination before it occurs.

The Act:

- outlaws race discrimination (direct, indirect & victimisation) in public authority functions
- defines "public authorities" widely
- places a general duty on specified public authorities to promote race equality
- gives the Commission for Racial Equality (CRE) powers to enforce specific duties imposed on public authorities
- gives the CRE powers to issue Codes of Practice to provide practical guidance to public bodies on how to fulfil their general and specific duties to promote race equality
- allows race discrimination claims to be brought against educational bodies direct to county or sheriff court.

The Commission for Racial Equality has published *The General Duty to promote racial equality*. This gives guidance on what public authorities should do to comply with the new general duty. It suggests practical steps that public authorities should be taking to assess how well their policies and practices meet their racial equality obligations. Available at [www.cre.gov.uk](http://www.cre.gov.uk).

**The CRE says:**



- The Race Relations (Amendment) Act 2000 is the biggest legislative change in race relations for a quarter of a century
- “Britain today moves into a new gear on racial equality. It will end the waste of talent that discrimination leads to, improve the quality of people’s lives and lay the basis for a new and positive relationship between public authorities and all members of Britain’s diverse communities”. – CRE Chair, Gurbux Singh.
- Individuals now have new rights giving them greater protection against racial discrimination in areas where they need it most, and public bodies have new statutory duties to promote racial equality

## **Human Rights Act 1998**

### **A right to be involved**

People who fund our public museums, archives and libraries have a right to be involved in the process of deciding what we collect or purchase, how we display it, and how we interpret it. - Resource (2001b)

*From: Study Guide: Human Rights Act 1998 (October 2000)*  
London, Home Office.

- The Human Rights Act gives further effect in UK law to most of the rights under the European Convention on Human Rights.
- The Act will affect the way Government and other public bodies deal with individuals and help build a new culture of rights and responsibilities.

The Act works in 3 ways:

- It requires all legislation to be interpreted and given effect as far as possible compatibly with the Convention rights.
- It makes it unlawful for a public authority to act incompatibly with the Convention rights and allows for a case to be brought in a UK court or tribunal against the authority if it does so.
- UK courts and tribunals must take account of Convention rights in all cases that come before them.

Some Articles of the Act:

- Article 2: The right to life
- Article 3: Freedom from torture or inhuman or degrading treatment
- Article 4: Freedom from slavery or forced labour
- Article 5: Personal freedom
- Article 6: Right to a fair trial
- Article 7: No punishment without law
- Article 8: Private life and family
- Article 9: Freedom of belief
- Article 10: Free expression. “Expression” can cover holding views or opinions, speaking out aloud, publishing articles or

books or leaflets, television or radio broadcasting, producing works of art, communication through the Internet, some forms of commercial information and many other activities. It can also cover the right to receive information from others, so you possess expression rights as a speaker and as a member of an audience. You can express yourself in ways which other people will not like, or may even find offensive or shocking. However, offensive language insulting to particular racial or ethnic groups would be an example of where a lawful restriction on expression might be imposed.

- Article 11: Free assembly and association
- Article 12: Marriage
- Article 14: Freedom from discrimination. "Discrimination" means treating people in similar situations differently, or those in different situations in the same way, without proper justification. Discrimination is prohibited on the following grounds:
  - Sex
  - Race
  - Colour
  - Language
  - Religion
  - Political or other opinion
  - National or social origin
  - Association with a national minority
  - Property
  - Birth.

Article 14 protects you from discrimination on "any grounds" and the grounds of "any other status" too. This means that the categories are not closed. The "other status" ground could therefore be used to protect you from discrimination on the grounds of, for example:

- Sexual orientation
- Whether you were born inside or outside marriage
- Disability
- Marital status
- Age

## DCMS perspective

### Building on PAT 10

Progress report on social inclusion. (DCMS, 2001)

From: *Social Exclusion Action Planning Network Newsletter*, No. 26 (June 2001).

This report updates us on the work carried out by DCMS since PAT 10 reported. It includes:

- Sectoral Strategies: for Sport; Arts; Libraries, Museums, Galleries and Archives (ie *Libraries, galleries, museums and archives for all ...*); the Built and Historic Environment.
- Partnerships: Working with Local Government, Regions and Europe; Working with other Departments; Working with Communities; Working with the Lottery; Working with Industry and Commerce.
- Action Plans: Action Plan for Disabled People; Outline for Action Plan for People from Ethnic Minorities).
- Research: Monitoring and Evaluation.
- Conclusion.

The Conclusion is one of the most interesting parts of the document, as it gives an indication of DCMS's view of further work that needs to be carried out (as well as of the apparent lack of awareness of the role of culture and leisure):

13.2 Since [the publication of PAT 10's report] all involved have embarked on a voyage of discovery. It has revealed the regenerative impact of culture and leisure, of 'recreation' in its original sense. This is seen in landmark buildings and enterprises which are changing the perception of the communities they embellish; in the success of the creative industries and in community projects which are giving people somewhere to go and something constructive to do. These projects are helping them to connect to training and employment, lead healthier lifestyles, keep out of trouble and enjoy safer and more attractive environments.

13.3 Our knowledge however remains incomplete. We need:

- To monitor the impact of major projects on the economic and social life of the regions.
- To explore how sustained the impact which community projects have on individuals is.
- To assess the achievements of the generation of schoolchildren who are to benefit from better sporting and creative skills and opportunities.
- To consult people from the ethnic minority communities on how best to increase their participation in all roles in culture and leisure.

- To consult business sponsors on the way in which their social aspirations can best promote a better quality of life in deprived communities.
- To know more about the distribution, condition and use of cultural and leisure facilities and to work in partnership to ensure that poorly served areas get a better deal.

13.4 Partnership structures which are being put in place to build on our existing knowledge include Regional Cultural Consortia, partnerships with local authorities and other Government departments, and pooled knowledge among DCMS and its sponsored bodies' research departments.

13.5 Our investigations have shown us where we need to act to bring about a better quality of life. We are committed to:

- Carrying out the recommendations in the libraries, archives, museums and galleries action plan;
- Implementing the Action Plan for promoting the inclusion of disabled people;
- Progressing the actions arising out of the sports strategy;
- Acting on the results of our consultations with people from ethnic minorities. (pp89-90).

^ ^ ^

### ***Libraries, Museums, Galleries and Archives for All***

DCMS published the draft *Libraries for All* in October 1999 and *Centres for Social Change*, a draft social exclusion policy for public museums, galleries and archives, in May 2000. In response to comments received on these draft documents, the DCMS established a review group to consider revisions to the policies in the light of consultation responses. It then published *Libraries, museums, galleries and archives for all: co-operating across the sectors to tackle social exclusion* in January 2001. This 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*".

#### Objectives

The revised objectives in this document have been grouped within three broad headings of Access, Outreach/Audience development, and Agents of social change. New objectives have been applied to the libraries sector. They are:

- Outreach activities should be an integral part of the role of libraries, museums, galleries and archives

- Libraries, museums, galleries and archives should consider how they can develop their role and act as agents of social change.

#### Outreach/Audience development

- Outreach activities should be an integral part of the role of libraries, museums, galleries and archives.
- Libraries, museums, galleries and archives should identify, consult and involve socially excluded people about meeting their needs and aspirations.
- Libraries, museums, galleries and archives should be a local learning place and champion of the independent learner.
- 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.
- 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**

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

The document poses a challenge to turn the aspirations contained in the policy objectives into reality. Thus an Action Plan has been developed for future activity by central Government and agencies, including DCMS, Resource, regions, training and skills development as well as for libraries, archives, national museums, and the British Library. The Library section mentions two initiatives:

- DCMS to revise Library Standards to include outcomes linked to social exclusion [See section under Library Standards in this Handbook].
- DCMS will aim to amend the Annual Library Plans guidance when it is revised later this year for the 2001 Plans. [See section under ALP in this Handbook].

### Methodology for developing a strategic approach

The DCMS recommends that libraries, museums, galleries and archives consider using the six-point plan methodology for developing a strategic approach to tackling social exclusion. The methodology consists of the following six-point plan (explained in detail in *Libraries for All*):

- Identify the people who are socially excluded and their distribution. Engage them and establish their needs
- Assess and review current practice
- Develop strategic objectives and prioritise resources
- Develop the services, and train the staff to provide them
- Implement the services and publicise them
- Evaluate success, review and improve.

### Recent research

*Libraries...for All* mentions the following recent research will be helpful to organisations hoping to become more active in addressing social exclusion:

- LIC and Leeds Metropolitan University. *Open to All?* is the report of the LIC funded research into Public Libraries and Social Exclusion. The report findings and recommendations are very much in line with *Libraries for All* and *Centres for Social Change*. [See the section on *Open to All?* In this Handbook].
- The Social Exclusion Action Planning Network. *Libraries for All* and *Centres for Social Change* contain a six-point plan [see "Methodology" above] for tackling social exclusion. The Network, publisher of this Handbook, has used this plan as part of its programme of seminars and training courses.
- GLLAM and Leicester University. *Museums and Social Inclusion: the GLLAM report* identifies the contribution that museums and gallery services within GLLAM (the Group for Larger Local Authority Museums) have made towards promoting social inclusion.

### Organisational change

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.

### Partnership

It is important for libraries, museums, galleries and archives to co-operate. It is equally important that they identify and create opportunities to act in partnership with other organisations.

**Resource: The Council for Museums, Archives and Libraries**  
From <http://www.resource.gov.uk> Accessed 5 July 2001

Resource is a strategic agency working with and on behalf of museums, archives and libraries. It replaced the Museums & Galleries Commission and the Library & Information Commission in April 2000.

Resource has three main objectives, to provide strategy, advocacy and advice. The organisation undertakes work in all three of these areas to improve the context in which museums, archives and libraries operate and to improve services for users and potential users.

The People's Network Project is a project managed by Resource and funded through the New Opportunities Fund. The project will connect all UK public libraries to the Information Superhighway where practicable by the end of 2002. Further information about the project is available from the People's Network website at <http://www.peoplesnetwork.gov.uk> .

Culture Online is a DCMS-funded initiative which will use digital technology to promote access to the arts and cultural sector.

The Departments for Education & Skills and Culture, Media & Sport commissioned the *Empowering the Learning Community* report from the Library and Information Commission, now Resource, to make recommendations on how libraries and the education sector could work together to provide seamless access to resources for lifelong learners.

^ ^ ^

## Developing a learning community

### **Learning is a lifelong process**

Learning is a lifelong process that creates the competencies, confidence and skills which allow people to organise their lives, improve their quality of life and engage with society. - Resource (2001b).

*From: Using museums, archives and libraries to develop a learning community; a strategic plan for action. Resource, DCMS (2001)*

The Learning and Access Strategy will help museums, archives and libraries to support lifelong learning, social change and community development; improve the quality and range of services provided; attract and sustain new users; provide advice on best practice for issues relating to, education, access, social inclusion and cultural diversity. It will also assist the sector to become partners in cultural and economic initiatives and to develop strategies, targets and outputs that are achievable and measurable.

The document can be viewed on the Resource website at <http://www.resource.gov.uk> or hard copies can be obtained from Sarah Woodward on 020 7273 1458 or email [sarah.woodward@resource.gov.uk](mailto:sarah.woodward@resource.gov.uk).

The document makes the point that a learning strategy is not an education strategy:

- “Education” is a word that carries with it connotations of formal, didactic, curriculum-based, teacher-led processes. For this reason, we prefer to embrace the wider concept of “learning”, which covers both the work museums, archives and libraries do with the formal education sector and the work they do with individuals and communities outside it.
- Learning is no longer seen simply as being at the receiving end of the transmission of knowledge and information: rather it is a process which requires the participation of the learner ... which is linked to improving the quality of people’s lives.
- Learning describes an active process which people engage with in a variety of different ways and at all stages in their lives. It is about personal development which results in change.

Resource (2001b) sets out the key aims of a strategic approach to developing a learning community. At the heart of a strategy are “improving the way in which we can support users and potential users and developing new approaches to engage them with our collections and resources and to assess the impact on their lives”. Nine key aims of this strategy are given on p.14.



^^^

### **Information and communications technology**

From: Resource (2001) *Information and communications technology and the development of museums, archives and libraries; a strategic plan for action.*

The ICT Strategic Plan presents a strategic framework for the future of ICT with museums, archives and libraries and provides a bridge between strategy and action. The plan will be important in directing the work of Resource and in creating a communications channel with other key players in the sector. The first section of the plan lays down the principles and goals of ICT within the museums, archives and libraries sector. The second part defines the most significant priority areas for each year. The documents can be viewed on the Resource website at <http://www.resource.gov.uk> or hard copies can be obtained from Sarah Woodward on 020 7273 1458 or. email [sarah.woodward@resource.gov.uk](mailto:sarah.woodward@resource.gov.uk)

## **Libraries and social exclusion**

From: Library and Information Commission (2000) *Libraries: the essence of inclusion.*

By their very nature libraries and information services already embody the values necessary to contribute to a socially inclusive society.

### **Libraries are a symbol of**

- accessibility.
- positive anonymity and neutrality combining privacy and absence of fear.
- shared community and family values, the values by which a community operates.
- civility and citizenship and of rights and responsibilities.
- trust and respect.
- freedom and liberation.
- parity and justice.
- discovery, opportunity and choice.
- community and collective identity and ownership.

### **Libraries are**

- a place of sanctuary, a secure risk-free social place that is welcoming to all.
- a caring, helpful, supportive place where people meet on equal terms.
- a civil, respectable and respectful place.
- a force for public good.
- non-judgmental, non-competitive, non accrediting places.
- gateways to knowledge, enabling forces for learning and catalysts for change.
- a place to discover and delight in diversity.
- a meeting place for individuals and ideas, shaped by and shaping the community.

Libraries provide the infrastructure for inclusion through:

- sustainable resources for learning (of individuals, communities and organisations):
- a common-wealth of knowledge and choreography of knowledge at all levels.
- an environment in which creativity is fostered.
- opportunities to extend horizons and enrich experience.
- management of corporate intelligence.
- learning development in a non threatening way at any pace.
- accessible and sustainable learning spaces providing:
- a minimal access threshold.
- local access to networks but global reach to knowledge.
- access to information skills and expertise in sources.

- a toolkit for personal growth and a place to do ' your own thing'.
- delight, fun and contentment.
- a reflection of changing communities and a response to individual needs:
- a means of overcoming barriers to diversity.
- bespoke, tailor-made services.
- ways of revealing and celebrating diversity in the community.
- access to a shared value system.
- role model of belonging.

Libraries confer and engender

- status, respect, trust.
- responsibility, empowerment and the right to lifelong membership.
- civility through citizenship and sharing.
- learning and information literacies in media, ICT and reading.
- confidence, curiosity and capacity.
- hope, aspiration and ambition.
- community self-help, enterprise and resourcefulness.

Challenges...

The Government has identified four main targets to combat exclusion:

- to increase employment.
- to reduce crime and the fear of crime.
- to improve health and welfare of communities.
- to achieve higher standards of educational attainment.

Libraries have a vital role in achieving these priorities as they already contribute to:

- learning, development and literacy at all ages and abilities.
- well-being of the individual and community and social cohesion.
- employability and competitiveness.
- community and social cohesion.
- information and awareness for individuals, families and other groups.
- the public good.

Libraries contribute to these priorities in an incomparable way. Their culture is unique. They engender accessibility, civility and enjoyment. They provide a unique mix of resources and services. In order to take full advantage of the essential and unique way in which libraries can contribute to combating social exclusion there are a number of challenges to individuals, communities, organisations, policy makers and library staff that need to be addressed.

Individuals: make the most of your library

- Explore its potential and your own.
- Care for it.
- Promote its value.
- Influence its future.
- Share its enjoyment.

Communities: recognise the library as a catalyst for community development

- Respect and emulate its values.
- Help it to celebrate your diversity.
- Make it relevant to your community.
- Engage with the library as the life-force for learning.
- Stretch its boundaries.
- Make it work for you.

*Infrastructure* (government, institutes and policy makers)

Recognise and optimise the potential of libraries

- Ensure that libraries can make a lifelong sustainable difference.
- Recognise the constancy of libraries as an opportunity in your action plans.
- Invest in libraries as the life-force for learning and the essence of inclusion and invest in individual learning through libraries (communities, schools, colleges, universities, workplace).
- Enhance and promote the information infrastructure through policy. If the information society referred to in Our Information Age is to be realised investment in libraries is vital as a key part of the infrastructure.
- Relate policy and achievement to funding.
- Co-ordinate policy across departments (Department of Culture, Media & Sport, Home Office, Cabinet Office, Department for International Development, Department of Trade & Industry, Department of Health, Department for Education & Employment, Department of the Environment, Transport & the Regions), exploit joined up thinking, the development of commercial educational strategies and lifelong learning strategic partnerships - e.g. DTI and business links.
- Locate libraries at the heart of programmes for the planning and delivery of public information, health and well being, community safety, education and learning, economic regeneration. Stop investing in new institutions to do what libraries already can do - focus your investment.

### **Libraries / library staff**

make inclusion happen everywhere for everyone

- Cultivate, articulate and be proud of your skills and contribution: innovate through sharing, emulating and growing good practice; be open to new experiences and knowledge; value your own workforce diversity; assemble evidence of the impact and demonstrate the benefit.
- Own the values and promote the culture of inclusion: maximise opportunities for the individual; avoid stereotyping; value the individuality of your library users.
- Actively engage with and know your community; reach out to hard-to-reach groups; build community and cross sectoral library partnerships for inclusion in strategic planning; see your environment through the eyes of the users.

### **Libraries: the essence of inclusion**

Combating social exclusion requires an integrated approach to tackle personal and social as well as structural issues. Libraries epitomise inclusion in their values and activities; and by their presence in local communities. Through the facilities and services they provide, libraries help to build the capacity and resourcefulness of people and places; and by doing so they make a major contribution to personal development, lifelong learning, social cohesion, employability and enterprise, a sense of neighbourhood, and the health and well being of communities. Libraries are the essence of inclusion.

^^^

### ***Libraries for All***

*Libraries for all: social inclusion in public libraries; policy guidance for local authorities in England* (DCMS, 1999).

In October 1999, the DCMS published *Libraries for All*, a draft social inclusion policy for public libraries in England. One of the Government's highest priorities is to combat social exclusion. The aim of this policy is to help ensure that this ideal can be realised for all sections of the community. The Guidance identifies basic principles which can be adapted to local circumstances. The report:

1. Identifies what public library authorities can do to help combat social exclusion. Its main recommendations include, "Social inclusion should be mainstreamed as a policy priority within all library and information services".
2. Encourages library authorities to adopt a strategy based on a six-point plan, which include (1) "Identify the people who are socially excluded and their geographical distribution; engage them to establish their needs; (2) assess and review current practice; (3) develop a strategy and prioritise resources".
3. Expects library authorities to address a number of challenges, including (1) sustainability and long-term resources issue; (2)

need for a cultural change within libraries; (3) community ownership and community partnership.

The Guidance mentions many “good examples”.

### **Building on Success: an action plan for public libraries**

Available at Resource, [www.resource.gov.uk](http://www.resource.gov.uk) Accessed 28 July 2001.

The Executive Summary states:

This Action Plan draws together the various commitments and tasks of importance to libraries already set out in Resource’s Annual Workplan for 2001/02, and identifies a number of additional activities that could form the basis for our future public libraries work.

While it is clear there are substantial areas of common interest across Resource’s three domains, it is also essential to recognise and celebrate the differences between them. One of the principal features that distinguish public libraries from museums and archives is that provision of public library services is a statutory duty on local authorities. Resource has an advocacy role, both in demonstrating to Government the value of the outcomes public libraries deliver, and in advising on funding needs to ensure that those outcomes can be sustained. (*1: Introduction*).

Two of the most significant drivers of change within public libraries are the increasing impact of information and communications technology on our lives and the emerging role of learning as a catalyst for individual development at every stage of life. The vital role of museums, archives and libraries in responding to the challenges they present is set out in Resource’s ICT and Learning and Access strategic plans for action. Resource is well aware of the effort that public library managers are making to ensure the success of the People’s Network project and will represent their concerns about sustainable funding to policy makers as forcefully as possible. The public library service will also need to develop other roles that underpin the growth of formal and informal learning competencies, for which a key catalyst will be *Empowering the Learning Community*. We will also need to commission longitudinal research into the impact of libraries on learning. Finally, 2005 is also the target date by which all Government services should be capable of being delivered online. Insufficient attention has been paid so far to utilising the existing information handling and advice skills of public library staff for this purpose. There is an advocacy role for Resource here as well. (*2: Developing and sustaining new services*).

Social inclusion is a cornerstone of Government policy and its recognition and promotion is one of Resource’s core values. Public libraries are especially powerful agents for inclusiveness, and are frequently the only point of access to information and learning that is available to the deprived, the excluded or the disaffected.

Concerns about the accessibility of services should not be limited to issues of physical access such as the provision of ramps and lifts for people with special mobility requirements. Resource promotes a far wider definition that embraces the presentation of services for people with sensory impairment or learning difficulties, the provision of specialist services and the use of adaptive technologies, and the development of a much broader understanding of the needs of the majority of users. Simply to make a large investment in existing buildings without assessment of need, identification of alternative solutions or changed methods of provision would lack the strategic view that service managers must apply and that Resource will need to co-ordinate. Resource plans to provide the information that will be needed to argue the case for increased capital investment, possibly through changes in the rules for Lottery funding. (3: *Access to services*).

In recent years, the public sector generally and local authorities in particular have become more involved in the processes of planning, impact evaluation and quality assurance. A battery of statistical series is intended to provide comprehensive pictures of the service and the effect it is having on communities served. However it cannot be said that this Babel of measures and activity has as yet produced any significant improvement. Resource is therefore working to find the means of producing more convergence in the information that is gathered. (4: *Service planning, development and quality assurance*).

Public libraries have a long tradition of co-operation at both regional and national level. These activities fit well with Resource's commitment to invest in the development of regional organisations in England. Resource will substantially increase the level of its investment in regional agencies in order to establish a single cross-domain strategic regional agency in each English region by April 2004. In financial year 2002/03 it is expected further funding will be provided to assist with learning and funding needs. Other models for co-operation are becoming increasingly available to public libraries, including arm's length arrangements with other organisations, and increased capacity to raise and share resources between organisations will bring new opportunities. Finally, the attraction and retention of a talented workforce to the public library service, and the quality of training that public library staff receive, are of paramount importance. We will need to work closely with professional bodies, including the Library Association and the Society of Chief Librarians, on leadership and training issues. (5: *Capacity building and co-operation*).

^^^

## Library Standards

From: *Comprehensive, Efficient and Modern Public Libraries – Standards and Assessment*. 2001. Department for Culture, Media

## Foreword

The Government is committed to modernisation of all public services, and this includes public libraries about which I care passionately. Public libraries are a vital element in the public services of this country. They are welcoming spaces held in great affection by their communities. They provide a focus for individual learning for people of all ages and access to vital information and community networks for the socially excluded; they are a gateway to local arts and cultural activities; and they are leading the drive to increase the use of Information and Communication Technology among all sectors of society.

The year 2000 was the 150th anniversary of the passing of the Public Libraries Act 1850. It was a key moment in the country's development. Since then, public libraries have been an ever present feature of our public services and have been centre stage in the great movements towards adult education and self improvement. The tradition continues to this day and the Government intends to see that it continues in the future.

My statutory duty is to ensure the provision of a "comprehensive and efficient" public library service by all 149 library authorities in England. However, executing this duty is hampered by the lack of a clear and widely accepted definition of what the requirement means in practice.

Since 1997, I have encouraged improved planning and accountability within library authorities and, in 1998, to this end, I introduced Annual Library Plans. At the same time, I have introduced through my Chief Library Adviser a much more rigorous monitoring of library service changes, that might, for example, include cuts in provision and branch closures.

Annual Library Plans have been very successful but, while they have instilled useful management discipline into library authorities, they have not provided as much of a direct link into performance monitoring as I had hoped. It is right that they derive from the needs of an authority's citizens and link to its overall objectives. But, the service should also meet certain basic expectations across the country.

The library standards which I now propose accordingly complement Annual Library Plans and will provide a link between planning and performance.

They take account of the consultation which I launched in May 2000. The final standards have been fine-tuned, both in the light of what was said to us and so that they better reflect service outcomes and the requirements of Best Value. This framework is a positive demonstration of the practical implementation of the Best Value concept. Library standards together with Best Value



provisions are a powerful combination which should help authorities drive up library performance.

As we have said all the way through, however, we shall allow a generous period of three years for compliance with the standards and we shall be prepared to sit down with any library authority that is facing particular problems in order to agree a strategy for development of their service.

**Chris Smith**

Secretary of State for Culture, Media and Sport

**Public Libraries Today**

1. The fundamental need to provide universal free access for all to information and literature which led to the creation of public libraries 150 years ago has created a national institution which retains its value and appeal to the present day. It is true to say that no comparable institution exists. Modern public libraries are widespread, popular and of enduring importance to social justice and the maintenance of a democratic society.
2. Their 'vital statistics' illustrate this very clearly:
  - there are 3,187 public libraries in cities, towns and villages serving a population of about 49 million people;
  - 55-60% of the population use public libraries, rising to 70% where children and elderly people are concerned;
  - adults and children borrow over 420 million books and other items, such as CDs and videos, a year from public libraries.
3. The public library has become a multi-purpose agency with multiple roles covering the areas of information and life long learning, recreation and leisure, culture and research. The new Information and Communication Technologies (ICT) do not threaten the existence of public libraries but offer an opportunity to provide increasingly valuable and effective services for users.
4. Because of their importance, public libraries are at the heart of both the Department for Culture, Media and Sport (DCMS) and broader Government policies:
  - they underpin education, providing essential support for school children, students and lifelong learners;
  - they enhance public access to the world's storehouse of knowledge and information;
  - they promote social inclusion, by helping to bridge the gap between those who can afford access to information and those who cannot, and by facilitating access to information for socially excluded people;
  - they are a vital conduit and access point for the main principles of modernisation and delivery of public services;

- they provide information and learning opportunities which underpin creativity, economic regeneration, urban renewal and rural development.
- in addition, their traditional roles in support of literacy, reading and personal and community growth are undiminished.

### **Objectives of the Standards**

13. In order to fulfill its statutory responsibilities for public libraries, the Government is setting out to make available for users and their service providers – ie library authorities – a framework, which will both encourage and ensure an effective development strategy for each library service. Annual Library Plans were an important step on the way. The next, and very important, step in the process is the introduction of standards to guide the continuous improvement of services.

14. The standards will assist everyone concerned with providing good and improving library services:

- *library service managers* gain the appropriate guidelines within which to formulate realistic plans;
- *individual library authorities* have the opportunity of establishing a target against which service levels can be properly reviewed;
- the *Audit Commission* is assisted in their Best Value inspections of library services; and
- *users* and *the Government* will have a means to make more informed judgments about the quality of services being received and provided, and what can be expected from library authorities in the future.

15. The standards relate to key areas of service delivery in libraries and are defined by reference to the top quartile (25%) of performance on distributions measured by reference to available data at the beginning of each three year planning cycle, starting in April 2001. As under Best Value, library authorities should adopt strategies which will result in continuous improvement against all the objectives and standards included in this framework for defining service.

16. Best Value requires local authorities to make arrangements to improve continuously the manner in which they exercise all their functions. Therefore, irrespective of their position at 1 April 2001, when the library standards come into force, all library authorities should continue to seek improvement of their rating against each standard and measure. The Government does not believe it acceptable for authorities to reduce their performance where this exceeds the top quartile of any standard at the outset of the planning cycle. For those authorities falling below the top quartile

on any measure at the beginning of the planning cycle, they should seek improvement in the rating on that measure over the life of the planning cycle.

### **Monitoring and Assessment**

17. The Department for Culture, Media and Sport (DCMS) will monitor library authorities' performance against the standards through the Annual Library Planning process. Detailed arrangements will be set out in the guidance to authorities for preparing their next cycle of Annual Library Plans, commencing in April 2001.

18. The standards relate to the overall library service of an authority and not to that provided within one library. In monitoring and assessing authorities' performance against the standards, therefore, DCMS accepts that improvements in one area of the service may be difficult to make without regard to priorities in other areas. In consequence, an authority will not necessarily be judged on the basis of performance against one standard alone; a public library service is a complex and integrated operation, and any assessment by DCMS will take account of the whole range of standards.

#### **Local targets**

In reaching a balanced assessment of an authority's performance, DCMS will also take into account whether the authority has met its own local targets for services to children, the socially excluded, ethnic minority communities and disabled people, and whether proposed targets are adequate.

19. If assessment of an authority's performance against the standards raises concern, financial resources (especially those relating to expenditure on books and other materials) will be taken into account when making recommendations for improvement. Library authorities are reminded that, in its response to the Culture, Media and Sport Select Committee report on public libraries, the Government said: "Ensuring that book stocks remain up-to-date and attractive is central to keeping public libraries alive and is the magnet that draws users to the multitude of other services that we have all come to expect".

20. Library authorities' performance against the standards will also be examined by Best Value Inspectors as appropriate in the context of Best Value Reviews of, or involving, library services. Using Best Value Reviews to tackle poorer areas of performance remain the main means by which library authorities are expected to secure step changes in performance. The Best Value inspection framework will highlight deficiencies in performance and those authorities which are unlikely to improve. It will also provide for regular assessments

of those aspects of performance which are covered by Best Value Performance Indicators.

21. Further guidance will be issued shortly setting out how the two sets of intervention powers in the 1964 and 1999 Acts may be used in the case of failure by a library authority over time to improve their services, or deal with serious deterioration.

### **Coverage of the Standards**

22. The specific objectives inherent in the standards are to:

- ensure that libraries are located so as to provide convenient and suitable access for users;
- ensure that opening hours of libraries are adequate for users;
- develop electronic access for users;
- ensure satisfactory services for the issuing and reserving of books;
- encourage the use made of the library service;
- provide choice in books and materials made available to users;
- provide appropriate levels of qualified staff.

23. The population served by any library authority is not homogenous but comprises numerous large and small minority interest groups. In order to “provide a comprehensive and efficient library service for all persons desiring to make use thereof”, it is necessary to undertake a community profiling exercise; to identify the different market segments; and to adapt or develop existing services to better meet the needs of the different segments.

24. To help auditors and inspectors judge whether a library authority is planning to provide effective, relevant and improved services, Annual Library Plans will have to include in future:

- Local targets for services to the following groups:
  - a. children
  - b. socially excluded people
  - c. ethnic minority communities
  - d. Disabled people
- An explanation of how regional and cross-border patterns of library use affect services (especially in London), and how this is reflected in the way services are planned and coordinated in co-operation with other library authorities.

### **Tackling Social Exclusion**

25. Public libraries have an important role to play in helping to combat social exclusion within the communities they serve. The DCMS policy document, *Libraries for All*<sup>20</sup>, recommends that library

---

<sup>20</sup> *Libraries for All: Social Inclusion in Public Libraries – Policy Guidance for Local Authorities in England*. DCMS. October 1999.

authorities adopt a strategic approach based on the following six-point plan:

- Identify the people who are socially excluded and their distribution; engage them and establish their needs;
- Assess and review current practice;
- Develop strategic objectives and prioritise resources;
- Develop the services, and train the staff to provide them;
- Implement the services and publicise them;
- Evaluate success, review and improve.

Library authorities are strongly encouraged to adopt and implement these principles through their Annual Library Plans.

26. Most of the specific objectives in the standards can also be linked to objectives aimed at tackling social inclusion and set out in *Libraries for All*. When they are considering service provision, particularly in relation to convenient and suitable access, opening hours, electronic access, encouraging library use, user satisfaction, and choice of books and materials, library authorities should take into account the needs of socially excluded people. The particular social or economic characteristics of socially excluded people will vary from authority to authority, and consequently their information needs will vary. Adopting the methodology set out above will help to establish their service requirements.

The 19 Standards are grouped under the principal service level objectives which are:

- OBJECTIVE: Library authorities must enable convenient and suitable access for users of libraries (PLS 1 and 2)
- OBJECTIVE: Library authorities must provide adequate opening hours of libraries for users (PLS 3 and 4)
- OBJECTIVE: Library authorities must enable electronic access for library users (PLS 5,6 and 10)
- OBJECTIVE: Library authorities must ensure satisfactory services for the issuing and reserving of books (PLS 7 to 9)
- OBJECTIVE: Library authorities must encourage the use made of the public library service (PLS 10 and 11)
- OBJECTIVE: Library authorities must ensure user satisfaction with the services provided (PLS 12 to 15)
- OBJECTIVE: Library authorities must provide choice in books and materials made available to users (PLS 16 to 19)
- OBJECTIVE: Library authorities must provide appropriate levels of qualified staff. PLS 19.

The DCMS explains further the social exclusion aspect of library standards: "Many of the elements of the proposed standards ... are in line with the social inclusion policy. However, the proposed standards relate to the core statutory service which public libraries

are required to provide, and much of the activity to help people overcome their exclusion is above this core".<sup>21</sup>

The Government has emphasised the need to address social exclusion issues in public libraries. The DCMS position is given in its response to the House of Commons Culture, Media and Sports Committee:

The public library standards contain a number of specific references to the promotion of social inclusion. In particular, they stress that a library authority should conduct a community profiling exercise, identify the different segments of library needs and adapt or develop existing services better to meet them. In addition, to help auditors and inspectors judge whether a library authority is planning to provide effective, relevant and improved services, Annual Library Plans will have to include in future local targets for services to socially excluded people, ethnic minority communities and disabled people, as well as for children. (p. vii).

### **Annual Library Plan**

In order to fulfil its statutory responsibilities for public libraries, the Government is setting out to make available for users and their service providers – i.e. library authorities – a framework, which will both encourage and ensure an effective development strategy for each library service. The Annual Library Plan (ALP) is an important step on the way, and the next step is the introduction of standards to guide the continuous improvement of services.

The framework of ALP provides Government with a consistent structure for the intentions and achievements of all parties, working together towards national, but also local, objectives for the library service. The Guidelines for ALP concentrate on policies and service delivery rather than descriptions of services.

### **Social exclusion aspects**

- "Comprehensive, efficient and modern public libraries"  
Library authorities are asked to state their local targets (i.e. performance measures to which they aspire) for services to children, socially excluded people, minority ethnic communities and disabled people. Authorities are also asked to comment on the impact of regional and cross-border patterns of use.
- External and local influences (Chapter 1.3)  
For 2001/02 the key influences to which authorities should respond include the adoption of social inclusion policies, in particular those described in *Libraries, Museums, Galleries and Archives for All* and the six-point plan in *Libraries for All*.
- Service delivery and resources (Chapter 3)

---

<sup>21</sup> House of Commons. Session 1999-2000. Culture Media and Sport Committee. *Sixth Report: Public Libraries* (2000) p. viii

Throughout the sections of this chapter – covering access, buildings and mobile libraries, scope of the library service, services for adults, services for children, services for special groups, wider community use, finance, staff, and ICT systems and services – attention is drawn to policies designed to develop social inclusion (including responses to the Disability Discrimination Act), lifelong learning, reader development and partnerships. In particular, library services need to show how they are responding to *Libraries for All* and *Libraries, Museums, Galleries and Archives for All ...* and attention is also drawn to the full range of library materials, e.g. books, periodicals, recordings, and electronic resources.

- Scope of the library service (3.2)  
Library services are asked to provide a simple chart identifying the range of library services they provide to the different sizes of communities within the authority.
- Services for special groups (3.6)  
Here library authorities need to state which special groups they have identified as requiring “special services”, state the service philosophy and key points of the policies; describe the services provided. Special groups include ethnic minorities, those unable to visit libraries, travellers, those whose first language is not English and similar groups. Lending, information and reference services should all be included as appropriate.
- Strengths, areas for development, opportunities and threats (6.1)  
Factors to consider here include customer response, trends data, response to standards, and the results of benchmarking: library services need to ensure that this covers at least social inclusion and effectiveness and efficiency.
- Cross-cutting policy areas to be considered by assessors (Appendix 4)  
Social inclusion:
  - Has the 6-point plan from *Libraries for All* been adopted?
  - Have the policy objectives from *Libraries, Museum, Galleries and archives for All* been adopted?
  - Have social inclusion requirements been considered in policies relating to
    - The location of libraries and their opening hours?
    - Charging policies?
    - Services to children?
    - Working with the community?
    - Disadvantaged groups?
    - Disabled people?
    - The provision of ICT services?

## Arts, Archives, Galleries and Museums

### Arts and social exclusion

From: *Social exclusion - a response to policy action team 10 from the Arts Council of England.*

[www.artscouncil.org.uk/departments/briefings/social.html](http://www.artscouncil.org.uk/departments/briefings/social.html)

#### Background

In December 1999, the Arts Council of England produced a framework document on the arts and social exclusion responding to the Department for Culture, Media and Sport's publication from the Policy Action Team 10's report, Arts and Sport. The framework identified five key strands of activity for the Arts Council and the Regional Arts Boards:

- profile-raising;
- the work of Regularly Funded Organisations;
- evaluation;
- multi-agency working and
- targeting resources.

This paper aims to provide an update on progress in these areas and to set out some concrete goals and actions alongside a timetable for delivery in taking each of these five strands forward.

Throughout this document ACE senior staff have been identified to lead areas of work on behalf of ACE. However, many activities will be developed in association with RAB and other partners. Aileen McEvoy from North West Arts Board was a member of PAT 10 and continues to be the lead RAB Officer working with the Arts Council in this work.

#### 1. Raising the Profile

The Arts Council recognises that many arts organisations have been doing excellent work in addressing social exclusion for some time. A key element of the framework document was the need to value these organisations and to ensure that their work increased in visibility.

1.1 The Arts Council's *Advocacy Strategy* will seek to raise the profile of arts activity taking place in or involving excluded communities, as well as promoting more widely the social benefits of the arts. A publication ('Championing the Arts') will be produced and material will also be available through the website. Case studies will be used to promote the benefits of the arts ('Celebrating Creativity') and showcase work by organisations working with excluded communities. The strategy will link closely with the pilot projects supported through this action plan (see section two) and



will highlight the work of those regularly funded organisations already active in this area.

*Timescale: May 2000 onwards*

1.2 A series of up to three conferences addressing crosscutting themes such as arts and the criminal justice system, employment and health, will be organised by the Arts Council in association with other partners. These events will aim to engage a wide range of organisations from these sectors as well as practitioners from the arts community, other public bodies, regeneration organisations and government departments, providing an opportunity for networking and new partnerships. In anticipation of the conferences the Arts Council will begin essential mapping of work in these areas bringing together practitioners, information and expertise with a view to profiling and strengthening activity by artists working within health, the criminal justice system and with the unemployed and socially excluded.

*Timescale: From Autumn 2000 building towards Spring 2002*

1.3 The Arts Council will ensure that its members and staff attend the widest possible range of events, getting representatives (particularly members of the Council) out to an increasing number of community and participatory arts events.

*Timescale: May 2000 onwards*

## 2. The role of Regularly Funded Organisations (RFOs)

The Arts Council has agreed that it will *not* expect all RFOs to work directly to address social exclusion (in the sense of combating poverty). A distinction will be drawn between extending the impact of arts activity (i.e. the range of activity and audiences) through *access* initiatives and work which is specifically aimed at tackling exclusion. Each RFO will be expected to commit to the former, but it would not be appropriate for every organisation to deliver the latter. A large body of expertise has been built up by organisations specialising in this area and this should be valued and built upon.

2.1 The Arts Council's framework stated that each RFO should aim to 'extend the impact of its work in relation to the communities it serves'. Before attempting to extend and diversify, RFOs need to know their current audience both in order to identify non-attenders and to provide a baseline for measuring progress. A mapping project will be funded through the New Audiences Programme and will seek to work with RFOs to pilot new and effective methods of collecting meaningful data about audiences in a non-intrusive way.

*Timescale: May 2000-2002*

2.2 For the next two years, *meeting the needs of people in low-income neighbourhoods* will be a key priority for the New Audiences Programme. A total of £350K for each financial year (£700K in

total) will be allocated. Social exclusion priority areas for the Programme are assisting RFOs to effectively measure the impact of their work in reaching people in low-income neighbourhoods, working in partnership with RFOs to verify the role of the arts in improving health; reducing crime and reducing unemployment, and ensuring established RFOs committed to engaging with people in low-income areas have the appropriate skills to do so effectively.

CASE STUDY: West Midlands Arts is currently involved in a similar project with the Warwick Arts Centre and Arts Marketing Warwickshire which aims to develop a system for mapping the current extent of an organisation's audience base and appropriate performance indicators with which to measure progress on diversifying. The results of this project will feed into the Council's work in this area.

2.3 The Arts Council framework suggested various methods of encouraging partnership working between community organisations and RFOs. The Council will pilot the following proposals:

*Model One: The initiative for an arts project will come from a local community/group. The community will identify their interests/requirements and approach an RFO/RFOs to work as their delivery partner.*

*Model Two: The initiative comes from an experienced RFO, (i.e. one for whom working with excluded people is the mainstay of their work). This RFO develops a project with a local community and involves another RFO as a delivery partner.*

*Model Three: The initiative comes from a large, established RFO with commitment to this area of work but with little experience in practice. The RFO would consult with community partners already engaged in arts activity to identify what the RFO has to offer and to mediate in making that offer available to a local group/community.*

These pilots will be funded through the New Audiences Programme. The Regional Arts Boards will nominate organisations/communities under Models One and Two. The Arts Council will nominate organisations under Model Three. It will ensure that these complement other pilot projects being taken forward under the cultural diversity and disability strands of the New Audiences Programme. The projects will also represent a geographical spread, including areas such as urban, rural, seaside, market towns, coalfields etc.

*Timescale: May 2000 onwards*

2.4 'Measures of performance' will be developed to measure RFOs' progress in delivering on two of the elements identified to date -

extending the impact of their work and practising equal opportunities. The Council has agreed that effective use of appropriate qualitative and quantitative indicators will be a more valuable tool for ensuring delivery than funding agreements. Such indicators will take the form of 'agreed measures of success' rather than crude quantitative indicators and will be developed with and for practitioners. Much work is currently in progress around the development of cultural performance indicators across local and central government, as well as through the Audit Commission. The Arts Council will work with these bodies through the Local Government Association's Cultural Services Best Value Network to develop a manageable number of meaningful and consistent indicators. Input from these bodies and from RFOs experienced in working with social exclusion will inform this work.

The Arts Council acknowledges that reasonable targets will need to be set against which RFOs can deliver. It will also need to put in place mechanisms for dealing with RFOs which fail to meet those targets.

*Timescale: Ongoing development - to June 2001*

2.5 The Arts Council will take a proactive and constructive role in working with RFOs as they take on new and changing responsibilities. As organisational Boards are encouraged to take on a more diverse membership which is representative of their community, it is important to facilitate an ongoing process of change and development. Regional Arts Boards are already developing 'Board Banks' of potential new members. The Arts Council will also develop partnerships with organisations like National Council for Voluntary Organisations which have long-established Board training programmes.

The Arts Council also recognises the continuing professional development needs of arts practitioners, particularly those working or wishing to work in this area. It will consider the training needs of the sector in relation to work with excluded communities through its Continuing Professional Development framework and will seek to find effective ways of addressing these in partnership with others.

*Timescale: May 2000 onwards*

2.6 As part of its programme to facilitate organisational change and development, the Arts Council aims to produce a 'toolkit' or guide, encouraging organisations to think about how to be more inclusive in their policies and practices. It will also aim to highlight the benefits to the organisation of inclusive policies through increased participation and audiences, providing practical examples and case studies.

*Timescale: Autumn 2000 onwards*

### 3. Social Impact Evaluation Programme

One of the strongest messages of the PAT 10 report was the need for long term evaluation of the social impact of arts activity. The DCMS is running its own Social Inclusion Research programme. Several arts organisations will be involved in this and the Council will liaise with DCMS to ensure that any evaluation models it pilots will be complementary to, or comparable with, their research.

3.1 A number of the RFO/Community Partnership projects nominated by Arts Council/RAB staff under this action plan will be invited to test evaluation models. Projects suitable for evaluation against the key indicators of health, crime and unemployment will be selected for a long-term study. As noted under section two, they will also represent a spread of geographical areas and will complement the Arts & Education Interface project. A programme of self-evaluation which can be developed for wider use will be developed through the initial piloting programme. It is hoped that the model will provide a model for testing and assessing work in non-traditional settings. A budget of £150,000 has been set aside for this work.

*Timescale: Autumn 2000 onwards*

3.2 The Arts and Education Interface is a three-year initiative, exploring the relationship between the arts and formal education. It will look at national and international practice, as well as focusing on Education Action Zones in Bristol and Corby. It will involve a programme of action research into the impact of the arts in terms of raising educational standards of young people and in addressing aspects of social exclusion. It will also include audits of national and international good practice. This project will work in tandem with the evaluation models being piloted in relation to the other cross-cutting issues of crime, health and employment.

*Timescale: in progress for completion in Autumn 2003*

### 4. Multi-Agency Working

The Arts Council's framework document acknowledged that working in partnership is a key element in making a real impact in addressing social exclusion. The Social Exclusion Unit's National Strategy for Neighbourhood Renewal suggests some changes to current funding programmes and ways of working that will necessitate new partnerships for the arts. The recently published National Strategy for Neighbourhood Renewal: a framework for consultation (Social Exclusion Unit, 2000) proposes a number of models for partnership working at neighbourhood, Local Authority, regional and national level. The Arts Council will seek to address these proposals in its dealings with a) other national organisations and Government departments and b) RABs who are already undertaking much work in partnership with other bodies. There is a clear role for the Arts Council in supporting and co-ordinating the

RABs' work in this area and in developing new and effective national partnerships.

4.1 The Arts Council is already involved in discussions with the other lottery distributors around areas such as: the targeting of lottery funds following on from recommendations coming out of PAT 10; out of school activities and working together to simplify and standardise application and monitoring data. The Council will consider the possibility of joint initiatives with other Lottery Distributors.

*Timescale: Ongoing*

CASE STUDY: In the South West, the regional lottery distributors have been working together to develop a joint approach to marketing, advocacy and strategy. They have agreed a joint policy on addressing social exclusion, including common geographic priorities for targeting information and solicitation initiatives. The longer-term aim is to provide a joint co-ordination service for the lottery in the region.

4.2 The Arts Council is developing an ArtsMark in association with the DCMS and the DfEE following the model of the highly successful SportsMark. This scheme will encourage schools to develop arts activities both within and outside the curriculum and will encourage contacts between arts professionals and schools. Although aimed at all schools this will have a particular relevance to the Arts Education Interface project and work in Education Action Zones.

*Timescale Autumn 2000 onwards*

4.3 The Arts Council will seek to inform and influence area-based and other Government and European initiatives. The recent work by the Performance and Innovation Unit, as well as DETR-funded research by UWE, has highlighted the need for changes to area-based funding to ensure more co-ordination at local levels. The Arts Council will make sure that the arts are firmly on the agenda as these programmes move into the next phase. It will continue to work closely with organisations such as the LGA as they develop their 'Local Challenge' and 'New Commitment to Regeneration' programmes.

*Timescale: Ongoing*

4.4 Regional Arts Boards have a strong track record of forming effective partnerships at local and regional levels. The Arts Council will provide support to RABs in continuing this work. RABs are developing their own strategies for working with Education, Health and Employment Action Zones.

*Timescale: Ongoing*

CASE STUDY: The Music Project run by Portsmouth City Council is funded by Southern Arts 'Young People at Risk' Initiative. The Council's Youth Service is targeting 12 - 18 year olds (particularly those excluded from mainstream provision) in the deprived inner-city areas and providing mobile music kit, workshops and

professional musicians to help develop the creativity and skills of young people in Portsmouth.

CASE STUDY: London Print Studio is a fixed-term funded client of London Arts Board. It has been working with Paddington Development Trust and a range of local arts and voluntary sector groups, using SRB funding to provide training, resources and exhibition spaces for work by local people. Recent project partners include a variety of local community and cultural associations, such as the Sudan Peoples Support Association and the Marylebone Bangladeshi Society.

## 5. Targeting Resources

The Arts Council's future funding programmes prioritise the issues of Diversity and Inclusion. The Council will continue to target its available resources to ensure that a wider range of different communities and activities are funded through its work. It will also look to develop new and innovative ways of funding.

5.1 Capital Programme Two will place an increased emphasis on those geographical areas that have most need of cultural facilities. It will take on board that there are communities and whole areas with little or no cultural facilities of any standard. This is a theme of the research commissioned on the coalfields, and the argument of the Coalfields Communities Campaign. The application process will be simplified and a single entry point introduced to the scheme, so that each organisation starts on an equal footing. There will be more flexibility on partnership funding for projects in deprived areas and support for capacity building within organisations. Funding will also be targeted on culturally diverse communities which have not benefited to date.

*Timescale: June 2000*

5.2 Regional Arts Lottery Programme (RALP) 2 has set new national and regional priorities for tackling social exclusion through the arts. The programme will give greater emphasis to considerations of communities of benefit and disadvantaged areas. Partnership funding is also no longer an eligibility criterion for the scheme. The application form has been greatly simplified and - though most grants will continue to be for over £5,000 - the programme will now give grants of £2,000 and upwards, in recognition of the importance of small grants.

*Timescale: June 2000*

5.3 NAP/Audience development: See para 2.2.

5.4 The Arts Council will continue its commitment to Awards for All, the Lottery scheme which makes small awards across the Distributing bodies.

5.4 The Arts Council has recently begun to investigate new and more innovative ways of funding outside the traditional grant subsidy model. Drawing on research by organisations like the New Economics and Joseph Rowntree Foundations, it is exploring

alternative models such as low-interest repayment loans, Community Finance Initiatives (where banks and other lenders - with incentives from Government and elsewhere - invest in activities with high social returns) and 'LETS' schemes, where goods, skills and services are exchanged between community partners using an entirely artificial currency of exchange.

The Council has been working with voluntary organisations such as NCVO and the Charities Aid Foundation around charities and taxation issues for the arts and will also be taking forward discussions around methods of financing with voluntary sector partners.

*Timescale: Ongoing*

This plan provides a starting point for work in the area of Social Exclusion. Future work will be ongoing.

Pauline Tambling  
May 2000

^^^

## **Archives and social exclusion**

*From:* The National Council on Archives (2001) *Taking part; an audit of social inclusion work in archives.*

### **What is this audit aiming to do?**

The overall aim of this project is to provide a snapshot of the policies and practices within the archive sector that are contribution to tackling social inclusion, their extent, current impact and potential. The report attempts to demonstrate the effectiveness of work being undertaken now by archives services in promoting social inclusion and to encourage others to recognise, and help build on this.

Foreword by Vic Grey, Chairman of the National Council on Archives

Archives are about identity. They define and record personal identity and chart the emerging and developing identity of communities. The sense of being included by, or excluded from, society is closely linked to this sense of personal or community

identity. Archives have the potential, therefore, to play a part in the challenge of strengthening inclusivity.

### **Questioning structures and services**

It can be argued that if any organisation is serious in responding to the needs of those at risk of social inclusion it needs to be prepared to question its own structures and services. (p.32).

#### Best Practice Framework – meeting DCMS's Policy Objectives

The report looks at the extent to which archives are currently meeting the framework of policy objectives set by DCMS and what the challenges are for archives in trying to do so. The survey addresses the 11 policy objectives outlined in DCMS's guidance which are grouped as follows:

- Over-arching objectives:
  - social inclusion should be policy priority
- Access:
  - Achieving the widest possible access to collections and knowledge, as the base to develop socially inclusive activities
  - Making use of ICT
  - Catalogues and key documents should be available online via Internet
- Outreach/audience development
  - outreach should be an integral part of the role of archives
  - identifying, consulting and involving the socially excluded
  - local learning place and champion of the independent learner
  - where appropriate, archive collections and exhibitions should reflect the cultural and social diversity of actual and potential audiences
- Agents of social change
  - forming partnerships
  - developing projects which aim to improve the lives of the socially excluded
  - considering how archives can further develop their role and act as agents of social change: (a) attitude of the profession; (b) image and awareness of archives.

#### The reality

- 12% of respondents cited the importance of collecting from all communities within their remit or area of influence. 10% were actively engaged in projects to address this. (p.25).
- few respondents articulated any intention to radically re-think the way they operate (p.32)



- only 11% of respondents indicated that they had a member of staff with specific responsibility for delivering socially inclusive practice (p.32)
- only 26% of the governing bodies of the archives services surveyed have a policy for promoting social inclusion and the vast majority of these are local authorities (p.36).

*Taking Part* mentions the Challenges facing archives:

- sustainability and long term resources
- organisational and cultural change
- responding to the new ICT environment
- community ownership and partnership
- integrating archives into a wider framework
- demonstrating benefits

## ***Taking Part – Archives***

### **CASBAH – The Institute of Commonwealth Studies**

<http://www.scs.ac.uk/commonwealthstudies/archives/>The project based at the Institute of Commonwealth Studies, aims to provide a web accessible database identifying relevant material to facilitate research into the history of Black and Asian people in Britain.

*From: The National Council on Archives(2001): Taking part: an audit of social inclusion work in archive. Sheffield.*

- Archives are about identity. They define and record personal identity and chart the emerging and developing identity of communities. The sense of being included by, or excluded from, society is closely linked to this sense of personal or community identity. Archives have the potential, therefore, to play a part in the challenge of strengthening inclusivity.
- Archives can make a significant contribution to promoting social inclusion in ways that prevent disadvantage through helping to develop personal and community identity and empowerment.
- 40% of archives' governing bodies surveyed do not have a policy on social inclusion and 17% of the archives do not know whether such a policy exists.
- Many archives services ... are not yet focusing on the impact their organisation can have on those at risk of social exclusion.
- Archives are attempting to develop new audiences, as a step towards social inclusion, but are doing so without the non-user research which is a pre-requisite to meet new audiences' needs.
- In the context of static resources and increased usage, archives need to keep their existing services under constant review to ensure that the greatest possible level of resources is available for tackling non-users.
- Organisational and cultural change: It can be argued that if any organisation is serious in responding to the needs of those at risk of social inclusion it needs to be prepared to question its own structures and services...Few respondents articulated any intention to radically re-think the way they operate in the following terms: "social inclusion has got to be incorporated into the office philosophy".
- Ensuring that there is clear responsibility for promoting social inclusion is important in creating organisational change.

## **Museums and galleries**

The government strongly supports the work of museums and has allocated an extra £100 million to them for the years 1999-2002. Many museums have also benefited from lottery funding and the biggest programme of renewal since Victorian times is currently taking place: many new projects have opened or are due to open to the public in the coming months. For example, the National Portrait Gallery has recently opened the new Ondaatje Wing and has already received over 80,000 extra visitors.

DCMS provides advice both to government and to the museums and galleries community, undertaking policy work and dealing with sponsorship issues of 17 NDPBs.

The main policy areas include access, designation and social inclusion. Detailed information on the access work is available on the access web page. DCMS has also Designated the collections of 62 Museums or Museum Services as being pre-eminent. These are housed in a wide range of museums all over England. They are assisted through the Designation Challenge Fund which has £15 million set aside between 1999-2002 for projects which will raise standards and improve public access.

^^^

## **Quinquennial Review of the National Gallery National Portrait Gallery: Stage One Report**

The former Minister for the Arts, Alan Howarth, announced on 10 May the publication of the first stage of the joint review of the National Gallery and National Portrait Gallery.

The report examines the roles and functions of the galleries, and how these functions contribute to the delivery of wider DCMS and Governmental objectives. It confirms that at the present the galleries' status as Non-Departmental Public Bodies is the best option for the delivering of its services and considers how the delivery of their services might be improved in the future.

The publication of the report, marks the end of the first stage of the review. The second stage will take forward the recommendations of the first stage and consider how the galleries' services and functions could be provided more efficiently and effectively in the future.

To further its objectives, DCMS works in partnership with a number of organisations. For information on these organisations please see museum issues.

^^^

## DCMS support for museums and galleries

### **Sponsorship**

The DCMS provides financial assistance to 17 of the most prominent museums and galleries.

### **Access**

The DCMS places great emphasis on making museum collections available to the widest possible audience

### **Museum issues**

The DCMS works closely with the Area Museums Council and Resource to provide support and advice to independent, university, and local authority museums

### **Education and IT**

The DCMS is supporting a number of initiatives to encourage education and IT.

### **Cultural property**

The DCMS contributes to the education of all and enable improved access for all by permitting and encouraging pre-eminent works of art to remain in the UK

## Aspects of social exclusion

### Older people

Some older people are at risk of social exclusion. Many are at disproportionate risk of falling into poverty and are subject to discrimination in employment. Many rely on public transport and research has shown that a lack of mobility can prevent older people from participating in social activities and lead to low morale, depression and loneliness. (SEU, *Preventing social exclusion*).

The Better Government for Older People Programme has taken important steps to address needs of older people. Its partners include the Cabinet Office, Age Concern, the Local Government Association and others.

The Cabinet Office's report, *Winning the Generation Game*, looks at "improving people's opportunity to contribute to society and to the economy in their later working years. It sets out a range of measures which have been agreed by the Government to help reverse a damaging trend towards writing people off from ages as young as 50".

The conclusion in the report focus on giving real choices and opportunities rather than putting pressure on older people to give way to "young blood". The report recommends Government action under four headings:

- Changing the culture to raise expectations of older people and stop making judgements based on their age rather than their true value and potential.
- Enabling and encouraging over-50s to stay in work.
- Helping and encouraging displaced workers to re-enter work.
- Helping older people to make use of their skills and experiences for the benefit of wider community, by improving access to, motivation towards and availability of volunteering opportunities.

The report is available at

[www.cabinet-office.gov.uk/innovation/200/winning/active/01.htm](http://www.cabinet-office.gov.uk/innovation/200/winning/active/01.htm)

^^^

### **Building on Partnership**

<http://www.bettergovernmentforolderpeople.gov.uk/> accessed 28 July 2001

From: *Stratagem* No.8, July 2001

The Cabinet Champion for Older People, Alistair Darling MP, presented the Government's response to the Better Government for

Older People *All Our Futures* recommendations at the *Next Steps* conference on 30 January at Church House, Westminster. Key commitments in the response, entitled *Building on Partnership*, include: legislation against age discrimination in employment by 2006; detailed discussions on a new national partnership group to advise on services for older people; and continued support for the BGOP Network. A summary is given below.

## **Key Points in the Government Responses to the All Our Futures Recommendations**

### 1. Age discrimination legislation

*'We will legislate against unfair discrimination in employment.'*  
*'The National Service Framework for Older People will stipulate that ageism will not be tolerated in the NHS.'*

### 2. The media

*'Broadcasters, journalists and advertisers have a responsibility to portray all sections of people in society in a fair, balanced and objective way.'*

### 3. Employers and service providers

*'We are...reviewing the Government's own employment practices in order to remove discrimination based on age.'*  
*'We will continue – as part of the 'Modernising Government' initiative – to drive improvements in public service quality and responsiveness.'*

### 4. National Partnership Body

### 5. Role of older people in the National Partnership Body

*'We wish to work with the partners represented by the BGOP Steering Committee, BGOP Advisory Group and other interested parties, to discuss details of the possible role, structure and funding of a new partnership group.'*

*'The partnership group should...have a particular role in advising on the provision of services to older people.'*

### 6. Role of older people in local government policy and community strategies

*'We would like older people to be consulted and involved in the development of the local services they use. Statutory guidance ... means that local authorities will need to involve local people, including older people, in drawing up and implementing their community strategies ...'*

### 7. Local authority older people's champions

*'We believe that the use of 'champions' could be an effective way of driving improvements, which local authorities will want to consider.'*  
(Ed. See National Service Framework)

8. Role of voluntary organisations

*'We provide funding for a number of national umbrella organisations, promoting voluntary and community action...We will be making an additional £15 million available ...over the next three years.'*

9. Social exclusion agenda to include older people

*'We are committed to ending social exclusion ...tackling pensioner poverty ...The Neighbourhood Renewal Strategy sets government departments ambitious targets ...older people will be engaged and involved.'*

10. Promoting learning from BGOP

*'The Government recognises the great value of learning from the BGOP Programme ... We are keen to ensure that best practice derived from the BGOP Programme is incorporated in the Government's best practice database ...'*

11. Local authorities should take a strategic approach to an ageing population

*'We are implementing new legislation to bring about change in local government ... to respond to the changing needs and circumstances of their local communities, including the challenges of an ageing population.'*

12. NHS bodies – development of health promotion strategies

*'The "National Service Framework for Older People" will set national standards to deliver improvements in health and social care services for older people ...We expect ...'Joint Investment Plans: which form part of ... 'Health Improvement Plans: to show how they will jointly develop and invest in health and social care for older people.'*

13. Government advice on integrated strategies

*'We will monitor and review the progress of community strategies before considering where further advice or guidance might add value in the future.'*

14. Priority to improving care services

*'Key improvements are set out in the NHS Plan: The 'National Service Framework for Older People' will deliver a range of improvements to care services for older people.'*

15. Dept. of Social Security to improve services building on BGOP

*'In March 2000, we announced the setting up of a new pensions organisation...we are looking at how it can improve access to*

*benefits and provide better information for pensioners in settings that are more suitable than social security offices.'*

*'Key to the design of the new organisation will be building on the lessons of the BGOP Programme.'*

16. Integrated transport strategies

17. Concessionary fares schemes

*'The Government's long-term integrated transport strategy will bring about more affordable, accessible, safe and available transport services ... A national minimum standard for concessionary fares for pensioners – at least half price travel on local buses.'*

*'New legislation requires local authorities to have particular regard to the transport needs of persons who are elderly or have mobility problems..'*

18. Development of volunteering

*'Older volunteers are a vital national resource and we are determined to remove the barriers that prevent their full involvement ... (the) Government (has) reaffirmed the Prime Minister's commitment, made in March 2000, to establish an 'experience corps' across the country.'*

19. Supporting older people's use of information technology

*'We are committed to lifelong learning and are promoting and supporting Information and Communication Technology learning in later life through a variety of means.'*

20. Integrated strategies at all levels of government

21. Encouragement of 'joined up' working

*'We are committed to integrated and partnership working and will continue to work closely with the devolved administrations and others to develop ways of improving older people's quality of life.'*

*'We will use national targets and performance indicators as a means to deliver service improvements, key reforms and modernisation strategies.'*

*'The regional development agencies will ensure a comprehensive approach to regional development with their regional strategies, including the contribution older people can make to the economy.'*

22. Freeing up joint working.

*'The Government will continue to work with other organisations to identify barriers to joint working.'*

23. Beacon scheme for integrated strategies

*'The second year of the scheme includes a theme focusing on improving older people's quality of life through support for independent living ... New themes will continue to focus on key aspects of service delivery and crosscutting services.'*



24. Cross-cutting, preventative funding

*'We believe that a crosscutting, preventative approach is the best way to develop better quality, more responsive, citizen-focused services. The BGOP Programme's key lesson on partnership working reinforces the Government's belief in the need to work more collaboratively to produce better outcomes for the users of public services.'*

25. Improvement and Development Agency (IDeA) and BGOP

*'We welcome the continuation of the BGOP Network as a broad-based forum for older people, local authorities and other service providers to discuss matters of mutual concern ... It will be important for the IDeA, the Local Government Association and other key organisations to actively promote and develop the network.'*

26. Government response

27. Government Champion annual report

*'We are committed to a continuing programme of initiatives that will make life better for all older people ... We will report regularly on the progress being made.'*

28. Local Government and professional bodies to jointly respond

*'We look forward to the response from these organisations.'*

([Full report available](#) on the BGOP website and at [www.dss.gov.uk/publications/dss/2001/bgop2/bgop.pdf](http://www.dss.gov.uk/publications/dss/2001/bgop2/bgop.pdf))

^^^

**Public libraries, older people and social exclusion**

Rebecca Linley<sup>22</sup> considers ways in which older people can be excluded in UK society and then reviews public library provision. She begins by considering the position of older people in the light of current social and economic policy, and also individuals' experience, and others' perceptions, of ageing. She then briefly reviews studies of the information needs of older people. UK public library policy and provision are then considered. Drawing on research on the social impact of public libraries, Linley argues that public libraries represent a broadly positive, and valued, resource for older people. At the same time, the diversity of individuals grouped together as 'older people' is emphasised and it is suggested that this needs to be reflected in the delivery of library services. Much existing good practice is identified as being based on local partnerships and consultation, and the paper argues for the increased usage of these.

^^^

---

<sup>22</sup> *Public libraries, older people and social exclusion*. Working Paper 16, *Open to All?*

## **Lesbians, bisexuals, gay men and transgendered people**

### *Supporting inclusive communities: lesbians, gay men and local democracy*

These joint guidelines from the Local Government Association, the Employers Organisation and the Association of London Government are designed to address local authorities' concerns about their relationship with local lesbian and gay communities in the light of recent debates and changes that have put this issue firmly on the map in local government. The duty of Best Value, the new statutory community strategies, the Human Rights Act, the equalisation of the age of consent and other developments challenge authorities to consider, often for the first time, how they relate to lesbians and gay men resident in their areas.

In recent years, social attitudes towards lesbians and gay men have become more accepting and this trend is likely to continue in the long term. Equally, lesbians and gay men are likely to become more vocal, just like other groups of citizens, in demanding better services and equal treatment from local and national government. These guidelines address the key areas where authorities will need to consider how they relate to local lesbian and gay communities.

An excellent review of issues around exclusion suffered by lesbians, bisexuals, gay men and transgendered people is provided in Working Paper 5 of *Open to All?* by John Vincent.

The paper argues that although writings on social exclusion have largely ignored the LGBT communities, they can be socially excluded. It begins by contrasting the cultural acceptance of LGBT images with the reality of discrimination and homophobia. It then gives instances of this discrimination, such as criminal attacks, harassment and legal discrimination, including "Clause 28". The next section of the paper looks at developments in the US and Canada and emphasises progress made within the US library profession.

The paper then turns to UK public library services, referring to past research, including the (presently unpublished) Burning Issues Group survey of public library provision in London. It also comments on the general lack of research on LGBT and public libraries. The effect of "Clause 28" is considered. The paper also suggests that libraries could learn from developments in the field of museums. It is concluded that overall provision for LGBTs is still patchy, with little attention having been paid to the needs of LGBT communities. Recommendations for action are made.

John Vincent has also edited issue no.12 (Winter 2000) of *Information for Social Change* which is devoted to services for lesbians, gay men, bisexuals and transgendered people and includes

contributions from Martin Garnar, Ellen Greenblatt, and Anne Ramsden.

^^^

### Sexuality Projects

#### Employment Guidelines

The UK Government must implement by December 2003 the provisions of the European Union Equal Treatment Directive that specifically makes discrimination at work on the grounds of sexual orientation unlawful. The new anti-discrimination directive, agreed in October 2000, marks a new chapter in workplace rights and responsibilities and will place a legal requirement on employers to tackle homophobic discrimination.

It is in the light of these developments that the Employers' Organisation is currently seeking to produce guidance and good practice examples of how local authorities treat their lesbian and gay employees. The guidance will build upon that produced by the then Association of Metropolitan Authorities (AMA) in 1996.

^^^

### **Women and exclusion**

From: *Women and social exclusion* - John Vincent and Rebecca Linley. *Open to All?* (2000) Working Paper 12

This paper gives a gender perspective on social exclusion and public libraries. It begins by giving examples of discrimination against women. Recent debates around feminism and post-feminism are discussed. The paper then reviews evidence of women's use and non-use of public libraries, and refers to the distinct nature of their information needs, with examples of currently unmet needs being given. The experience of women as public library workers is then discussed, in terms of both their contribution to librarianship, including the idea of the library as a feminised space, and evidence of the under-representation of women at senior levels. Finally, recent work on women and ICTs is discussed and it is suggested that more use could be made of public libraries as a 'safe space,' addressing current concerns about women's access to ICTs. Overall, it is concluded that gender (and other) injustices should be related to wider global issues. A number of recommendations are made.

^^^

### **Disabled people**

Disabled people are seven times more likely than non-disabled people to be out of work and claiming benefits<sup>23</sup>. The Disability Discrimination Act (DDA) 1995 gave many formal rights to disabled people, but the act was difficult to enforce. After extensive

---

<sup>23</sup> SEU (2001) *Preventing social exclusion*.

consultation the Government established the Disability Rights Commission in April 2000 to:

- advise on the working of disability legislation (DDA 1995 and the Disability Rights Commission Act 1999);
- to work to eliminate discrimination against disabled people;
- to promote equal opportunities for disabled people; and
- to encourage good practice in the treatment of disabled people.

The Government is to extend the DDA to provide increased legal protection for people with cancer in almost all jobs, and a legal duty on public bodies to provide equal opportunities for disabled people. This will extend the rights of over 600,000 disabled people already in jobs and cover nearly seven million jobs previously excluded from the Act.

^^^

The TUC Fact Sheet on Disability gives the following useful information:

- The Disability Rights Commission (DRC) is a new, independent body established by an Act of Parliament in April 2000. The DRC's goal is a society where all disabled people can participate fully as equal citizens.
- The DRC has offices in London, Manchester, Edinburgh and Cardiff. It has 15 commissioners, 10 of whom are disabled people. The DRC has a role in enforcing the provisions of the Disability Discrimination Act (DDA) and helping disabled people to secure their rights. It also provides help to businesses wanting advice on disability issues. There are 8.5 million disabled people in Britain – one in seven of the population. They have a spending power of around £40 billion each year.
- Under the DDA, a disabled person is anyone who has a physical, sensory or mental impairment which seriously affects their day- to-day activities. This can include people with heart disease, diabetes, epilepsy, severe disfigurement, depression, schizophrenia, Down's syndrome and many other types of impairment.
- The DRC supports disabled people in securing their rights under the DDA; helps solve problems – achieving solutions often without recourse to the law; and supports legal cases to set new precedents and test the scope of the law.
- Provides an independent conciliation service called the Disability Conciliation Service, for disabled people through Mediation UK.
- Employment issues are dealt with through ACAS, the Advisory, Conciliation and Arbitration Service
- Helps to change law so that it works more effectively
- Publishes research on issues which affect disabled people

- The DRC Help line provides a GB-wide advice and information service on rights and equality for disabled people. It is open to individuals, organisations and businesses on 08457 622 633, [enquiry@drc-gb.org](mailto:enquiry@drc-gb.org) or textphone 08457 622 644.

The DRC's website is at [www.drc-gb.org](http://www.drc-gb.org)

^^^

The Disability Directory

The [Disability Directory](#) provides guidance for museums and galleries on how to improve their services for all disabled people. It outlines the principles which should underpin best practice, contains practical advice and provides extensive contacts lists.

^^^

### **New Beginnings: Strategies for getting Britain's disabled people into work**

Of the more than 6 million registered disabled people in the United Kingdom, fewer than 3.1 million are employed. Although huge progress has been made in the 20<sup>th</sup> century in bringing greater opportunities for many minority groups, Britain's disabled people continue to be disadvantaged in a society out-of-tune with their needs and unaware of the contribution they can make to businesses and society at large.

In October 2000, Unum, a leading provider of disability insurance in the UK, hosted a symposium on disability. This two-day event, entitled "New Beginnings", brought together representatives from business, government and academia to debate alternative perspectives and to outline proposals for sustainable remedies.

The main outcomes of the event are now available in a report which is available from: Unum Limited, Milton Court, Dorking, Surrey. RH4 3LZ. Telephone: 01306 887766.

#### Disability Information on the Web

LARRIE – Local Authorities Race Relations Information Exchange is developing web pages on disability to include examples of good practice in local authorities. If you have any information that you would be prepared to share with others that has not yet been sent in, we will be pleased to receive it. In particular, there is a lack of examples of where services are being provided by alternative

means, so anything you have will be very useful now or in the future.

Please send any information you have to: David Maycock or e-mail it to him at [david.maycock@lg-employers.gov.uk](mailto:david.maycock@lg-employers.gov.uk)

^^^

The Disability Discrimination Act 1995 and its implications for provision of library services

From: The Library Association <http://www.la-hq.org.uk/> (Accessed 27 July 2001).

The purpose of this is to assist members by providing a summary of the main provisions of this Act – it is an indicative guide, not a comprehensive statement of the law.

The Disability Discrimination Act 1995 came into effect in 1996. It replaces the 1944 and 1958 Disabled Persons (Employment) Acts, and in addition includes a new right of access to goods and services, whether they are paid for or free of charge. It applies to the whole of the United Kingdom, including Northern Ireland. Full implementation of its measures is to be staged between 1997 and 2005.

The Disability Discrimination Act 1995 applies to anyone who has a “physical, sensory or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities”. It also applies to anyone who has previously had a disability.

Criteria by which disability is defined include mobility, manual dexterity, ability to lift, speech, hearing, eyesight, ability to concentrate, learn and understand.

### **Employment**

The DDA makes three major changes to earlier legislation in relation to employment of disabled people:

1. It makes it unlawful to discriminate unfairly against current or prospective employees for a reason relating to their disability;
2. It requires employers to make changes, referred to in the DDA as “reasonable adjustments”, if their premises or work arrangements put disabled people at a substantial disadvantage compared with other current or prospective employees.
3. It abolishes the target of 3% of employees being registered as disabled.

Employers need do nothing unless an employee or candidate for employment informs them that they are disabled and provides details of the nature of the disability although they must ensure that the nature of the job details and the working environment do not create discrimination. Employers are required to make reasonable adjustments. 'Reasonable adjustment' includes: -

- making adjustments to premises
- allocating some of the disabled person's duties to another person
- transferring the employee to fill an existing vacancy
- altering working hours
- acquiring or modifying equipment
- adjusting interview arrangements
- providing a reader or interpreter.

The Act covers staff in, or seeking, permanent or temporary employment, and people on contract, whether they are self-employed or working for another organisation. The provisions also apply to professional associations, trade unions and charities. Anyone employing fewer than twenty people is encouraged to adopt good practice wherever possible.

### **Services**

Under the Act all providers of goods, facilities or services, whether paid for or free of charge, are obliged, in so far as is reasonable, to provide a service of equivalent standard and on equivalent terms to that offered to people without a disability.

The DDA initially places three duties on providers:

1. A duty not to refuse to serve a disabled person for a reason which relates to their disability;
2. A duty not to offer a sub-standard service to disabled people;
3. A duty not to provide a service on different terms.

Providers are also to make reasonable changes so that disabled people can use the service more easily.

In order to avoid discriminating, service providers may have to:

- change practices (e.g. improve print standards)
- provide auxiliary services
- provide an alternative way to access a service (eg via telephone rather than in person)
- provide physical access to a building.

Service providers are not expected to incur unreasonable cost, change the fundamental nature of their service, or make changes that will prevent the service being provided to others or jeopardise health and safety.

One of the first requirements of the Act is the provision of information concerning services available. If a case can be made that a request for information in Braille or tape is necessary and reasonable, then the service provider will be expected to meet that demand.

The Act has established a Disability Discrimination Council. Disabled people are able to complain to an Industrial Tribunal where employers fail to meet the requirements of the legislation. As with Sex and Race Discrimination, there will be no upper limits on compensation.

^^^

## **Disability Discrimination Act 1995 and the Arts** 1999. London; the Arts Council of England

### **Background**

There are 8.3 million disabled people in the UK. Each one of will have family and friends. Making arts organisations accessible to disabled people as audiences, artists and participants is not a marginal issue but should be built into your mainstream programmes if you are to provide a full service to the local population.

Removing the barriers to disabled people's participation is now a legal requirement. This paper explains the Disability Discrimination Act 1995 and its implications for arts organisations.

### **What are the barriers to disabled people's participation?**

Prejudice is a major factor. A report by Liberty gave these examples of discrimination against disabled people:

- a holiday camp refused a booking from a group of people with cerebral palsy;
- a property owner refused to sell or to allow occupation of land by people with a history of mental health problems;
- a landlord banned a disabled skittles team from a public house because he believed some of its members to be "mentally handicapped";
- an oil company refused to employ people who were HIV positive; and
- a blind doctor was prevented from taking her guide dog into Buckingham Palace where she had been invited to receive an award from the Queen.

But more powerful than individual prejudices are the unintended, institutional forms of discrimination. Anne Begg, a disabled teacher



(now an MP), writes vividly about the impact of institutional discrimination on her everyday life:

**Imagine a world...**

"Imagine a world where there was a barrier across the doors of most shops on the high street which read 'Sorry, no women beyond this point. Or a world where everytime you go out, be it to a pub, restaurant, shopping or wherever, you then find that there are no toilets for you, or that the ones they have constructed for you are full of furniture. Or a world where the only way you can travel on some British Rail trains is in the guards van, while you're not allowed on most buses or in the London Underground at all simply because you happen to be black. Or where a cinema which has just allowed a drunk man to enter with a fag hanging out of his mouth, turns round and says "You can't come in here because you've got bright red hair and you're a fire hazard."

If such social apartheid happened to you just because you were male or female or black, there would, quite rightly, be a public outcry. The gross unfairness of such treatment is so clear. Yet all of the above, and much more, has happened to me at some time in my life. And my crime? I use a wheelchair to get around."

- Civil Rights for Disabled People, TUC

Procedures and practices which do not take into account disabled people (like the 'no dogs' rule at Buckingham Palace), buildings and vehicles which are built without a thought for disabled users are not intended to discriminate, but they have this effect just the same. The cumulative result of a society which has been designed to exclude and segregate disabled people into "special" provision is devastating.

- The average income of disabled people under retirement age is just 72% of the average income of all people within this age group.
- Disabled adults are two and half times as likely to be unemployed as non-disabled adults.
- Profoundly deaf children, who are no less intelligent than other children, nevertheless have an average reading age of 8 when they leave school because of their second-class education.
- There are 4 million people with mobility impairments, but only 80,000 accessible homes.
- A survey of disabled people found that four out of five of the people interviewed had problems with transport, and two

thirds said that difficulty using public transport was one reason for not going out more and not travelling further afield.

This poverty and unequal participation in society have historically been explained as the consequence of disabled people's own inherent physical or mental functional limitations. The solution has been to provide medical treatment. This approach is known as the "medical model."

In contrast, the "social model" of disability focuses on the role of social institutions and attitudes in "disabling" people by excluding them and providing them with second-class, segregated services. This model suggests that society needs to change by becoming less prejudiced and removing unnecessary physical barriers and changing the rules which exclude and segregate.

### **Overview**

The Disability Discrimination Act 1995 (DDA) is the first British statute to address the issue of disability discrimination.

Discrimination against disabled persons is prohibited by:

- All employers of 15 or more employees.
- All providers of goods and services (*including firms with less than 15 employees*) except education and transport services.
- People who rent or sell property, whether for business purposes or accommodation.

Although the Act excludes transport and education from the right of non-discrimination in service provision it does:

- Contain extensive provisions paving the way for future regulation of the accessibility of public transport services – taxis, trains and buses.
- Include provisions concerning education (mainly requiring the provision of information regarding the facilities which institutions provide for disabled students).

The Act is weak and unsatisfactory in many ways, and has been denounced by disabled people as offering "second class rights". But it is now law, and will require organisations to make significant changes to the ways in which they operate in order to make themselves accessible to disabled people.

### **Who is protected?**

The DDA protects against discrimination only those people who have (or have had) a long-term or recurring physical or mental impairment which substantially restricts one of a list of "normal" activities. This is a very complicated section which allows some other people to be considered disabled – for example, people with

severe disfigurements and people with progressive conditions, once they begin to experience symptoms. This approach is bad because it basically asks whether a person is disabled enough to deserve fair treatment. The result is that many people who suffer severe discrimination may not be protected – for example, people with asymptomatic HIV and some people with mental illnesses.

### **What does the Act require organisations to do?**

In general terms the DDA requires employers and service providers to act fairly and to be flexible by taking action to remove the barriers excluding disabled people. The Act defines discrimination in two ways, firstly as “less favourable treatment” and secondly as a failure to provide a “reasonable adjustment”.

### **Less favourable treatment**

Less favourable treatment for a reason related to a disability is unlawful where it cannot be justified under the terms of the Act. If you are to operate services in a non-discriminatory fashion, it is important to grasp this concept.

### **Treating a person less favourably is not necessarily the same as bad treatment.**

If all customers receive the same level of poor service, this would not be discriminatory! Similarly all detrimental action by service providers, which involves a disabled person, will not necessarily be discriminatory. For example, excluding a disabled person because he or she was drunk would not be considered “less favourable treatment for a reason related to their disability”.

**Discrimination is unlawful whatever the intention.** Even where a provider treats a person less favourably or refuses to serve them because they think this is for the disabled person’s own good (for example because the provider thinks that the person is incapable of benefiting from the service or that another agency would provide a service which would better suit the disabled person’s needs).

**Treating disabled people fairly may involve more than treating everyone the same.** Where a disabled person receives less favourable treatment “for a reason related to a person’s disability”, this will be unlawful, unless it can be justified under the Act. For example, if a waiter asks a disabled customer to leave a restaurant because she has difficulty eating as a result of her disability this would be less favourable treatment for a reason related to her disability. The comparison is with customers to whom the reason for the decision did not apply. The disabled customer in the example above will not have to point to non-disabled diners eating messily who have not been asked to leave. A disabled person is entitled to claim “but for my disability I would have received better treatment”. The treatment cannot be justified on the basis

that anyone behaving in this fashion would have been treated in the same way; the waiter could not justify refusing service on the grounds that he would have treated anyone eating messily in the same way. Because the reason relates to a person's disability, it will only be lawful to penalise the disabled person for their behaviour if this can be justified under the conditions set out in the Act.

**The provider does not have to change the nature of the service which is provided.** All that is required is that access to existing services is not impeded for disabled persons either intentionally or for a reason related to a person's disability.

^^^

### **The Disability Rights Commission and the arts**

From material from The Arts Council of England March, 2001

The Disability Rights Commission (DRC) is an independent body set up by the Government. It has enforcement powers to enable it to secure civil rights for disabled people. The DRC's statutory duties are:

- to work to eliminate discrimination against disabled people
- to promote equal opportunities for disabled people
- to encourage good practice in the treatment of disabled people
- to advise the Government on the implementation of the Disability Discrimination Act 1995 (DDA) and the Disability Rights Commission Act 1999.

The DRC has a number of specific functions:

- assisting disabled people to secure their rights, and arranging for legal advice when appropriate
- providing information/advice to disabled people, employers and service providers about their rights and duties under the DDA
- preparing and reviewing statutory codes of practice that provide practical guidance for employers and service providers on meeting the legal requirements of the Act
- providing an independent conciliation service in the event of disputes between disabled people and service providers over access to goods and services, and monitoring the performance of the conciliation service
- undertaking formal investigations into how disabled people are treated in a particular organisation or sector and into unlawful acts by particular organisations
- carrying out research to inform discussion and policy and to find out how well the law affecting disabled people is working.

The DRC is building links with disability and advisory groups, networks and organisations representing business and employers. The DRC will work with other public and statutory bodies on issues relating to discrimination whenever a joint approach is appropriate. The DRC has enforcement powers, but it is also concerned with educating public opinion and promoting good practice. Whenever possible, the Commission will use a non-confrontational approach. If a person has been either:

- served with a discrimination notice (giving details of the unlawful act and requiring the person not to commit any further unlawful acts of the same kind), or
- found to have committed an act of unlawful discrimination, and
- in the view of the Commission is likely to commit further such acts, the Commission can apply to the county court for an injunction. (In Scotland, the Commission can apply to the sheriff for an interdict).

^ ^ ^

### **Visually Impaired people**

From: House of Commons. Session 2000-01. Culture Media and Sports Committee. *Third special report. Public Libraries: further Government response to the sixth Report from the Culture, Media and Sport Committee*. May, 2001. London, The Stationery Office.

In 2000/1, a grant of £200,000 from DCMS for the Share the Vision/Resource programme was used to complete, publish and distribute *Library Services for Visually Impaired People: A Manual of Best Practice* and to continue work on the *Reveal* project. This is a web-based national database of accessible formats.

Resource has also published *The Disability Directory for museums and galleries*.

^ ^ ^

From: *A manual of best practice*. Resource.

<http://www.nlbuk.org/bpm/>

Written by [Dr. Gillian Burrington](#)

### Background

The Disability Discrimination Act 1995 [DDA] makes it unlawful to discriminate against disabled people in employment or in access to goods, facilities and services, whether they are paid for or free of charge

## Framework

The DDA has three main parts:

- Part I defines the scope of the Act and what is meant by disability, and who would and would not be covered by the Act.
- Part II relates to the employment of disabled people, and has been in force since 1996.
- Part III is concerned with access to goods, facilities and services. The second stage of implementation of Part III came into force in 1999, and the final stage, which allowed providers time to remove all physical barriers to access, by for example, installing lifts or re-building parts of the premises, comes into force in 2004.

## Definitions

The DDA relies on medical science for identifying disability, but recognises the social and economic impact that disability has. It defines a disabled person as someone with “physical, sensory or mental impairment which has a substantial and long-term adverse effect on ... ability to carry out normal day-to-day activities”.

Criteria by which disability is defined include mobility, manual dexterity, ability to lift, speech, hearing, eyesight, and ability to concentrate, understand and learn.

## The DDA and library services to visually impaired people

Since visual impairment is normally long-term, any user who cannot see to read standard print even when wearing corrective spectacles is disabled within the terms of the Act. Also, anyone who has had a previous long-term visual impairment, but has had corrective surgery, is still covered by the legislation.

This means that someone who has not previously been able to read standard print and has had audio books from their library can still ask for that format, and receive it on the same terms as they had previously. They are also entitled to the same access as other visually impaired users of any other library, even though it may seem to library staff that they have normal vision.

## Physical access

Any library which does not yet have adequate physical access for visually impaired and other disabled people should by now be providing an alternative service, or provide some alternative physical access. A library which has revolving doors, which cause as many problems for people with severe sight problems as for wheelchair users, is already infringing the Act if alternative provision is not made.

## Equality of service

The duty not to refuse the service, not to provide a worse standard of service and not to offer a service on worse terms has several implications for library services to visually impaired people. Information about the service and stock must be provided in appropriate formats. Visually impaired people must be given the same catalogue access as non-disabled users. A catalogue with large print and high contrast display, and with a synthetic speech option, will normally be adequate for compliance with the DDA, but one terminal with a soft Braille output is preferable, to meet the needs of someone who is deaf-blind.

#### Equal terms of service

Any services, such as photocopying, which are charged for, should be charged to visually impaired people on the same terms. Thus the price per sheet of A3 enlarged photocopies, which would be suitable for some visually impaired people, should not be different from the same material copied onto an A4 sheet.

#### Practices, policies and procedures

If any of these make it difficult or impossible for a visually impaired person to use the library, they must be changed. Asking for a Driving Licence as proof of identity and not allowing some alternative proof would be unreasonable. Insisting that a blind person signs her or his reader's registration form would also be unreasonable. On the other hand, an academic library which normally refuses to accept e-mail renewals or requests could have a policy which allows visually impaired users to do all these things as a way of making the service more accessible to them.

Libraries will also need to be able to respond to complaints in an appropriate format, and should design registration and other forms and leaflets so that they can be accessible to visually impaired people. Following the RNIB's "Clearprint guidelines" (1997) would make all publications more accessible to visually impaired people. Byelaws should be checked to ensure that they do not deny access to someone's guide dog, or in any other way prevent a visually impaired person from using the library service.

#### Equal standard of service

Stock is a major element of most libraries' service, but the range of materials available in alternative formats is very small. It is therefore essential for staff to know about the libraries which are dedicated to providing material for visually impaired people, and to know about the National Union Catalogue of Alternative Formats (NUCAF). And as the DDA is subordinate to copyright law, it is illegal to use auxiliary aids (see [3.19](#)) as a way of producing copies in a reader's preferred format (except within the normal rules on copying).

## Transport and social exclusion

From: [www.socialexclusionunit.gov.uk](http://www.socialexclusionunit.gov.uk)  
Accessed 25 July 2001.

Earlier this year the Prime Minister asked the Social Exclusion Unit (SEU) to begin a new project on transport and social exclusion. The main goals of the project will be to analyse the nature of the transport barriers to accessing work, learning, health care, and other key activities and services; and to develop policies to remove them.

### Transport and Social Exclusion

There has in recent years been a growing recognition that transport can represent a significant barrier to social inclusion. People who are disadvantaged often experience serious difficulties in getting around. They are much less likely to have access to a car than the general population. Regular and reliable public transport services are not available in every community, are sometimes unaffordable for people on low incomes or simply do not take people where they need to go. Walking and cycling may not be suitable options for accessing services which are distant or in environments where traffic levels and accident rates are high.

Transport problems of this kind make a particularly significant contribution to social exclusion where they make it difficult for people to get work or to access critical services on which many depend, including healthcare, learning and shops. They can also contribute powerfully to feelings of isolation and insecurity and prevent people taking part in a wide variety of everyday activities.

The Government has defined social exclusion as *'a shorthand term for what can happen when people or areas suffer from a combination of linked problems such as unemployment, poor skills, low incomes, poor housing, high crime, bad health and family breakdown.'*

### The SEU's project

Recognition of these problems lay behind the commitment in the 10-year transport plan to improve transport links to services in deprived areas. A wide range of national and local transport initiatives have been launched in recent years to help tackle the problems of people who suffer from social exclusion. The SEU's project will build on what has been achieved to date, in particular by taking a close look at the relationship between transport problems and the key drivers of social exclusion such as worklessness, health inequalities and poor skills.



The project will be organised around four key issues:

- To what extent does poor transport contribute to social exclusion by preventing people from accessing work, learning, health care, and other services and activities?
- What can be done to improve transport services to ensure people can access key services and activities?
- Can transport barriers be removed by locating services nearer to users or using home or electronic delivery?
- How much would it cost to tackle the transport barriers to accessing key activities and services, and what would the benefits be?

### Methodology

The project will analyse the scale and nature of the problem; how things have changed over time; what works here and in other countries; and how policies have impacted on the problem. As with all the SEU projects, the outcome of the project will be a report setting out recommendations and a clear action plan. The report will be published in 2002.

We intend to involve outside organisations and people heavily in the project. We will be taking an in depth look at a selection of local areas to see how policy translates into action on the ground. We will also be conducting interviews, consultation events, focus groups, and project visits.

### Consultation

This consultation questionnaire is aimed at anyone with an interest in transport and social exclusion issues. They are keen to obtain the views of as wide a range of people as possible, including:

- Local residents, transport users and their user groups and representatives
- Local Authorities (transport, safety, the environment, regeneration, economic development, education and social services, housing and leisure etc)
- Representatives of communities of interest: women, black and minority ethnic communities, disabled people, older people, children and young people, and faith groups.
- Community and Voluntary sector organisations that work with disadvantaged communities
- Representatives of other interest groups such as those in rural, urban, ex-coalfields and coastal areas.

^^^

## ICT and social exclusion

From: Resource (2001) *Information and Communications Technology and the Development of Museums, Archives and Libraries; a strategic plan for action; draft for consultation.*

### Seamless connections...

ICT cannot replace the sense of place important to the experience of our cultural heritage ... However, the vision for the future must see ICT opening up access ... That will demand seamless connections between material from different institutions and access from the widest range of network channels ... The process has already started, but will require the sustained co-ordination proposed in this Strategic Plan for Action ...

### Introduction to the Consultation Draft

As the strategic body responsible for museums, archives and libraries, Resource is committed to producing a series of strategic planning documents that define priorities and actions for the sector. It also places emphasis on consultation and involvement. Integral to the development of these strategic documents is therefore a process of consultation that will allow all interested parties to support, challenge and discuss the priorities and direction they propose.

This document starts from the premise that Information and Communications Technology (ICT) will play an increasingly important role in the development of the sector, supporting greater access to collections and services by more users and creating new learning opportunities relevant to people of all ages and all backgrounds. ICT will also continue to allow more effective management of resources and their integration into user-focused digital collections that create new partnerships between institutions and support learning needs in other sectors.

The purpose of this document is to present both a strategic framework for the future of ICT with museums, archives and libraries, and provide a bridge between strategy and action. It, therefore, offers a mix of broad context and practical tasks and deliverables. The plan will be important in directing the work of Resource and in creating a communications channel with other key players in the sector. It represents a commitment to shared strategic development through vision and partnership. More specifically the plan will:

- Translate Resource's manifesto commitments into action, e.g. by improving service delivery, harnessing the potential of technology, giving advice on best practice;

- Develop a vision for the future use and impact of ICT within the sector that highlights impact on community life;
- Provide a shared framework to support service integration both across the sector and with associated sectors, eg by developing content partnerships and links to learning networks;
- Prioritise developments and place them in a context that allows concerted progression in the sector;
- Focus planning on the need for capacity building and training;
- Communicate the value of ICT to (and beyond) the sector in ways that relate to the delivery of services to users, e.g. by horizon scanning and sharing best practice;
- Support Resource's role in lobbying for funding for sustained development within the sector.

The plan is in two parts. The first section lays down the principles and goals of ICT within the museums, archives and libraries sector. The second defines the most significant priority areas for each year (based on current knowledge) and then presents a more comprehensive set of action lines that deal with those priorities and ongoing tasks.

Informal consultation has taken place to establish the broad scope of the plan and the relationship between the various parts. Copies of the plan are now being circulated widely for comment. Key aspects of the plan where comments will be welcomed are:

- The extent to which the range of service development activities encompasses the needs of all organisations within the sector;
- What are the most suitable methods to maintain dialogue within the sector;
- How far the role of regional bodies should be developed to act as intermediaries between local organisations and national strategy.

^^^

### ICT and the museums, archives and libraries sector

1. *"To enable the collections and services that define our sector to touch the lives of everyone"* is the strategic commitment of the Resource manifesto. This will demand new thinking, challenging the ways services are managed and developed today. Reaching new audiences means new ways of working; shared purpose means new partnerships; responding to lifelong learning calls for new styles of presentation and interpretation, new tools and ideas for new ways

to unleash and celebrate the vast potential of our cultural and creative wealth.

2. This is nowhere more visible than with the potential of information and communications technology (ICT) as a medium for service delivery and agent for social development. The growth of e-commerce, e-government and large learning networks such as the National Grid for Learning and the University for Industry are beginning to create mass markets for electronic information services. Already 25 per cent of UK households have online access and the Government has made a specific commitment that there should be universal access to the Internet by the end of 2005. A major plank of this commitment is the People's Network project that will create ICT learning centres in all 4,300 of the UK's public libraries. Resource is the expert adviser to the New Opportunities Fund for the design and implementation of this project.

3. The changes that access to ICT may bring about cannot be allowed to sustain existing modes of exclusion, or worse, create new ones. It must be inclusive – first and last. Such inclusion rests at the heart of Resource's strategic commitment.

4. Museums, archives and libraries hold great richness and diversity of resources for the whole spectrum of learning, from formal education to the self-renewal gained from the chance encounter with a book, painting or forgotten fact. ICT will help unlock that richness for all, inspiring sections of the community whom traditional delivery has failed, turning non-users into regular visitors, whether real or virtual.

5. The ICT Strategic Plan for Action will support and encourage museums, archives and libraries to take advantage of what ICT can offer to the management and promotion of their collections, particularly for lifelong learning. Learning at all stages of life is a crucial force for the improvement of individuals and communities and the plan will link closely with Resource's Learning and Access Strategy, currently also available for comment.

6. It will also help identify funding streams that will encourage innovative methods of service delivery, putting new audiences in touch with collections and ensuring that digital cultural resources are fully exploited within the wider electronic learning environment.

7. ICT cannot replace the sense of place that is often so important to the experience of visiting a museum, archive or library. However, the vision for the future must see ICT opening up access, allowing people to plan and anticipate visits, offering personalized interpretation during the visit, perhaps by mobile device – palmtop or mobile phone – and then giving those same people a chance to

relive and dig deeper into the experiences of the visit once away from the building. It can allow them to learn as much as they wish at their own speed, before, during and after a visit. This calls for the creation of high quality digital resources that meet real needs.

8. Such developments will, moreover, help the individual who does not have easy access to a particular place. A virtual visit to the National Gallery in London by someone unable easily to travel from the Highlands of Scotland must be better than no visit, just as access to the resources of the Scottish Cultural Resources Access Network (SCRAN) give us all a new means of exploring a unique seam of history, regardless of where we happen to be. SCRAN does more by providing a new paradigm. There is no SCRAN 'place' to visit; the content is an integration of resources from a wide range of places, museums, archives and libraries into multimedia stories. This approach will be fundamental to the future use of ICT within the sector, where success will be measured by the breadth and depth of cultural resources online, the ease with which they can be located and viewed and the extent to which diverse resources are integrated in ways that are attractive and useful to people. That will demand seamless connections between materials from institutions of all types and all sizes and access from the widest possible range of network channels (digital TV, mobile phone, etc) and range of network services. Success will be measured by the impact that ICT has on formal and informal learning opportunities within the sector. ICT will also facilitate two-way interaction between users and service managers, helping to ensure that all projects are fully accountable and meet real needs.

10. It will also demand new strategies to deal with matters such as intellectual property rights (IPR), sustainability and the need to draw all parts of the sector into a common agenda for developments.

11. This process has already started with projects such as the People's Network, Access to Archives, the New Opportunities Fund digitisation programme and the recently announced Culture Online. However, to place our sector at the heart of the 'e-revolution' will require the sustained co-ordination proposed in this Strategic Plan for Action. It will demand the commitment of the whole sector working together in partnership, sharing ideas, skills and extending partnership to include the learning networks, the broadcast media and the cultural industries. Through the Plan for Action, Resource will give the sector the direction and guidance it will need.

^^^

## From e-government to e-transformation

From [www.idea.gov.uk/news/lgc-usher-egov.htm](http://www.idea.gov.uk/news/lgc-usher-egov.htm) Accessed 27/07/01

This is taken from an article which first appeared in the *Local Government Chronicle*, May 2001.

"Predictions of [e-government's] eventual impact range from a utopia of instant automated transactions, cost savings and electronic voting to doom laden scenarios of costly uncertainty. What is certain, is that without a trusted generic business case with which to justify the investment required, e-government is often viewed as just not worth the risk. However, as the recent IDeA/SOCITM report local e-government now shows, the reality on the ground is different. Leading edge authorities are using Tony Blair's 2005 target as a motive for transformational change, rather than viewing it as an extra performance measurement hoop through which to jump. Nor is the activity confined to a handful of pioneers. The involvement of 200 authorities in England in expressions of interest in DETR's recent Pathfinder competition and the fact that 77% of authorities in the UK have developed, or are developing, e-government strategies is a sign that hearts and minds are being won over the significance of the agenda ...

However, authorities will not realise the benefits that e-government can bring to their communities unless it is clearly understood by all concerned that local e-government is not just about putting council services online, but will involve a transformation on a scale that will fundamentally alter the way public services are delivered and managed. It is possible to break the concept down into several parts:

- **e-service:** the interface and relation with customers
- **e-commerce:** cash transactions and procurement
- **e-policy:** informed public interest decisions
- **e-democracy:** political dialogue with citizens and communities
- **e-management:** improved management of people, organisations and resources
- **e-infrastructure:** underpinning technical and operational structures to deliver the above.

Many authorities are already alive to the possibilities and are implementing innovative, citizen-focussed projects that are truly at the cutting edge of the UK public sector. However, for authorities as a whole to embrace the opportunities presented they will need to have vision, management, infrastructure and, critically, leadership ...

Nor is e-government a passing fad. The failure of a few dot.coms has had no effect on the sustainability of the Internet as an all-pervasive technology and now is the most critical time for the development of local e-government. From a practical point of view, to meet the 2005 target, authorities will need to be implementing fully developed strategies by Spring 2002 and have completed operational testing of all e-services by early 2005 in order that they can be rolled out on time ...

In response, the IDeA is developing a range of initiatives to provide authorities with the services and support they require along four key themes:

Help to individual local authorities through developments such as:

- ESD-toolkit - a project to build on existing experience, enhance ongoing initiatives and set up a partnership network with local authorities to develop a comprehensive toolkit for electronic service delivery
- Local Government Improvement Programme for the New Economy - the idea being to develop an e-review process for individual authorities who request objective help based around the LGIP model and examples of best practice emerging from pathfinder and beacon authorities and the Promoting
- Electronic Government (PEG) benchmarks
- Change Support - the identification of innovative e-solutions that local authorities can consider for adoption as part of their overall drive to improve performance and service delivery
- Change management consultancy - the development of the necessary specialist consultancy base in partnership with other key organisations that will provide high quality analysis and advice on the relationship between e-government and change management
- Networking, through which we would fast-track the dissemination of the lessons emerging from LGOL pathfinders and help to create innovative training and development packages for elected members and senior managers that will provide a comprehensive introduction to the e-Government agenda within the wider local government setting

Innovation through building on ideas such as:

- [IDeA Marketplace](#) - an online "one stop shop" for local authority procurement needs, commencing with electronic ordering of supplies and linking this to the wider idea of linking to a local government exchange for e-procurement
- [IDeA Knowledge](#) - an innovative web based service for local government which will open the way for local authority members and staff to find out who is doing things well and how they are doing them and, in the longer term, developing the basis for a local government incubator and the establishment of a process for identifying and developing the strategic building blocks of a "virtual" or e-enabled council.
- National Projects, in particular focussing on devising a framework of what the electronic infrastructure for local government should look like and how developments such as the [National Land and Property Gazetteer](#) (NLPG) and Electoral Registers project will help form the backbone of such an e-infrastructure.

The IDeA is actively working with local authorities and the wider public and private sector to support every authority as it undergoes the transformational changes that e-government will require."

### **A learning community**

*From: Using Museums, Archives and Libraries to Develop a Learning Community; a strategic plan for action. Draft for*

consultation. Resource (2001). London. [www.resource.gov.uk](http://www.resource.gov.uk)  
Accessed 28 July 2001.

2.1 Learning – whether formal curriculum-based learning, informal self-directed or lifelong learning – is high on the political agenda at present.

2.2 The education system in schools has been transformed by the introduction of the National Curriculum, the devolution of funding from local education authorities to schools, and an inspection system which is focusing on accountability, benchmarking and dissemination of best practice.

2.3 In addition to the National Curriculum, there has been a series of initiatives which have been designed to fast-track improvement. These have so far concentrated on the early years, on literacy and numeracy in primary schools, and on a review of teacher training. The emphasis is now shifting to secondary schools. The aims are to build on the pedagogical practices developed for literacy and numeracy at Key Stage 2, to encourage greater diversity, and to develop centres of excellence and expertise.

2.4 The changes to the school curriculum have been accompanied by an expansion of higher and further education and by the development of different models of learning – including e-learning and distance learning.

2.5 Nevertheless, almost 30 per cent of young people fail to reach NVQ level 2 by the age of nineteen, and 7 million adults have no formal qualifications at all. Twenty-one million adults have not reached NVQ level 3 (equivalent to two A-levels), and one in five adults has poor literacy skills.<sup>1</sup> A national strategy has now been launched to tackle this problem.

2.6 Education and lifelong learning are increasingly being linked to agendas in other areas – in particular to employment, health, leisure, social inclusion, economic regeneration and neighbourhood renewal. There are clear reasons for this. Learning is now more generally recognised as a lifelong process that creates the competences, confidence and skills which allow people to organise their lives, improve their quality of life, and engage with society.

2.7 The Fryer Report, *Learning for the Twenty-First Century* (DfEE, 1997), called for a transformation of culture in order to achieve the Learning Age. This call was endorsed by the government in *The Learning Age: A New Renaissance for Britain* (DfEE, 1998). The aim is to create a learning culture in which individuals and communities take charge of their own learning and recognise its importance both



in meeting their own goals and in building a strong economy and an inclusive society.

2.8 *The Learning Age* outlined a number of initiatives which would be developed to bring this about, including the establishing of Learning and Skills Councils, the creation of the University for Industry (now badged as "learndirect"), and the setting up of individual learning accounts.

2.9 From April 2001, a network of local Learning and Skills Councils will be responsible for over 5 million learners, and will play a powerful role in setting the learning and training agenda for young people and for adult learners.

3.1 'Education' is a word that carries with it connotations of formal, didactic, curriculum-based, teacher-led processes. For this reason, we prefer to embrace the wider concept of 'learning', which covers both the work museums, archives and libraries do with the formal education sector and the work they do with individuals and communities outside it.

3.2 Definitions of and approaches to learning have changed considerably over the years. Learning is no longer seen simply as being at the receiving end of the transmission of knowledge and information: rather, it is a process which requires the participation of the learner, which people approach in a variety of different ways, and which is linked to improving the quality of people's lives.

3.3 Learning describes an active process which people engage with in a variety of different ways and at all stages in their lives. It is about personal development which results in change. That change can be cognitive, cultural, emotional, social, sensory or physical. This is summed up in the Campaign for Learning's definition, which Resource endorses and has adopted for the purpose of this strategy:

Learning is a process of active engagement with experience. It is what people do when they want to make sense of the world. It may involve increase in skills, knowledge, understanding, values and capacity to reflect. Effective learning leads to change, development and the desire to learn more.

4.1 Our sector already offers considerable support for the formal curriculum in schools, colleges and institutions of further and higher education. In particular, the Citizenship agenda which is part of the National Curriculum raises interesting issues for the museums, archives and libraries sector about cultural citizenship and entitlement to cultural experiences.

4.2 However, while museums, archives and libraries may support the formal curriculum, they are not constrained by this role. Museums, archives and libraries also provide safe places which can encourage people let down by the formal system to come back into learning.

4.3 Museums, archives and libraries are rich sources of information about the social, historical, economic and cultural life of our society, both as it used to be and as it is today. Their collections and resources have the capacity to provoke wonder and curiosity, and to stimulate questions and discussion. They can inspire creativity. They can provide people with answers, interpretations and experiences which enrich, make sense of and change their lives.

4.4 Museums, archives and libraries provide learning opportunities for people of all ages and at every stage of life. Through the interpretation of their collections and the provision of services, they can offer a variety of approaches to teaching and learning, meeting the needs of many different types of learner. The handling of objects, reader development, drama, art, poetry, sculpture and dance workshops, interactive exhibits, provision of ICT learning centres, exhibitions, lectures, guided tours, film, simulation, role play, after-school clubs, labels, photographs, dioramas, [diagrams?] models, investigation and experimentation can all encourage people to question what they see, to draw them into social interaction and discussion and to stimulate creativity, enjoyment and learning.

These services extend well beyond the buildings through the lending of books and objects and through outreach activities. Digitisation is now broadening access to people all over the world.

4.5 Approaches to learning have been transformed by information and communication technology (ICT). Computers, mobile phones and digital televisions are beginning to enable people to have access to resources and information from all over the world and from every period in history, whether in libraries, in the workplace or at home. The development of more online and distance-learning packages reflects some of the changes that ICT has started to bring about in the world of education. Museums, archives and libraries need to be part of the resulting learning revolution.

4.6 Recent research has shown that museums, archives and libraries can be particularly effective in working with communities and individuals at risk of exclusion, in order to draw them back into the learning cycle and to improve the quality of their lives. A number of reports have set out a vision for museums, archives and libraries as organisations which have a highly significant social

impact<sup>24</sup>. The key issue is measuring that impact, and demonstrating it to government and stakeholders in order to ensure that institutions in our sector are seen as essential partners in wider initiatives directed at tackling social inclusion and neighbourhood renewal.

4.7 Recognition of the role that museums could play in such initiatives came with the joint publication by DfEE and DCMS of *The Learning Power of Museums - A Vision for Museum Education* (DCMS/DfEE, 2000). Building on the work of a national report<sup>25</sup> on museum education, this identified some key objectives for museum education and a number of areas for action.

4.8 *Empowering the Learning Community* (LIC, 2000) looked at ways in which co-operation between libraries in educational institutions and public libraries can be stimulated and improved to support lifelong learning. Taking forward the recommendations of this report is one of the elements of the strategy we are proposing here.

5.1 The learning agenda cannot be separated from the access agenda. People cannot engage with or use collections and resources unless they have physical, sensory, intellectual, financial and cultural access to them. A recent DCMS report says that making museums, galleries, archives and libraries inclusive and accessible is the first step towards their improving people's quality of life.

5.2 Barriers which prevent people from using museums have been identified as:

- physical and sensory
- intellectual
- cultural
- attitudinal
- financial

These barriers also apply to archives and libraries.

5.3 While much work has been done on physical access – by organisations like Share the Vision (STV) and the Museums and Galleries Disability Association (MAGDA) – there is clearly still a lot of work to do in overcoming all these barriers.

---

<sup>24</sup> *Open to All? The Public Library and Social Exclusion* (Resource 2000); *Museums and Social Inclusion: A Report to GLLAM* (Research Centre for Museums and Galleries, Department of Museum Studies, University of Leicester, 2000); *Libraries for All: Social Inclusion in Public Libraries* (DCMS, 1999); *Centres for Change: Museums, Galleries and Archives for All* (DCMS, 2000); *Libraries, Museums, Galleries and Archives for All: Co-operating Across the Sectors to Tackle Social Exclusion* (DCMS 2001).

<sup>25</sup> David Anderson, *A Common Wealth: Museums in the Learning Age* (DCMS, 1999).

5.4 Removing these barriers will require far-reaching changes in the way we think about collecting, managing, promoting and interpreting our collections, resources and information. *Open to All? The Public Library and Social Exclusion* (Resource 2000) says that 'the concept of the library needs to be broad and embracing and not focused simply on buildings, institutions and the barriers they erect. Outreach, partnerships and joint provision all have a place in creating a new, more accessible "library" for the twenty first century.' The same is true for museums and archives. Access means new partnerships and new approaches. It means working with people to establish what they need and want from our organisations. It means accepting that the people who fund our public museums, archives and libraries have a right to be involved in the process of deciding what we collect or purchase, how we display it, and how we interpret it. These issues are not confined to the public sector alone. The university, independent and private sectors are also going to be affected by them. As more leisure and diversity attractions open, and as people's expectations of levels of service and customer care increase, any organisation which is offering a service or competing for visitors will have to examine ways of understanding and then meeting people's expectations.

5.5 People from ethnic minorities are consistently under-represented both as users of museum, library and archive services and as professionals within them. Celebrating and reflecting diversity is a key issue for the sector. It has been said that for a long time museums reflected a society largely 'white middle-class, male, imperialist, straight, and dead'.<sup>26</sup> Unless collections and their interpretations reflect the diversity of the local community, they will never be accessible to the whole of the population they are supposed to serve. *Open to All?* makes much the same points. In section 5 it argues that 'many elements of the public library tradition need to be challenged', and that 'the focus on passive provision of books and materials needs to be replaced by a much more active and educative role for library staff'.

5.6 The aim of the strategy we propose is to unlock the collections and resources held by museums, libraries and archives to make them accessible to all, and to develop new approaches to celebrating and reflecting diversity.

---

<sup>26</sup> *Museums and Social Inclusion: A Report to GLLAM* (Research Centre for Museums and Galleries, Department of Museum Studies, University of Leicester, 2000).

## Race equality

From: Institute of Race Relations – Xeno-Racism Report <sup>27</sup>

<http://www/irr.org.uk/>

Accessed 4 August, 2001

### **Racism that cannot be colour-coded**

'It is a racism that is not just directed at those with darker skins, from the former colonial territories, but at the newer categories of the displaced, the dispossessed and the uprooted, who are beating at western Europe's doors, the Europe that helped to displace them in the first place. It is a racism, that is, that cannot be colour-coded, directed as it is at poor whites as well, and is therefore passed off as xenophobia, a "natural" fear of strangers. But in the way it denigrates and reifies people before segregating and/or expelling them, it is a xenophobia that bears all the marks of the old racism. It is racism in substance, but "xeno" in form. It is a racism that is meted out to impoverished strangers even if they are white. It is xeno-racism.'

- A. Sivanandan, Director, Institute of Race Relations

Once, the West saw its superior civilisation and economic system as under threat from the communist world. That was the ideological enemy as seen from the US; that was the hostile intransigent neighbour as seen from western Europe. Today, the threat posed by 125 million displaced people, living either temporarily or permanently outside their countries of origin, has replaced that which was posed by communism. For, in this brave new post-Cold War world, the enemy is not so much ideology as poverty. As western security agencies, supranational global bodies, inter-governmental agencies and national governments mobilise against migratory movements from 'overpopulated' and 'socially insecure countries with weaker economies', a whole new anti-refugee discourse has emerged in popular culture. Those seeking asylum are demonised as bogus, as illegal immigrants and economic migrants scrounging at capital's gate and threatening capital's culture. And it is this demonisation of the people that the capitalist western world seeks to exclude – in the name of the preservation of economic prosperity and national identity – that signals the emergence of a new racism. As Sivanandan has argued 'It is a racism that is not just directed at those with darker skins, from the former colonial territories, but at the newer categories of the displaced, the dispossessed and the uprooted, who are beating at western Europe's doors, the Europe that helped to displace them in the first place. It is a racism, that is, that cannot be colour-coded, directed as it is at poor whites as well, and is therefore passed off as xenophobia, a "natural" fear of strangers. But in the way it denigrates and reifies people before segregating and/or expelling

<sup>27</sup> Fekete, Liz (2001) Reviewed by Chris Searle in *Morning Star* 25 July, 2001, p.10.

them, it is a xenophobia that bears all the marks of the old racism. It is racism in substance, but "xeno" in form. It is a racism that is meted out to impoverished strangers even if they are white. It is xeno-racism.'

^^^

Race equality must be at the heart of our work. It must be a benchmark of your service to public - Mike O'Brien MP, Home Office Minister Speech to "Race Ahead" Conference, 22 November 2000

Resource (2001b) explains the context in which we need to achieve racial equality in Britain:

People from ethnic minorities are consistently under-represented both as users of museums, library and archive services and as professionals within them. Celebrating and reflecting diversity is a key issue for the sector. It has been said that for a long time museums reflected a society largely "white middle-class, male, imperialist, straight, and dead".<sup>28</sup> Unless collections and their interpretations reflect the diversity of the local communities, they will never be accessible to the whole of the populations they are supposed to serve. *Open to All?* makes much the same points. It argues that "many elements of the public library tradition need to be challenged", and that "the focus on passive provision of books and materials needs to be replaced by a much more active and educative role for library staff.

**The Ethnic breakdown of the population of Britain**  
(1999) Estimated using 1999 Labour Force Survey data <sup>29</sup>

	Population ('000)	%
White	53,074	93.5%
Black Caribbean	490	0.9
Black African	376	0.7
Black Other (non-mixed)	122	0.2
Black Mixed	187	0.3
Indian	930	1.6
Pakistani	663	1.2
Bangladeshi	268	0.5
Chinese	137	0.2
Other	533	0.9

"There is a great deal of research and other evidence, which points up the room for improvement in the way in which public authorities

<sup>28</sup> *Museums and social inclusion: A report to GLLAM* (2000).

<sup>29</sup> *Race Relations (Amendment) Act 2000; New Laws...*p.8.

develop and implement policies which impact upon ethnic minorities, and how they deliver services to them. None more poignant, perhaps, than the findings of the Stephen Lawrence Inquiry.”

People from minority ethnic communities are more likely than white people to live in deprived areas, to be poor, to have difficulty finding work, to suffer ill-health and to live in unpopular housing. Strategies to tackle these aspects of social exclusion therefore should take full account of the needs of people from minority ethnic communities. The Government has addressed this in a number of ways:

- The Race Relations (Amendment) Act 2000
- Recommendations from the Stephen Lawrence Inquiry
- Monitoring performance
- Connecting communities
- Employment
- Policy Action Teams, SEU

## **Minority ethnic issues in social exclusion**

Annex B of the *National Strategy for Neighbourhood Renewal* (SEU, 2000) looks at the particular aspects of exclusion facing minority ethnic communities in Britain. It draws out the Policy Action Teams' recommendations of special relevance to minority ethnic groups. After looking at the level of exclusion facing minority ethnic communities, it examines further aspects under the following sections:

- Why are ethnic minority people so excluded?
- What should be done about it?
  - Tackling racial discrimination in the labour market
  - Involving people from ethnic minority communities more in the design and delivery of policies and services
- Implementing targeted programmes
- Tackling racist crime
- Improving information about ethnic minority people.

In June 2000, the Social Exclusion Unit published *Minority ethnic issues in social exclusion and neighbourhood renewal; a guide to the work of the Social Exclusion Unit and the Policy Action teams so far*. Hilary Armstrong, then Minister for Local Government and the Regions explains in the Foreword the approach that the SEU has taken on minority ethnic exclusion:

The Unit has looked at minority ethnic issues as an integral part of each of the projects it has done and this summary brings together the results of mainstreaming these issues. It describes the work that the Unit, and the Policy Action Teams it commissioned, have done on the disproportionate social exclusion experienced by many people from minority ethnic communities – and what should be done about it.

The report makes clear what the Government means by the term “minority ethnic”:

- Throughout this report the term “minority ethnic” is used to describe people who would define themselves as non-white in terms of their ethnic identity. It does not, therefore, include white minority ethnic groups, such as Irish. Previous work on race and ethnicity has used a variety of terms and categories.
- Most work on race and ethnicity in Britain concentrates on the biggest non-white communities – Indian, Pakistani, Bangladeshi, African Asian, Chinese, African-Caribbean and African. These groups together account for about 80 per cent of the total minority ethnic population in the country.



## **Roach & Morrison**

Patrick Roach and Marlene Morrison (1998) *Public Libraries, Ethnic Diversity and Citizenship*. Warwick: Centre for Research in Ethnic Relations, University of Warwick.

The research project "is the first major piece of research into public libraries and ethnic minorities to take place nationally".

In their research "to examine how public library services have engaged in response to the issue of ethnic diversity", they give their key findings:

- The public library service has not yet managed to engage fully with ethnically diverse communities;
- A social distance exists between the public library and ethnic minority communities which tends to exclude ethnic minority citizens whilst preserving professional autonomy;
- There is a lack of clear vision and leadership on ethnic diversity and racial equality matters within the public library service;
- Across the public library service there is a lack of coherence in strategies to identify and track the changing library needs of ethnic minority communities and in those strategies which seek to engage ethnic minorities in debate on the future of public library provision;
- The public library is not yet central to or sufficiently supportive of the social and community networks established by ethnic minorities;
- The structure, culture and ethnic profile of the public library service is restrictive in terms of service access and denies ethnic minorities a stake in the public library system;
- The public library service has failed to account fully for its progress in respect of race equality whilst current performance systems are largely colour-blind;
- The resource pressures on the public library service coupled with current uncertainty regarding the loss of special funds may present further challenges to ethnic minority engagement and inclusion.<sup>30</sup>

The Report points out the need for action at various levels:

- Increase the level of the debate on the service implications of ethnic diversity
- Provide a national policy agenda and targets allied to a clear strategic plan for public libraries which can be used to guide activity at the local level

---

<sup>30</sup> Morrison and Roach (1998).

- Encourage greater integration and partnership between the public library service and related service providers operating in the ethnic minority community sector
- Provide a strategically focussed programme of research on ethnic diversity and race equality at the national and local level as a guide to medium- to long-term policy-making
- Review and realise the ongoing training and professional development needs of public library staff in the light of changing demographic and social circumstances.

The detailed findings and recommendations are as follows:

### **A. The National Agenda:**

1. Research finding: Developments in race equality and ethnic diversity within public library services have been largely ad hoc and progress has been limited. There is no effective champion for race equality within the public library movement and future developments and progress are uncertain.

*Recommendation: Establish a national forum to lead debate and developments on the future of public library services within ethnically diverse contexts. This forum should act as a national champion to raise the profile and level of debate, to steer local policy makers and practitioners and to promote the development of best practice. There is a need for the lead professional bodies to ensure that they are representative of ethnic minority opinion and that ethnic diversity and race equality are central to their future plans and agendas.*

2. Research finding: Public library services are one of a number of providers of information at the local level. Our study indicated that for many ethnic minority communities, the local network of ethnic minority community sector organisations is often more relevant and appropriate as an access point to information. Yet the work of many of these local community based providers is not sufficiently recognised and there is often a failure to ally the work of these agencies to the work undertaken by public libraries in order to ensure coherence and effectiveness of provision. Many of these community- based provisions are also seriously under-resourced.

*Recommendation: Government should develop and resource a national information strategy which can provide a focus for the future development of the work of public libraries and which can provide a vehicle for connecting the work of public libraries to the work of other information providers - especially those operating at the local community level. Such a strategy should seek to transform the presently invisible network of local information providers and*

*provisions into a comprehensive, transparent and coherent network of agencies accessible to all citizens. Such a strategy should also seek to develop the capacity of locally based information, education and recreational providers as they exist within the ethnic minority community sector.*

3. Research finding: Few library services have established measurable objectives and service standards linked to racial equality and ethnic diversity. Where initiatives have been taken to develop performance indicators and measurement systems these have largely failed to consider ethnic diversity implications.

*Recommendation: Develop and implement national public library objectives and performance criteria in respect of racial equality, taking into account guidance issued by other bodies such as the Commission for Racial Equality and with the support of agencies representative of ethnic minority community interest*

4. Research finding: Ethnic minorities are under-represented amongst staff within the public library service and there are few opportunities for ethnic minority citizens to influence service provision. The current uncertainties about, and potential demise of, special funding regimes such as the Home Office *Section 11* programme could further weaken the link between public libraries and ethnic minorities.

*Recommendation: Invest new resources which will enable public library services to develop innovative and effective programmes for involving ethnic minority citizens in the library planning process. At the same time a nationally co-ordinated positive action training programme should be established in order to facilitate the increased recruitment of professionally qualified ethnic minorities throughout the public library service.*

5. Research finding: Few library authorities have devised explicit programmes of research to investigate the service needs of ethnic minority communities. Whilst many library authorities routinely collect ethnic origin data in respect of service users, few undertake any detailed monitoring and review of such data as a means of assessing changing patterns of library need.

*Recommendation: Establish a national research and development programme to monitor and review the library needs of ethnic minority communities, identify service implications arising from ethnic diversity, and encourage the implementation of more appropriate service responses.*

6. Research finding: Library managers and staff are often unclear about the most effective ways in which they can develop more

inclusive service provisions [sic]. In many library services the experience of policy development, strategic planning, research, monitoring, performance review, public consultation, marketing and networking does not include a focus on ethnicity implications.

*Recommendation: Develop and disseminate a range of professional tools which will enable library managers and staff to develop ethnically sensitive service provisions [sic]. There is also a need to provide library authorities with opportunities to exchange their skills and expertise in responding to ethnic diversity.*

7. Research finding: Professional attitudes and skills may present barriers to the development of positive relationships with ethnic minority communities. Professionally qualified staff may not have acquired the requisite skills and capacities needed to establish effective links with local communities, or to engage communities in consultation about service needs, or to identify ethnically responsive service options, or to monitor and review services in an ethnically sensitive way. The specialist capacity within library services may also be under threat from reduced funding levels.

*Recommendation: Review the curriculum and syllabus used in the training of professional librarians to ensure the acquisition and development of the necessary competencies required to operate effectively in ethnically diverse contexts.*

## **B. The Local Agenda:**

1. Research finding: Few library services have developed specific objectives and targets relating to racial equality and ethnic diversity and, where these exist, such objectives and targets are often not measurable or are minimal in scope. Performance assessment and the measurement of the quality of library services have tended to operate in a colour-blind/ethnically biased way. Ethnic minorities have had few opportunities to input into the definition of quality standards.

*Recommendation for public library services: Identify specific objectives, targets and performance measures with regard to racial equality and ethnic diversity and as these issues relate to service content, service delivery, citizen and user involvement, staffing and human resource development, monitoring and review, and marketing of service provision. There is a need for service providers to develop a wider dialogue and reach a consensus with local ethnic minority citizens on the performance criteria to be applied.*

2. Research finding: Ethnic minority communities, far from being homogenous, are extremely diverse. Library needs are not always expressed in terms of ethnic identity; the needs of ethnic minorities continue to change as do notions of ethnic identity.

*Recommendation for public library services: Ensure that diversity within ethnic groups is recognised, and develop strategies which differentiate the range of needs, attitudes and perceptions that exist and which seek to track changes in need over time.*

3. Research finding: There are few champions available to drive forward race equality in individual library authorities. Any withdrawal of special funding such as the Home Office Section 11 programme is likely to further restrict progress in this regard.

*Recommendation for Public library services: Locate appropriately skilled champions to lead improvements in respect of race equality. Library services should also commit the necessary resources to recruit such specialists and to ensure their effectiveness in the longer term*

4. The ethnic composition, attitudes, skills and expertise of library staff may present a barrier to service effectiveness in ethnically diverse contexts. Ethnic minorities are under-represented amongst staff; few staff have the opportunity to engage in work with local community organisations; few staff have experience of undertaking research and ethnic monitoring activities.

*Recommendation for public library services: Develop and resource comprehensive framing and development programmes which are capable of meeting the continuing professional development needs of all levels of library staff and which will ensure more ethnically sensitive service provisions [sic]. At the same time, public library services should take steps to review and address the general under-representation of ethnic minorities within the workforce.*

5. Research finding: Current resource pressures on public library services have given rise to a new social distance between public libraries and the communities they exist to serve. Few library staff have the time and opportunity to engage in dialogue and networking activities outside the public library space. The current performance orientation within the public library service further militates against ethnically inclusive service provisions.

*Recommendation for public library services: Promote and re-establish the principle and practice of community librarianship at the local level as a means of ensuring democracy, responsiveness and accountability in local service provisions. This action should be allied to a commitment to improving performance measurement*

*activity within the library service and by emphasising the values of citizen engagement and partnership.*

6. Research finding: Public library services need to do more to understand the needs of citizens - especially within ethnically diverse contexts. Current approaches to service provision are modelled on a traditional paternalistic form of local government rather than on an effective dialogue and engagement with local people. As a result, the structure, form and content of public library services may not be appropriate within a culturally diverse and demographically fluid context.

*Recommendation for public library services: Develop a strategic emphasis on citizen engagement as a means of making services more relevant and accountable to local people and in order to provide for more effective, open and democratic local government Action should be taken to establish new and diverse forms of partnership with local people to ensure that all citizens have a real stake in the range of provisions available.*

7. Research finding: Whilst a number of public library services are engaged in research, consultation and ethnic record keeping, much of this activity remains unfocused and piecemeal in approach.

*Recommendation for public library services: Establish programmes of monitoring, research and consultation in order to identify the needs of ethnic minority communities, and take steps to ensure that such activities impact directly upon the strategic planning process.*

8. Research finding: Public library services are often working in isolation from other locally based agencies which have been established to meet the specific needs of ethnic minority communities. The potential opportunities arising from collaborative working are not fully exploited. At the same time, many ethnic minority organisations are working in an unsupported and under-resourced fashion, and are not operating to their fullest potential.

*Recommendation for public library services: Take steps to develop and extend external networks and links, to collaborate with other local providers, and to develop the capacity of related community based provisions.*

9. Research finding: Information technology solutions will become increasingly important within the context of public library service provision. For many groups of library users, including ethnic minority library users, information technology and remote access to public libraries will extend access and choice. At the same time, many ethnic minorities (particularly those who do not already access public libraries) and the community sector organisations

which support their needs may not have access to the new technological media.

Recommendation for public library services: Ensure that developments in information technology solutions benefit all sectors of the community and that such developments are allied to strategies for wider community involvement and participation. Efforts should be made to lock community sector organisations into the growing information technology networks and to develop the capacity of those organisations currently seeking to address needs not being met by the public library service.

### **Implementing Roach & Morrison – evidence approach**

#### 1. Establishing a policy framework

<b>Key policy areas for assessing racial equality</b>	<b>Assessment methods</b>
Library user representation - extent to which diverse ethnic groups are represented amongst library users	(1) Management system information; (2) Community profiles
User satisfaction - the extent to which different ethnic groups are satisfied with the service they receive	(1) Public Library User Surveys (PLUS) (2) Special ethnic group surveys (3) Complaints, complements
Use of library materials - extent to which different ethnic groups make use of all library resources	(1) Management information (2) Community profiles
Community links - the extent to which diverse ethnic groups are involved in decision-making	(1) Evidence: management minutes (2) Evidence: media-fund allocation and spending being influenced (3) Structures & systems of empowerment
Workforce representation in overall staff and in management - % figures	(1) Community profile (2) Personnel statistics (3) Evidence of positive action training
Stock relevance as considered by ethnic groups	(1) PLUS surveys (2) Ethnic minority consultation forum
Tackling racial inequality - library addressing racial disadvantage and discrimination in the wider community.	(1) Evidence of activities, policies

<b>Additional areas</b>	
Reaching out to non-users	(1) Staffing structure (2) Resource allocation (3) Policy framework (4) Performance management systems

#### 2. Translating policy into practice

<b>Requirements</b>	<b>Evidence</b>
Leadership	(1) Clear policy steer from decision-makers and managers

	(2) Steps to close gap between managers and local communities (3) Decision making in partnership with front-line staff (4) Decisions in context of community needs
Commitment to change	(1) Demonstrate commitment (2) Willingness to act on results of consultations
Accountability	(1) Standards should be identified and agreed (2) Standards to be communicated widely to community (users & non-users) (3) Standards to be reflected in staff appraisal and service review
Establishing sensitive systems and approaches	(1) Service based on accurate and representative assessment of community needs (2) Assess performance to avoid cultural bias (3) Continuous performance review involving ethnic minority groups
Enabling participation	(1) Library managers to take positive action to ensure e/m groups participate in consultation & decision-making
Towards Best Value CRE standard for racial equality	(1) Public commitment to race equality (2) A clear plan of action (3) Targets for performance in key areas

### 3. Engaging with local people

<b>Stages</b>	<b>Action</b>
Identifying needs	(1) Strategy to consult e/m users & non-users (2) Ask e/m groups & see social infrastructure around the library (3) Programme of high profile discussions with e/m groups: (i) library's cultural relevance (ii) environment, accessibility & ambience of the library (iii) values which underpin library service (iv) library's relationship to other local bodies ENSURE SERVICE IMPROVEMENT PLAN DEVELOPED AT THE END OF EACH CONSULTATION/RESEARCH
Developing community links	(1) Community capacity-building (2) Library service commissioning (3) Networking (4) Community outreach
Towards effective engagement	(1) Identify e/m organisations & develop database of their areas of experience (2) Meet with local people face-to-face (3) Ensure all e/m groups express views (also age & gender) (4) Deploy trained & skilled staff in community work (5) Ensure managers are visible and accessible (6) Clear agenda for community engagement (7) Make clear how feedback will used; communicate targets and plans widely (8) Adopt a listening approach - an enabling process, not a disempowering one (9) Be proactive



	(10) Develop community's knowledge & awareness of critical issues to ensure informed debate (11) Provide resources for delivery of technical aid so community can play effective role in decision-making
--	---

#### 4. Changing the culture

<b>Stages</b>	<b>Action</b>
Defining the library's culture	(1) Examine profile of e/m groups using library. Are they representative of the community? (2) Monitor range of e/m groups employed. Is there Representation by ethnicity, religion, language across all areas & throughout organisational structure? (3) Monitor which e/m groups make comments & complaints (4) Examine which e/m groups are involved in devising plans & making decisions about service (5) Consider library materials - examine range of cultures reflected in these (6) Identify nature of racial equality policies & programmes - examine how they have been prioritised
Making cultural change happen	(1) Identify a senior manager to champion race equality (2) Ensure that managers at each service location are equipped to lead & manage racial equality actions. (3) Provide in-service training & development opportunities for frontline staff and managers (4) review professional training opportunities & accreditation programmes to ensure they address racial equality implications of managing service (5) Create opportunities for e/m communities to have their say by targeted research & consultation (6) Undertake regular monitoring & review of performance levels against racial equality objectives & targets
Reviewing progress	(1) Monitor trends in library use by e/m groups (2) Find out how external perceptions of library service are changing across different ethnic groups (3) Develop mechanisms to find out how staff feel or have responded to racial equality programme (4) Involve e/m communities in interpreting changes in performance levels (5) Report regularly on progress made against racial equality objectives and targets

#### 5. Promoting the library service (Marketing)

<b>Marketing strategy</b>	<b>Policy aspects</b>	<b>Action</b>
Internal arrangements	Set clear policies and standards	Communicate these widely
	Implement measurable racial equality programmes	Communicate outcomes widely

	Develop programmes of activity; increase visibility of service to communities	Deliver culturally diverse service; targeted exhibitions and events
	Develop promotional materials reflecting ethnic diversity	Promote e/m images, format and content
	Use of translated material	Use translations in conjunction with other approaches
	Review use of ICT (inc. Internet)	Disseminate information about service using ICT - make hardware and software available
	Use generic promotional and publicity campaigns, e.g. National Libraries Week	(1) Communicate racial equality objectives and priorities of the service (2) Target generic campaigns at ethnic minority communities
External considerations	Identify e/m organisations	(1) Establish personal contacts (2) Inform local organisations about impact of service; provide range of information on services
	Identify opportunities to work in partnership with e/m organisations	Use skills of library service to add value to community initiatives
	Consultation strategy with e/m communities	(1) ask e/m organisations for advise on effective ways to target promotional campaigns (2) Ask for their support and involvement in such campaigns
	Find ways of supporting e/m organisations	Enable them to better meet community needs - emphasise potential of library
	Develop links with local media & e/m press	Promote new initiatives and achievements which relate to needs of e/m communities

## The Stephen Lawrence Inquiry

The report of the Stephen Lawrence Inquiry makes clear that racism is not something that can simply be outlawed – a significant cultural change is required. The Home Secretary has drawn up an action plan to take forward the recommendations which cover a whole range of issues, including education and policing. Minimum targets for library authority action in response to the Stephen Lawrence Inquiry include:

### 1. Produce a written commitment to racial equality

This should outline action the library authority will take to ensure that it provides an appropriate and professional service to Black people and meets its responsibilities under the Race Relations Act 1976. When translated into a strategy, the commitment should have measurable outcomes, targets and a means of evaluation.

### 2. Review progress and develop an action plan

Libraries should outline the action the authority will take to ensure it provides an appropriate and professional service to Black people. The action statement should be produced after a comprehensive review of all policies, procedures and practices to evaluate their outcomes for Black staff, customers and citizens.

## **Good practice**

1. *Detailed reviews of existing racial equality strategies before producing an action plan for responding to the Stephen Lawrence Inquiry: **Haringey, Lambeth, Leicester, Lewisham and Newham.***
2. *Some councils have developed a local multi-sector response involving the police, health authorities and probation services etc: **Greenwich, Haringey, Lewisham, and Merton.***
3. *Some councils have expanded the CRE Standard to include gender and disability: **Barnet, Bolton, Croydon, Merton, Nuneaton and Bedworth, Plymouth, and Southampton.***
4. *The move to make senior managers accountable for ensuring that racial equality and equal opportunities policies are implemented effectively is being introduced through the development of equality competencies. 22 authorities are considering management competencies in racial equality and/or equal opportunities: **Aylesbury Vale, Bedford, Bolton, Coventry, Croydon, Greenwich.***

### 3. Mainstream racial equality principles into policies and practices

Libraries should aim to integrate racial equality principles into mainstream service delivery and employment activities.

### ***Good practice***

- *Haringey pioneered the mainstreaming approach and introduced “mainstreaming plus” to ensure that race and equality issues are main-streamed into the organisation in a more comprehensive and sustained way.*
- *Over 50 local authorities are trying to ensure that the Stephen Lawrence Inquiry initiatives are linked to work on Best Value: **Bradford** (linking auditing against the CRE Standard to Best Value reviews); **Bristol** (ensure that service improvements plans emerging from Best Value service reviews are based on racial equality principles); **Caerphilly** (each service to investigate inequalities in service provision experienced by users as part of their consultation; each service to work with users to agree positive action for inclusion in their performance plans); **Charnwood** (ensure that service units set at least one target relating to equalities monitoring processes within their performance plans and evaluate progress against this target.*
- *Targets, time scales and measurable outcomes are included in **Birmingham** which has developed a very comprehensive equality action planning process, which seeks to integrate equality action plans into the Best Value performance plan. **Bolton** is developing valuing diversity targets.*

#### 4. Develop effective racial equality training programmes

A major key to success in addressing institutional racism is to change the culture of organisation. The modernising agenda is forcing many councils to change, and several authorities are attempting to ensure that racial equality issues are explicit within this change programme. Combating racism training should be integrated into all relevant training and not just “bolted on”. It should ensure that all staff are confident and willing to deal with issues of racial harassment or discrimination. Training programmes should ensure that staff are competent in three areas:

- Acknowledge the impact that racial discrimination and harassment can have on Black people.
- Be aware of the race dimension in services that they are providing.
- Be able to challenge racial discrimination, harassment, prejudice and inappropriate behaviour.

### ***Good practice***

- **Croydon** is proposing that racial equality training should concentrate on anti-racism training to challenge discrimination and prevent it from occurring in the first place, rather than racism and cultural awareness training which achieves little change.
- **Aylesbury Vale, Croydon, Merton** ensure that staff are accountable for their actions on racial equality by including race equality competencies in performance management and appraisal schemes.
- **Shropshire** includes equal opportunities and anti-harassment training within its management competency framework; **Bolton** includes a valuing diversity competency in the range of competencies identified for senior managers and team leaders; **Coventry** provides training for all managers to improve their knowledge and awareness of racial equality issues.

#### 5. Adopt and implement a procedure for dealing with complaints of racial discrimination and harassment

Libraries should adopt the Stephen Lawrence Inquiry definition of a racist incident: *any incident which is perceived to be racist by the victim or any other person*, for reporting and recording racial incidents in employment and service delivery; and as a starting point for investigating complaints of this nature.

#### **Good practice**

- **Chesterfield, Croydon, Luton and Tower Hamlets** are proposing to include the Stephen Lawrence Inquiry definition of a racist incident in the code of conduct for members and/or staff.
- **Nottingham** deals with incidents of racial harassment through a cautioning and mediation procedure.
- **Shropshire** has adopted a Zero Tolerance approach to racist incidents in the workforce.

#### 6. Address the under-representation of Black people in the workforce; set equality targets for senior levels of the workforce

To deliver services that are appropriate to the needs of different communities, library authorities must aim to ensure that their workforce represents the talents and abilities of the community being served at all levels. Library authorities should set employment targets to achieve a workforce that represents the community that it serves at all levels.

#### **Good practice**

- *The LARRIE<sup>31</sup> database has examples of addressing under-representation at senior levels. These initiatives include: (1) establishing pre-employment and staff development training schemes targeted towards Black people to address under-representation in certain jobs and levels within the workforce; (2) corporate mentoring schemes to increase the number of Black staff moving into management positions.*

## 7. Champion a commitment to racial equality and cultural diversity

Senior library staff should publicly acknowledge that racism and discrimination is likely to exist in their organisations, and champion the implementation of measures to reduce it.

### **Good practice**

- *A number of authorities, including **Bolsover, Camden, Walsall, and Wolverhampton**, have encouraged the leader of the council, chief executive and members to sign up to the CRE's Leadership Challenge.*

## 8. Evaluate progress

Library authorities should ensure that they are more accountable to the community by reviewing how they are implementing racial equality policies and meeting targets.

### **Good practice**

- ***Coventry and Shropshire** will be conducting an annual audit of progress on the Stephen Lawrence Inquiry.*
- ***Lambeth** will be undertaking a five-year review of the Stephen Lawrence Inquiry action plan.*

## Necessary factors to make a real difference

The major critical success factor in reducing institutional racism is the commitment of members, chief officers, service managers and every service committee to addressing racial inequality and harassment and valuing cultural diversity. This commitment can be demonstrated in three ways:

1. Listen to and value the views of Black staff, service users and citizens on the discrimination and harassment they face.

---

<sup>31</sup> LARRIE, Local Authorities Race Relations Information Exchange database carries over 13,000 local authority committee reports on race equality issues, and provides information on modernising, employment, and service provision. LARRIE website at [www.lg-employers.gov.uk/equal-info.html](http://www.lg-employers.gov.uk/equal-info.html). Information on Stephen Lawrence Inquiry at [www.lg-employers.gov.uk/equal-pol-sl.html](http://www.lg-employers.gov.uk/equal-pol-sl.html).

2. Be open and clear about the business case for racial equality, and be prepared to take action against staff who are not implementing the policies effectively.
3. Adopt racial equality as a core value and ensure that this commitment is reflected in the Best Value performance plan and corporate plan.

^^^

### ***Black workers deserve better***

#### **Work in partnership**

The TUC believes that the best way of making progress on equality at the workplace is for trade unions and to recognise the common interest that exists in working for race equality and to work in partnership towards achieving it.

- Trade Union Congress (2001) *Black workers deserve better*.

The TUC black workers conference was held in Perth at the end of April 2001 and discussed the worsening position faced by Black workers in Britain. The TUC Report, *Black workers deserve better* which was released at the Conference shows:

- Black people are more than twice likely to be unemployed as their white counterparts
- Black joblessness stands at 12 per cent, while among white people, it is at 5 per cent
- This situation is worse than it was 10 years ago. Black unemployment in 1990 was 11 per cent, and among white population, it was 6 per cent.

The TUC wants action on a number of fronts:

- The new Race Relations (Amendment) Act 2000 to be extended to cover both the private and voluntary sectors
- Employers must take steps to identify barriers to black workers accessing jobs and promotion opportunities
- All employers should work with trade unions to audit their policies and procedures so that action plans can be developed to remove any barriers that may exist
- Employers need to adopt a policy of zero tolerance of racism within their organisations.
- The culture and practices of any organisation need to reflect a positive stance towards equality at work.
- The TUC does not accept the artificial divide between tackling racism at work and tackling racial harassment in communities throughout the country. From the time that the Stephen Lawrence report was published in 1999 to March 2001, there have been 19 deaths involving a racial

motivation reported in England and Wales, of which nine took place in the London area.

- The expression of intent must be translated into positive action.

See: McKenzie, Roger (2001) Artificial divisions. *Morning Star* 27 April 2001, p.10.

^^^

### **What next can government do for race equality?**

*Suggestions sent by Shiraz Durrani to the Demos/CRE seminar series for the Project 'Diversity, Equality and Organisational Change'.<sup>32</sup>*

A number of issues need to be included in the debate:

#### Race and Class

There is a need to undertake a class analysis of Black communities and relate this to a similar analysis of British society as a whole. Over the years, a sharp division has emerged among Black people, and this has tended to lessen their unity as an exploited people as some have escaped economic exploitation faced by the majority. However, all Black people face the social oppression of racism and this provides objective conditions for their unity. This social change has introduced a new dynamism in Black politics. If not understood correctly, this can cause much confusion among Black communities and can be exploited by those who are opposed to racial equality.

We should not fall into the pitfall of confusing contradictions at two levels. The first is at the level of internal contradictions within Black communities on the basis of class, culture, religion or other differences. It is a mistake to assume that all Black communities are the "same" and form a homogenous group. The other is the contradiction between Black communities as a whole and the non-black communities. It is this external contradiction that needs to be addressed, leaving the internal contradictions within Black communities to be resolved by black people themselves. It is here that government policies need to focus, as all Black people face oppression as Black people. In addition, a large proportion of Black people also face exploitation as working class, as women, as young people and so on because racism creates multiple exploitation for them.

Current "social exclusion" and neighbourhood development policies correctly address the needs of Black communities as a class issues as part of addressing poverty, unemployment and other similar

---

<sup>32</sup> The final report from the Project will be released later this year. Further details can be obtained from Demos or Gavin Mensah-Coker who led the project ([gavin.mensah-coker@publicis.co.uk](mailto:gavin.mensah-coker@publicis.co.uk)).



problems in the society as a whole. However, there is a danger that the social oppression of Black people may be ignored unless specific policies are also similarly highlighted. This has happened to a certain extent through the Race Relations (Amendment) Act and acceptance of Stephen Lawrence Inquiry recommendations. But such initiatives will not on their own bring about rapid change unless they are part of a larger strategy for change – some of whose elements are discussed below.

#### A question of power

A fundamental level of exploitation and oppression of Black people results from a lack of power for Black people in many spheres – political, social, and economic. While there is need for increased research into the history of this powerlessness, urgent measures need to be taken by the government to find ways of empowering Black people as individuals and as communities. This is the real root of racism in Britain and there can be no resolution of racism until there is “equal” power distribution in the society. This will not happen on its own, but needs proactive action from the government. EU regulations, for example, allow positive action to improve the position of minority groups at all levels of employment – particularly at managerial and decision-making levels. Yet the government has shied away from such initiatives. Examples such as those of the Black Caucus of the American Library Association (ALA) need to be supported by the Government. They have successfully sponsored several ALA resolutions to “ensure Black representation on library governing boards” (ALA Public Information Office Fact Sheet, 6/98). It is only when there is such empowerment that the situation can change. Until there is adequate Black representation in such bodies, the government should create a level playing field by ensure Black representation through legislation.

#### Language and content of anti-racism policies

The government has given a confusing message in dealing with racism. While on the one hand it has taken proactive action in setting up the Stephen Lawrence Inquiry, accepted most of its recommendations, and amended the Race Relations Act, at the same time it seems to shy away from being forthright about racism in British society. Thus it has moved away from talking about racism in favour of a vague “social exclusion/inclusion” agenda. The term “diversity” finds favour, but racism is hidden in such initiatives. If it is serious about attacking racism, it needs to talk openly about racism and anti-racism in its policy documents and public statements. This shyness is reflected, for example, in the recently released Library Standards and in the important DCMS document, *Libraries, Museums, Galleries and Archives for All* (2001, DCMS). No standards are set for anti-racist policies. The Guidance does mention services to ethnic minority communities, but these do

not carry the weight of actual standards. Again, CRE's Standards<sup>33</sup> for local authorities, which could have formed basis for important changes, are not included in the Public Library Standards.

#### Double standards on refugees and migration

This is another area where the Government has failed to give a clear message of its anti-racism agenda. While talking of eliminating racism, it has in practice encouraged mass hysteria on refugee and migration issues. It had an extremely backward agenda on refugees in the EU as well as in dealing with the refugee communities in Britain. It has avoided putting into its true perspectives the facts about the number of refugees in Britain and Europe as a whole in a global context; it has refused to see the effects of globalisation on economies around the world where big businesses are free to move capital to maximise profits, but does not want to see the reverse of the coin: the effect this has on labour. The mass movement of labour across boundaries is a direct result of the mass movement of capital across boundaries. One cannot accept the massive movement of capital without allowing similar freedom to labour. Such massive migration has taken place from Britain in the past – to the USA, Australia and to countries of the former British Empire. Yet the reverse of this process is seen as something offensive when facts show economies thrive on such movements. It is not ethical to promote human rights in Europe, but deny similar rights to the rest of the world.

At the same time, it is Western corporate interests that create conditions of conflict and keep undemocratic governments in power. Yet when these conflicts create refugees, the British government turns its face away from the consequent flow of refugees – economic or political. This gives a very mixed message to Black people in Britain.

#### Black community responsibility

At the same time as the government creates rules and conditions to empower Black people, Black people and communities need to organise themselves to exercise power in a democratic and transparent manner. First of all, they need to find ways of forging unity among themselves on a common agenda for change. Their internal contradictions should not be allowed to divert their joint struggle for empowerment and against racism. They need a minimum agenda for co-operation. They need a powerful national organisation, effective leadership, an understanding of their real situation and a programme of action to guide them over the next five and ten years. The role played by organisations of Black and other people of colour in the USA should provide valuable lessons for Britain.

---

<sup>33</sup> CRE (1995), *Racial equality means quality; a standard for racial equality for local government in England and Wales*. London: CRE. Revised 1998.

It is the role of government to provide them with support in forging such a united front. It is futile to hope that non-Black people will liberate British society from racism, and, if the government is serious about anti-racism, it will have to find an active partnership with organised representative of Black people. Thus forming such democratic organisations (both at local and national level) is in the interest of Black people, the government as well as British society as a whole. But because of historical imbalance, the Government has to play a proactive role in allowing such organisations to emerge.

#### Managing and monitoring performance

A number of mechanisms now exist to ensure that there is a performance management culture in libraries. These include requirements under the Best Value framework, the Library Standards, Investor in People, Annual Library Plans, Stephen Lawrence Inquiry recommendations, the CRE standards for Local Authorities, etc.

The Government has also developed a set of published indicators – *Race Equality in Public services* – that demonstrate what is being done to promote race equality and the progress that has been made. The latest data shows that although some progress has been made in improving race equality across public services, more needs to be done<sup>34</sup>.

^^^

#### **The Leadership Challenge**

A new commitment to racial equality is needed from leaders of libraries. They need to give a clear message to Black communities as well as their staff that they are serious about achieving racial equality. One way of doing this is by accepting the Leadership Challenge initiated by the CRE. The next stage, of course, will be to put this commitment into practice.

From: Commission for Racial Equality <http://www.cre.gov.uk/>  
Accessed 28 July, 2001.

The Leadership Challenge builds on the growing recognition of the strong link between action to promote racial equality and principles of fairness, and our effectiveness both as a nation and as individual organisations and businesses.

The CRE will launch a new framework for the Challenge for the public sector in early Autumn. An objective evaluation system will be developed and implemented by an independent agency.

---

<sup>34</sup> SEU. Preventing social exclusion.

Similarly, the CRE is working with diversity specialists from top companies to produce a new framework for the Challenge for the private sector.

### History

In June 1997, influential leaders from organisations across the private, public and voluntary sectors were invited to make a personal commitment to promote racial equality. Since then, over 300 leaders – chief executives, chairmen, chairwomen and directors – have taken up the Challenge.

The CRE initiated the Challenge because it believes that real change is possible only when leaders in all walks of life decide to take personal responsibility themselves for effecting change in their organisations, as well as in society as a whole.

In recognition of the progress made within the first 12 months, in May 1998 over 100 leaders attended a reception, with the Prime Minister as the guest of honour. He urged all leaders across society to follow his example and accept the Challenge. In 1999, a review of action taken under the Challenge was carried out. The Leadership Challenge Progress Report 1999 was launched at a reception in July 1999, with Chancellor of the Exchequer Gordon Brown as the guest of honour.

The report contains numerous examples of the individual actions to promote racial equality, which have been taken by chief executives and others who lead organisations – and which in many cases are already producing positive results.

Action under the Challenge can be categorised under three main headings:

### The public profile

Leaders can:

- use their position on committees and boards to put racial equality issues high on the agenda
- raise racial equality issues and report on achievements in their annual reports, public statements and speeches
- extend their personal support and endorsement of racial equality to mainstream events and campaigns where the issue would not otherwise be raised.

### Acknowledging and celebrating achievements

Leaders can:

- ensure that they and their organisations are at the forefront of best practice in their sectors
- encourage leadership among their colleagues, contemporaries and counterparts

- take pride in promoting the successes of their racial equality programmes

### Commitment to action

Leaders can:

- build racial equality measures and strategies into their organisations' decision making and planning processes
- call for regular progress reports
- steer the development - setting performance goals and milestones - of programmes of practical action that will help eliminate discrimination and unequal participation.

The Leadership Challenge Progress Report for 1999 says there is much still to do if racial discrimination and unfairness are to be eliminated from 21st century Britain, but concludes: "The record of achievement contained in this report shows that if the Leadership Challenge were to be taken up seriously across corporate Britain, the end of exclusion and disadvantage based on race would be in sight".

### **A nation which respects diversity...**

"I passionately believe that we can build a nation which respects diversity and provides social cohesion. That's why I have accepted the Leadership Challenge, and I urge all leaders in the public, private and voluntary sectors to do the same."

**-Tony Blair MP, Prime Minister**

## Diversity Council

*From: Diversity, Newsletter of the Diversity Council No. 1 (2001)*

### Diversity Council launched

An historic event took place in London on March 14<sup>th</sup>, 2001 when, under the guidance of Prof. Ismail Abdullahi, a number of organisations came together to form the Diversity Council. The three organisations that form the Diversity Council are African Caribbean Library Association (ACLA), the Asian Librarians and Advisers Group (ALAG), and Race and Class Group (RCG). SPICE and the Chinese Library Support Group have since joined DC.

The Diversity Council had extensive discussions with Bob McKee on March 15<sup>th</sup> where it was agreed that the LA would support the Council in different ways. It is expected that the Council will work towards becoming an LA Group on the same basis as other LA Groups. The LA Constitution stipulates that a new Group can be formed if 250 LA members (charter or associate) sign a petition to the LA Council which can then decide to recognise the Diversity Council as a LA Group, with all the responsibilities and privileges which LA Groups enjoy. The petition is reproduced on page 4 – please sign and return as indicated. Diversity Council is now represented at the Equal Opportunities sub-Committee of the LA.

Prof. Ismail Abdullahi from the Black Caucus of the American Library Association has been supporting the formation of the Diversity Council and has played a crucial role in bringing the three groups together. He also gave examples of the way in which the Black and other caucuses work within the ALA.

Relevant documents (available on the LA Website: <http://www.la-hq.org.uk>).

**Ismail Abdullahi**, PhD, Associate Professor, Clark Atlanta University School of Library and Information Studies. Atlanta, USA: *The role of a black librarian in the information age*. Keynote address at the Black Contribution to British Librarianship Conference, The Library Association - London - United Kingdom. 17<sup>th</sup> November 2000.

**Shiraz Durrani** *Combat racism in action*. Panel presentation at the Black Contribution to British Librarianship Conference, 17 November 2000. The LA, London.

**Diversity**  
**Newsletter of the Diversity Council**  
**Advocating equality in diversity**  
**Support the formation of the Diversity Council as a Group of The**  
**Library Association**

In recognition of the fact that the issues of diversity are as relevant and important to the library community as they are to society at large, I call upon the Library Association to recommend to Council that the LA recognise the Diversity Council as a LA Group (DCG). This new Group should have the same status (capitation, Council members, etc.), as other LA groups.

Please fill in your name and address below:

Name:

\_\_\_\_\_

\_\_\_\_\_

Address: Home or Work:

\_\_\_\_\_

Post code \_\_\_\_\_ Tel:

\_\_\_\_\_

Email

\_\_\_\_\_

—

I am a member of the Library Association (LA): Yes [  ] No  
[  ]

I am willing to join the LA, please send application forms [  ]

I would like to join one of the groups involved in forming the Diversity Council. Please send details of [name the group]

\_\_\_\_\_

**Signature** \_\_\_\_\_

**Date** \_\_\_\_\_

**Please send the form to one of the following who can also provide further details about the Diversity Council. You can return the form electronically.**

Ann Thompson <b>ACLA</b> <a href="mailto:libraryannie@yahoo.co.uk">libraryannie@yahoo.co.uk</a>	Shiraz Durrani <b>Race and Class</b> Merton Libraries, London Road, Morden, Surrey. SM4 5DX Tel. 020 8545 4061; Fax: 020 8545 3237 <a href="mailto:shiraz.durrani@merton.gov.uk">shiraz.durrani@merton.gov.uk</a>
Gulshan Iqbal <b>ALAG</b> Hounslow Libraries, 24 Treaty Centre, High Centre Hounslow, TW3 1ES. 020 8583 4545/4620; Fax 020 8583 4595	Jaspal S. Grewal <b>SPICE</b> Ethnic Services, Central Library Lichfield Street, Walsall WS1 1TR Tel. 1922 653139; Fax 01922 722 687 <a href="mailto:grewalj@walsall.gov.uk">grewalj@walsall.gov.uk</a>
Haiyan Kang <b>Chinese Library Support Group</b> Charing Cross Library 4 Charing Cross Road, London WC2H	

OHG  
020 7641 4623; fax 020 7641 4629  
[haiyan.kang@dial.pipex.com](mailto:haiyan.kang@dial.pipex.com)

Lyndsay Rees-Jones  
**The Library Association**  
Tel: 020 7255 0635; Fax: 020 7255  
0501  
[Lyndsay.rees-jones@la-hq.org.uk](mailto:Lyndsay.rees-jones@la-hq.org.uk)

Hoi Dong  
**Vietnamese Library Support Network**  
Crumpsall Library, Abraham Moss Centre,  
Crescent Road, Crumpsall  
Manchester M8 5UF  
Tel: 0161 721 4555; Fax: 0161 721 4927  
[hoidong@libraries.manchester.gov.uk](mailto:hoidong@libraries.manchester.gov.uk)



## **Staff training**

Racial Equality Competencies - Providing effective racial equality training

From: LGMB (1997/98); Palmer, Sarah (2000).

A major key to success in addressing racial equality issues in councils with small black, Asian and ethnic minority populations is often changing the culture of the organisation from the 'colour-blind' approach to one which recognises that racism is a problem in British society, and doesn't just manifest itself in councils with large black, Asian and ethnic minority communities.

The modernising agenda is forcing many councils to change, and several authorities are attempting to ensure that racial equality issues are explicit within this change programme. Racial equality training should be based on your council's racial equality and equal opportunities policy. When the policy is developed, a clear picture of the skills, practices and conduct that is required of staff to implement the race and equality policy should emerge.

Responses to racial equality issues in authorities with small black, Asian and ethnic minority populations can be characterised by three approaches:

### The colour-blind approach

Councils with this approach tend to ignore the existence of black, Asian and ethnic minority people in their local area and the fact that Britain is a multiracial and multicultural society. Racism and racial equality is not seen as an issue for councils in predominantly white areas; the view is that racism is a problem for black, Asian and ethnic minority people, and councils with relatively large black, Asian and ethnic minority populations. This type of council will also assume that because small black, Asian and ethnic minority people and community groups make relatively few demands or complaints, they are being treated fairly and are not experiencing racial harassment or discrimination. The colour-blind approach was criticised by the Lawrence Inquiry, which made the point that that treating everyone the same will not provide equal opportunities for people who are substantially disadvantaged and discriminated against, and whose culture may not be understood.

### Cultural diversity

Another approach to addressing racial equality issues is to focus on cultural diversity but ignore the existence of racism. This approach recognises the need to encourage and support black, Asian and ethnic minority cultures and traditions, but is not comfortable about addressing issues of racial discrimination or harassment. This view is based on a deficit model of black, Asian and ethnic minority people, eg it sees them as having 'special needs' that councils

should try to accommodate, rather than having a right to fair services and employment opportunities. It also ignores the day-to-day racism and racial abuse suffered by black, Asian and ethnic minority people (particularly those in isolated communities). An example of this type of approach to racial equality is when a local authority monitors its workforce by ethnicity, finds a disproportionately low number of black, Asian and ethnic minority staff are employed in relation to the local community but doesn't dig beneath the surface to uncover any potential discriminatory practices.

### Anti-Racist Model

The third type of approach tries to ensure that the council's workforce and service provision reflects the multi-racial nature of British society; accepts that racism is a problem for both black, Asian and ethnic minority people and white people; and tries to develop effective policies and procedures to deal with racial incidents.

The LGA, EO and IDeA's Initial Guidance recommends that for racial equality policies to be implemented effectively, staff and members need to be competent in three areas:

- Acknowledge the impact that racial discrimination and harassment can have on black, Asian and ethnic minority people.
- Be aware of the race dimension in services that they are providing.
- Be able to challenge racial discrimination, harassment, prejudice and inappropriate behaviour.

This training should ensure that all staff are confident and willing to deal with issues of racial harassment or discrimination. These skills need to be viewed as a competency, particularly for managers. Including racial equality competencies in performance management and appraisal schemes is a good way of helping to ensure that staff are accountable for their actions on racial equality. The development of equality competencies is being actively considered by 22 local authorities including: Aylesbury Vale, Chesterfield and Shropshire.

### Staff involvement

How can black, Asian and ethnic minority staff be involved in auditing against the CRE Standard? Increasing the active involvement of black, Asian and ethnic minority people in decision-making processes is a dominant theme in the Stephen Lawrence Inquiry. The LGA, EO and IDeA's Guidance also stresses the need for councils to involve black, Asian and ethnic minority people both

in the review of race equality policies and practices, as well as the development of 'mainstream' policies, service planning and reviews.

Involving black, Asian and ethnic minority staff in the development and implementation of policies to address racial harassment in employment (for example), will help to increase the likelihood of developing an effective policy and procedure that black, Asian and ethnic minority staff have confidence in and will use.

Some councils have tried to involve their black, Asian and ethnic minority staff in reviews and/or audits of racial equality policies by organising staff seminars and surveys, etc. Others have established officer working groups to progress racial equality issues.

Other councils have made provisions for black, Asian and ethnic minority staff or workers support groups to feed into corporate and departmental policy development and review particularly, but not exclusively, on racial equality issues.

^^^

## **Quality Leaders Project for Black Library & Information Workers**

The QLP has had support from Resource, ALCL and the Library Association. It is now ready to implement its two pilot plans. At a meeting in April, the advisory group approved the proposals from Quality Leaders from Birmingham and Merton. Both pilots aim to improve public library services while developing black managers. The Management Research Centre, University of North London, which carried out the initial feasibility study, is carrying out training and evaluation. It released its latest findings at the Black Contribution Conference at UmbrellA on 6 July.

From:

*QLP News; Quality Leaders Project for Black Library and Information Workers*

No1 July 2001

Welcome to the first issue of *QLP News*

The first issue of the *QLP News* is released on July 5<sup>th</sup> which is an important date for Black librarianship in Britain. This is the day we gather at the "Black Contribution to British Librarianship" Conference organised by the Library Association in Manchester. This year's conference is a special one as it takes place as part of the UmbrellA 6, indicating a further step in mainstreaming race equality in British librarianship.

Another important reason for celebration is the launch of the Diversity Council (DC) on March 14, 2001. The DC brings together a number of organisations to form a national organisation for the first time. The Diversity Council is supported by the Library Association and Bob McKee has taken a personal interest in ensuring a successful launch. It is also actively supported by the American Library Association through active participation of Prof. Ismail Abdullahi. The DC has started a quarterly publication, *Diversity*.

Both Associations have also supported the Quality Leaders Project in different ways, as has Re:source (formerly Library and Information Commission) which funded the initial feasibility study.

As the QLP finishes Phase 2, it has been decided to launch the *QLP News* to inform Black library workers as well as the profession as a whole, especially library managers, about this important development. The QLP has gone from a concept initiated by Merton Library to a well established programme of developing Black LIS workers while improving services to Black communities. It is particularly relevant in the context of the Government's emphasis on social exclusion and the requirement to "mainstream social

exclusion". The Stephen Lawrence Inquiry recommendations, the Best Value and Annual Library Plan requirements as well as findings of Roach and Morrison and *Open to All?* require innovative ways of meeting neglected needs. The QLP offers an effective practical solution to a long term failure of British librarianship in the field of race equality.

It has been decided that the Social Exclusion Action Planning Network will publish future issues of the *QLP News*. Please contact the Network if you wish to contribute articles, comment on the QLP or if you wish to receive future copies. We urge all employers and Black workers to participate in the QLP.

#### Introduction to the QLP<sup>35</sup>

There are concerns about the lack of equal employment opportunities within public library services. Acknowledging that "institutional racism does exist in our profession," Bob McKee reported that out of over 20,000 personal members of the LA, only 1.2% – i.e. 286 individual members – were of African, Caribbean, or Asian background. Also worrying, he revealed that only 3 Black members earned over £27,000 <sup>36</sup>.

There are also concerns about the match between public library services and the needs of black people. With the advent of best value reviews and performance plans in 2000, it is very likely that the poor value for the black community offered by public library services will rise in visibility and gain more management attention and commitment.

The Quality Leaders Project is an initiative that addresses both the problem of value for the black community and equal employment opportunities within the library services, and it does so within a best value framework. The key proposition of this initiative is that the meeting of unrecognised or under-recognised needs (new needs) requires new services, and new services require new skills and know-how (including new management know-how).

The main assumption of the QLP project is that development projects are critical for developing the new know-how that a new service requires for its design and delivery.

#### Management Research Centre completes Stage 2 Report

The Management Research Centre of the University of North London has completed its report on Stage 2 of the Quality Leaders Project (QLP). A summary of the Report was presented to the Library

---

<sup>35</sup> From Joyce, Paul: *The Quality Leaders Project (QLP) Feasibility Report*. Part 2 Conclusions and Proposals.

<sup>36</sup> Khan, Ayub (2000) Stamping out institutional racism. *Library Association Record* 102(1) pp. 38-39.

Association's Equal Opportunities sub Committee on 29 June by Geoff Mills, Head of Community Library Services, Birmingham Library and Information Services. The Sub Committee will discuss the full report at its next meeting on October 18<sup>th</sup>. Copies of the full report are available from Shiraz Durrani or from Social Exclusion Action Planning Network.

### **Where are we now?**

- The two Quality Leaders from the London Borough of Merton and Birmingham City Council presented their proposals at a meeting of the project's Advisory Team on 26 April 2001.
- A further meeting of the Advisory Team on 15 June 2001 discussed the lessons learned from Stage 2, as part of the evaluation process led by the Management Research Centre, University of North London.
- A draft evaluation report is being discussed by Merton and Birmingham.

### **A RESOURCE CENTRE AT MITCHAM**

I would just like to say thank you to all Library staff for supporting the Quality Leaders Project. A Community Resource Centre service development has been finally put forward to an advisory board. They will decide if the project has enough credibility to be given the go ahead for implementation.

So far the signs look good. On 26 April at the Civic Centre Alan Lewinson, the Quality Leader from Birmingham, and I presented our project service developments. Both our presentations apparently went down very well. I was at first a bit nervous but once I started to get more involved in talking about the project and my role in it, presenting my slides using the overhead projector, I began to relax and find the whole process a very enjoyable one.

The Quality Leaders Project has been a very enjoyable and valuable on-the-job management project experience. I am very pleased to have been Merton's Quality Leader and I am exceptionally pleased that our presentations went well for both of our Library Authorities.

I will miss this project as I really liked our trips up to Birmingham and the friendship and support I received from Alan and Geoff (Birmingham Libraries Manager, Outreach Services)

The project though was a lot of hard work but in the end it met its primary objectives of:

- Establishing a need
- Addressing the need being voiced by our local communities for more 'specific' library services

- The creation of a new service project proposal: The Community Resource Centre
- The opportunity to gain project management experience, skills and abilities
- The opportunity to learn new ways of thinking, to acquire more knowledge
- The opportunity to directly lead and support team members with their ideas

In finishing, I would just like to say that it was my pleasure to have been able to represent Merton as its Quality Leader for the Quality Leaders Project.

Michael Junor  
Library Officer  
ReachOut Services

## **The Library Association's Policy Advisory Group on Social Inclusion**

The Library Association has recently established three Policy Action Group on Social Inclusion [PAGs]) – on social inclusion, regionalism and devolution, and on a national information policy. Future PAGs are likely to include health, and competitiveness and the knowledge economy.

The PAGs have been set up to deal with the important cross-cutting policy issues that the LA's current sector-based committee structure is unable to cope with adequately. PAGs are meant to provide a fresh look at these policy areas. They involve leading members of the profession with an expertise in the subject area concerned.

See:

- Guy Daines (2000) *Social inclusion and the Library Association*. *Community Librarian* 26, pp.5-7.

^^^

## **LARRIE - Local Authorities Race Relations Information Exchange**

LARRIE is a national charity established in 1984. It provides a comprehensive information service to local authorities and others on race equality policy development and service provision. The aim of the service is to assist local authorities to learn from and build on each other's experience and facilitate the development of effective race equality policy and practice. The LARRIE database, with over 13,000 local authority committee reports on race equality issues, provides information on:

- Modernisation issues such as Best Value service reviews, consultation; community leadership; the CRE Standard; the Audit Commission's equality performance indicators
- Employment issues
- Service provision.

The LARRIE enquiry service is free to local authorities. Contact: Charmaine Gray, Information Officer, LARRIE, Layden House, 76-86 Turnmill Street, London EC1M 5LG. Tel. 020 7296 6781; fax: 020 7296 6666; email: [larrie@lg-employers.gov.uk](mailto:larrie@lg-employers.gov.uk). LARRIE has produced several reports on the Stephen Lawrence Inquiry. These can be downloaded from the LARRIE website: [www.lg-employers.gov.uk/equal-pol-sl.html](http://www.lg-employers.gov.uk/equal-pol-sl.html).

The Equalities Section and LARRIE (the Local Authorities Race Relations Information Exchange) provide a unique information service to help local authorities and organisations initiate, develop and monitor their race equality and equal opportunities strategies.



We aim to help local authorities and organisations to learn from and build on each others' experience by providing: an information and enquiry service; bulletins; publications; online information resource, and contacts in a wide range of councils.

### **The Enquiry Service**

We have a database of local authority committee reports on racial equality and generic equalities issues covering the following areas of local government policy and practice:

- **Modernisation issues** such as: Best Value service reviews; consultation; community leadership; the CRE Standard; the Audit Commission's equalities performance indicators; communication with black, Asian and ethnic minority communities; contracts and responses to the Stephen Lawrence Inquiry.
- **Employment issues** including: addressing the under-representation of black, Asian and ethnic minority people, women and disabled people at certain grades in the workforce; establishing equality employment targets; equality and valuing diversity training, and the prevention of harassment at work.
- **Service provision** including: equality action plans and audits for all departments; monitoring service provision by equality groups; reducing underachievement and exclusion levels of black, Asian and ethnic minority pupils, and multi-agency approaches to racial harassment and domestic violence.
- **Abstracts of reports** held in the database are listed in 'What's New' (Adobe Acrobat document 545KB) a quarterly publication produced by LARRIE. Copies of reports held in the database can be requested and this document-copying facility is free to local authority officers and councillors. There is no limit to the number of reports that can be requested (within reason), but only five will be sent per day. We can also supply details of contact officers working on relevant issues if required. For details of charges made to on-local authority organisations and individuals please email Harish Varsani or ring him on (020 7296 6781).
- **Information Bulletins**
- To facilitate the **exchange of information** on race and equality issues in local government we produce two publications. The first – 'What's New' lists the information that we have on our database, and the second – 'Equalities Update' is a newsletter which aims to keep councils up-to-date on equalities project development.
- ***'What's New - No 17: Local Authority Reports on Race and Equality Issues'*** – This publication lists all local authority committee reports covering race equality and generic equalities issues received by LARRIE and the Equalities Section between March and February 2000. It provides an abstract of

each report and a user-friendly index that enables officers to select the reports they require. *What's New (No 16)* which lists reports received prior to between September 1999 and February 2000 is also available.

- 'LARRIE has also produced a list of race equality and equality action plans received by us between 1999-2000.
- **Equalities Update** - This quarterly bulletin keeps local authorities up-to-date on the equalities related work of the EO and IDeA. It is distributed to almost 1,000 local authority contacts whose work area contains an equalities dimension. The update is provided free of charge and is available in alternative formats such as on disc, tape, or in large print and can also be distributed via e-mail. If you wish to be on the circulation list, please email David Maycock or ring him on (020 7296 6756).

## Social Exclusion case studies

A number of Library and other authorities have taken a strategy approach to mainstream social exclusion. The LARRIE database provides a fuller picture, as does a look at Annual Library Plans. Two authorities have been selected in this section for their strategic approach which are considered to be pioneering in this area. As this is a fast-developing area, it would be best to contact the two authorities for latest information on new developments.

### (1) Leicester City Libraries

From: Leicester City Council (2000)

A vision for the future

This review provides a vision for the future of an inclusive library service, offering a way forward to strengthen and develop our library network and to emphasise the relevance of libraries in the day-to-day lives of all the citizens of Leicester.

**Patricia Flynn**

Tel: 0116 252 6762

[libraries@leicester.gov.uk](mailto:libraries@leicester.gov.uk)

#### Managing diversity and delivering equality

13.1 The delivery of a contemporary book and information service and of the People's Network must be done in a socially and culturally inclusive way. The Aslib Review of the Public Library Service in England and Wales (1995) found that whole groups in the community were not being serviced effectively in spite of the overall positive image of libraries. Throughout the 1990s this position did not significantly change for example the most recent national research into public libraries and ethnic diversity found that:

"Public Libraries are not yet socially inclusive and there is a lack of clear vision on ethnic diversity and race equality matters within public library services." (Roach and Morrison 1998)

In 1999 the DCMS policy guidance document "Libraries for All: Social Inclusion in Public Libraries" was produced. The government saw the scale and complexity of social exclusion issues as requiring public libraries to:

"take a fresh look at the extent to which their services embrace all parts of our society. Libraries now need to address what can be done to ensure that they service the 40% of the population who are not library members."

13.2 This review has shown that demographic and socio cultural changes have impacted upon library needs. In Leicester, multi ethnicity and cultural diversity require a clear and unequivocal response from the library service but there is a broad range of other prominent issues which are also relevant:

- the elderly are living longer and are active for longer.
- there is widespread concern in society about educational standards
- “Early years” are increasingly seen as an important target age group to improve educational attainment
- social exclusion of low income families and individuals
- communications and technology revolutions have created new demands but it is important to ensure that these developments are used positively to encourage greater inclusion rather than increasing exclusion.
- there is increased emphasis on the accountability of local authority services to their communities.

**The proof of our success in meeting this inclusion agenda lies in the membership and use of library services and the challenge for management is to find solutions to facilitate front line service equality.**

13.3 In managing diversity, the staffing structure is a key factor in the effective delivery of strategic objectives. In spite of recent changes there remain some basic elements of the staffing structure, which are not supportive of the current role and priorities of the library service. At the heart of the current structure is the separation of managers and professional librarians from front line services. This organisation of staffing maintains fundamental aspects of the county structure from the 1970s and 80s when there was little, if any strategic framework for the work of public libraries (the county has now changed its structure in recognition of changed organisational needs and the current environment of library services).

13.4 The main characteristics of the current structure are:

13.4.1 Non-professional staff are employed to undertake all operational duties associated with the direct provision of library services to members of the public. These staff which include supervisors, have little decision making authority but do have control of the day to day delivery of services. Professional staff, i.e. librarians and managers are deployed in area teams and are responsible for service and resource decisions which affect the level and quality of services available at individual library and service locations.

13.4.2 The structure does not support community librarianship and in practice militates against the service developing an ongoing dialogue with local communities on their service needs and aspirations.

13.4.3 The distance between decision making and front line service provision limits the opportunity for the staff to change existing practices in response to strategic priorities and the needs and demands of the community.

13.4.4 There is little integration of work between professional and non-professional staff. This, combined with a confusing and complex line management structure, leads to lack of responsibility and accountability for some key areas of work identified in this review e.g. services to ethnic minorities, services to children; responsibility for the stock in smaller libraries.

13.4.5 There is overloading at the middle management tier brought about by the dual reporting lines e.g. Librarians report to Area Managers and to two Senior Librarians for different elements of work, the library assistant structure has a Senior Assistant, Library Supervisor, and an Area Supervisor. Lines of management are therefore time consuming, and can be unproductive.

13.4.6 In order to deliver current priorities public libraries need to be multi faceted and cross cutting with a range of partners. This does not sit comfortably with more narrowly defined professional specialisms, which can lead to little engagement with work at the margins, or beyond.

13.4.7 There is currently a lack of direction on work prioritisation for staff. City and service priorities should be reflected in the work of all staff. However currently front line staff can be unaware of the implications of service plans and objectives for their day to day work, which at its worse can lead to local practices and procedures which are at odds with the needs of the service users.

13.4.8 There are no opportunities for career progression towards qualification in non-professional posts.

13.4.9 Librarians do not have the opportunity to gain management experience, which is now part of the professional role in most authorities. This limits their career opportunities.

13.5 The area structure itself has the following shortcomings: -

- There is little integration between the areas and there is evidence of differing quality of service delivery between them.

- There is some inequality of staff resources between central and outer areas as a result of historical perceptions of workloads and relative values of different kinds of work.
- There is inconsistency of input into different community libraries from professional staff. Teams are based at area headquarters which are normally the largest and busiest libraries leaving other libraries, by default, with inadequate attention.

13.6 The work and role of library assistants (scale 1-2) is also affected by change and is increasing in complexity and range. This can be seen most clearly in the delivery of the People's Network. New Opportunities Funding has been allocated for the training of every member of library staff who will then be expected to support the public in using PC's and the Internet. In addition all libraries will be providing for Out of School Learning and Homework Support.

Public libraries are changing at a rapid rate and there is no doubt that a broader range of skills and abilities is required from a more diverse workforce. The space once occupied by professional librarians in terms of required skills and expertise now has to be shared with a range of other workers who can support library priorities with different skills and knowledge such as IT, community development, and Social Inclusion.

### 13.7 Cultural diversity

Leicester City Library Service has tried for a number of years to meet the needs of the ethnic minority communities in the city. The specialist posts and services which have been introduced as a result of this give the library service a better base for provision than is available in most other authorities. This review has looked closely at the service and has found that in spite of good intentions and some examples of good practice, library services in Leicester are still delivered from the traditional perspective of a dominant white culture with the marginalisation of culturally and ethnically specific services and staff. The stronger strategic framework within which public libraries now operate, and the need to monitor the effectiveness of the service in reaching all communities, make this issue an immediate priority. In the light of the Macpherson Report the review has asked fundamental questions about practice and principles which could be perceived as reflecting institutional racism in three key areas; staffing, service provision and in the selection of materials.

13.8 Current library staffing raises a number of key issues around cultural diversity:

13.8.1 The current workforce is not representative in the extent to which it is ethnically diverse.

13.8.2 The social case for equal opportunities is well documented nationally and locally and the library service needs to work harder at getting a more representative workforce. But it is equally important for the whole service that we are able to effectively benefit from the skills, abilities, creativity and vitality which a diverse workforce brings, if the service is really serious in its commitment to deliver services people need and want to use.

13.8.3 The consultation with staff raised concerns about the perceived lack of status, respect and the absence of any progression within the existing structure. In order to reduce inequalities at management levels, it is important for library service to enable staff who feel trapped in existing specialist culturally specific posts to have some career progression. It is also important to make sure that acknowledgement is given to the skills and expertise which they bring to the library service and which are of equal value to the traditional professional librarian skills. The provision of library services in a socially inclusive way needs a much wider range of expertise and skills than was formally the case but the service has perpetuated the rigid divide between professional and other workers both in its structure and in many cases, attitudes. This is to the disadvantage of effective services to the public and results in marginalisation of specialist ethnic minorities' staff for reasons which can be considered to be institutional racism.

13.8.4 The consultation also showed that staff feel frustrated in their day to day work in libraries and in the community at the inability to use their skills to capacity because of the narrow way in which their role has been interpreted. For the Library Development Officers this has resulted in being excluded from key areas of work such as:

- Input into homework clubs even in areas of high Asian and black populations
- The use of their skills and knowledge to select stock in English even in subject areas relating to cultural and religious issues. Their stock selection responsibilities have been confined to community language material only.

#### Some recommendations

- To remove unnecessary bureaucracy from procedures and practices which impede access
- To develop more customer focused bibliographic services function within a Reader Services section
- To provide an increased level and diversity of stock across the library network which reflects the cultures, religions and histories of ethnic minority groups and to develop an appropriate programme of reader development and Live Literature activities

- Provide access to materials which celebrate diversity and challenge racism
- Provide dedicated core stock in every library with an identifiable bookfund allocation per site
- Introduce community language ICT and package information sources of particular relevance to members of ethnic minority communities
- Introduce ICT access for [disabled people] as part of the People's Network
- Develop support for community Websites
- Develop projects to increase citizen participation in democracy particularly for young people
- To maintain a network of community based libraries with staff and resources to support independent learning opportunities
- To develop and maintain a programme of Family Learning activities
- Promotion of a special child minders ticket giving: loan of an increased number of books if required, no charge for overdue books or damaged books
- Simplify joining procedures
- Improved provision of books in English for Black and Asian children
- Improved provision of mother tongue books
- Implement targeted use of second Bookbus after school and at weekends in regeneration areas with low levels of library membership
- Revise library procedures to provide safe access for under 14's to ICT and the Internet without the need for parental permission
- To establish a formal service level agreement between the library service and Age Concern
- Ensure that all aspects of stock selection and promotion consider the needs of children from culturally and ethnically diverse communities
- Provide a comprehensive range of stock, which meets the needs of ethnic minority communities for material in Indic languages and in English and ensuring its effective presentation and promotion
- Move the collections of Indic languages to a more visible and accessible site within the library
- Consult with ethnic minority communities and organisations to ensure a relevant and appropriate range of resources is provided
- The collection of Black Studies material to be improved and enhanced by the inclusion of additional material in English about the Indian sub continent and other subjects of interest to community groups. The collection to be moved to a more visible location. Material that is of potential interest to all



readers of English to be duplicated to be both in the Black Studies collection and in other sequences.

- To move Living History into the Reference Library with specific focus of work in regeneration areas and ethnically and culturally diverse communities
- To expand and improve Business Information and support with particular emphasis on solo business, Asian business and the needs of regeneration areas
- To review stock management from a user perspective rather than with a materials focus. This will take into account periodicals, books and on line information sources.
- To work with other council departments and community outreach workers as well as refugee communities themselves to establish their library and information needs
- To change staffing structures based on the following principles ... (5) to acknowledge the range of skills and abilities of staff in specialist culturally specific posts by the introduction of a career grade to provide opportunities for progression, give recognition to qualification which are relevant to the work of libraries and which are different but equal to those of qualified librarians.
- To implement in libraries an effective response to the Macpherson Report and to ensure that all library strategies, procedures and practices meet the CRE standards.
- To review all working and professional practices to eliminate those which are considered to be institutionally racist and which have become barriers to achieving equality and diversity in both the workforce and service provision.

## (2) Merton Library & Heritage Services

Merton Libraries: tackling social exclusion – John Pateman  
[John.Pateman@merton.gov.uk](mailto:John.Pateman@merton.gov.uk)

Social exclusion is one of the “wicked” issues identified by government which can only be tackled through joined up thinking and action. All parts of the public, private and voluntary sectors can play their part in tackling social exclusion, including public libraries.

The library and heritage review<sup>37</sup> is creating a strategy, structure and culture which will enable this to happen:

- each of the new strategic objectives – community development, lifelong learning and economic regeneration – will play their part in tackling social exclusion
- the new staffing structure makes outreach a part of everyone’s job and there will be a specific cost centre to coordinate outreach activities and services to Black communities
- cultural change is more long term, but staff training and development opportunities – funded through New Opportunity Fund and European Social Fund – are being made available to create a flexible and multi skilled work force

Because social exclusion is bigger than Merton, the library and heritage service is taking part in a range of wider initiatives.

### **Public Library Policy and Social Exclusion**

Merton Libraries is a partner in a major research project into Public Library Policy and Social Exclusion. The project is led by Leeds Metropolitan University and funded (£45,000) by the Library & Information Commission

Public libraries have throughout their history developed numerous models of provision for poor, disadvantaged or “excluded” sectors of society. In recent times interest in and development of such provision has been limited, focusing mainly on isolated and time limited initiatives rather than core strategic development. A general decline in the practice of community librarianship, as developed in the 1970s and 1980s, has ensued.

Public Library Policy and Social Exclusion seeks to identify ways in which public libraries might contribute to a socially inclusive “information” society. It is investigating the potential value and impact of the public library in overcoming contemporary social

---

<sup>37</sup> This article was written in 1999/2000.

exclusion and is developing a coherent policy framework within which practitioners might develop specific service initiatives.

The research is being carried out in three distinct phases:

- members of the project team, including myself and Shiraz Durrani, have produced working papers on aspects of social exclusion – class, race, international perspectives, etc
- a broad survey of local authorities has been carried out to gauge the extent and coherence of current library activity in this field
- eight detailed case studies of public library provision and policy have been undertaken to highlight both good practice and identify key problems in assessment of needs, community involvement, service provision and policy development.

The research seeks to provide an improved understanding of the value and impact of library services for socially excluded communities and a series of policy recommendations aimed at improving provision targeted at both strategic managers and professionals working in the field. These findings will help to inform Merton's library and heritage review.

The researchers are working in partnership with a number of organisations including the Community Development Foundation and the Office for Public Management. A series of dissemination activities and articles in the professional and related press have been produced by the research team. The research has produced two significant initiatives, which Merton is closely involved with.

### **Action Planning Network**

The Social Exclusion Action Planning Network is a collection of library authorities which are committed to tackling social exclusion. The Network came about following an Executive Briefing and Action Planning Conference – organised by Merton – on public libraries and social exclusion.

Merton applied to Library & Information Commission for funding (£6,000) to kick-start the Network. So far nearly 30 authorities have joined, each paying an annual subscription of £300. This enables them to: receive a monthly newsletter; get reduced price places at Network events (a seminar and national conference are planned for April and May 2000); meet and discuss social exclusion issues; have early access to research findings; use members of the research team as consultants.

The Network, which is independently managed, has raised the profile of social exclusion as an issue for public libraries. The

Network has also raised the profile of Merton library and heritage as a lead player in the field.

### **Quality Leaders Programme for Black Library Staff**

This is another Merton initiative to tackle social exclusion. The idea came from our Principal Librarian, Shiraz Durrani, who introduced the concept at an event – organised by Merton – to discuss the implications of the Stephen Lawrence enquiry for public libraries. Enough interest was expressed for Shiraz to start looking around for funding to seed the programme.

As a result of these efforts, Merton was awarded £10,000 by the Library & Information Commission to develop a Quality Leaders Project for Black Library and Information Workers (QLP). The starting point for the QLP is quite simple: if public libraries are to reflect their communities they need to have a more diverse workforce; this means recruiting and developing more Black library staff. Black library workers are currently under represented in the workforce – locally and nationally. Where they do exist they tend to be on the lower grades and cannot play a full part in shaping public library policy and provision.

The aim of the QLP is to create development opportunities for Black library staff. But this will not be done in a vacuum. These opportunities will be directly linked to the needs of Black communities. This makes the programme very real as it is addressing two issues at the same time: what are the needs of Black communities? And how, in addressing these, can the development needs of Black library staff be met?

We are working on this with the Association of London Chief Librarians and the management school at the University of North London. They were very taken with our approach of tackling community and staff development needs at the same time. The programme has three stages:

- feasibility study: a research component, involving 3 case studies, including Merton. This study will involve interviews with library staff and service users / potential users to gain an understanding of how the numerous stakeholders involved in the provision and consumption of library services view existing provision to the Black community. It further aims to identify realistic improvements in this provision that these stakeholders would like to see happen. The results from this component will then inform the next stage.
- development project: a project team for the development of a new service will be established which will be lead by a quality leader. This is a crucial training stage to equip the quality leader with the skills necessary to implement stage 3

- pilot new service: the result of the development stage will be a comprehensive proposal for service development. It is anticipated that the quality leader will have acquired the skills and expertise necessary to manage this new service.

In Merton we will use the outcome of this programme to focus our new services to Black communities. It is a good example of how Merton Library and Heritage Service is attempting to tackle social exclusion through joined up thinking and practical action.

^^^

Managing change, managing performance – Shiraz Durrani  
[Shiraz.Durrani@merton.gov.uk](mailto:Shiraz.Durrani@merton.gov.uk)

The management of transition is informed by recommendations from consultants from Management Research Centre, University of North London. They based their views on a study of current situation in the service, and an examination of forces that resisted change, and those that helped the process of change. The approach is to ensure that each key stakeholder changes in keeping with the needs of the public. In so doing, they jointly create a new dynamics of change. Key elements that need to change are:

#### 1. Managers

- Participate in short-term result-orientated change
- Allowed time and opportunity to disengage from the past
- Strengthen informal and formal feedback mechanisms
- Shift from operational orientation to strategic as well
- Accept need for change and act on it (e.g. challenge how staff are deployed; numbers needed; question work practices);
- Shift mindset : move from focus on problems to focus on possible solutions; instil a "can do" attitude; public need primary, staff needs secondary
- Take responsibility for service, instead of passing on blame to SCT
- Take responsibility for staff development and information spreading
- Increase innovation and experimentation
- Training strategy to help make transition from old to new & to acquire new skills and competencies
- Empower staff and the public; delegate and let go of power
- Aim for ambitious future performance and continuous improvements
- Take responsibility and accept accountability

<b>Example of staff empowerment</b>
-------------------------------------

- *Staff work groups, led by staff, were empowered to prepare 13 service improvement reports which are now being implemented.*

## 2. Empowering the public

- Public-led innovations for improved outcome
- Public involvement and consultation: two approaches: (1) Programme Planning, which involves the public identifying strategic problems and programmes to solve them; (2) involving the public in prioritising the needs and problems to be addressed. Innovation to be based on asking “not what the public want, but why they want it”.
- The public should be allowed to experience more control “in an interactive process which allows them to input their ideas and see how these ideas have been incorporated by managers and professionals in strategic and operational plans”.

### **Examples of empowering the public:**

- *Work group presentation meetings*
- *Meetings with Garth Road residents*
- *Meetings with BME community/citizens*

## 3. Public-staff interaction

Widening of the stakeholder base in strategic and operational planning can help in embedding change. Community involvement in planning needs to be put into practice. This involves purposeful and disciplined interactions between staff, management and the public.

The public-staff interaction is being tried out in the training programme at the whole systems development, which took place on May 31<sup>st</sup> 2000. It is a way of involving large numbers of people in live dialogue with one another and with the leaders of the organisation. This meets the need for library services to become not only strategic but also more aligned to the public needs and desires.

*This approach contrasts with conventional methods of public consultations using large-scale surveys, focus groups and other methods of collecting information from the public, where managers and professionals by themselves make sense of the information and decide on actions.*

## 4. Coalitions for change

Coalitions for change allows for resources to be pooled and the strategy to be collaborative. They allow competition and compromise to be replaced by creativity and innovation. Coalitions are based on a stakeholder-orientated practice which includes professionals and other employees, the public service users and

citizens, and other providers, including other public service organisations.

<b>Examples of coalitions for change:</b>
---

- |  |
|--|
| <ul style="list-style-type: none"><li>• <i>Refugee Resource Collection</i></li><li>• <i>Looked-after children</i></li><li>• <i>NHS Health Information initiative</i></li></ul> |
|--|

#### 5. Managing performance

Performance management replaces line management. This is at 2 levels:

- Individual appraisal process – current system in operation to be continued, but more rigorously.
- Team appraisal, with overall responsibility resting with Library and Service Managers. These sessions would be the arena for leadership by the SCT and would be the basis of energising the delivery of a responsive service on the basis of best value. This will require the development of a cycle of strategic best value reporting sessions with the management teams of each cost centre. Each cost centre management will be scheduled to have two formal reporting sessions lasting half a day. This will take the form of formal presentations (using OHPs) to the Strategy and Commissioning Team (SCT). In both the presentations, L&S Managers and their teams will make presentation that would reference community plans and consultation of community. The presentations will be at two levels: (i) performance of the cost centre; (ii) performance of the borough-wide service area allocated to each LSM.

The first reporting session will concentrate on a review of performance of the cost centre against targets over the last 12 months. They would highlight the relationship between performance results and cost and cost-effectiveness. Performance using best value PIs, Audit Commission PIs, Library Standards and local PIs would be considered systematically.

The second session would also involve a formal presentation, but this time focussed on the year ahead. It would include a review of performance targets, quality standards, service improvement plans, and innovation projects.

The approach of the SCT will be “challenging”. This is to ensure accountability with respect to past performance, and ambition in respect of future performance and improvements. The scrutiny approach will be used by the SCT in these formal sessions. They would be challenging and will ensure accountability from LSMs. They will be used to enhance various leadership skills related to modernising local government.

## 6. Transition Manager

The necessary changes will not happen on their own. They need careful planning, implementing and scrutiny. The role of SCT is crucial. The consultants recommended the creation of a post of Transition Manager whose role was seen as:

- Ensuring that implementation is taking place
- Smoothing the path for change implementation.

This will not only ensure that delays are not happening, but also reduce the pressure on top management so that they can concentrate more on strategy and political aspects. This post was created in April 2000.

## 7. "Doing the change"

Talking change is easy, doing the change is more difficult. The first requirement is to have policies that change past direction, policies and practices. Then comes the stage of changing our mindsets, accepting the need for change, accepting the change of specific policies and, perhaps the most difficult stage, implementing the change. This is a crucial stage for managers, for they need not only to passively "live with change" but actively implement it, promoting it among staff and public and ensuring that the outcomes meet the requirements.

---

Acknowledgement: Research Management Centre, University of North London for several constancy reports and recommendations on Merton Library & Heritage Services from an MBA Programme.

^^^

## Strategy for change in Merton

The basic principles used is to follow the principle set out by DCMS: Racial exclusion "should be mainstreamed as a policy priority within all library & information services" - *Libraries for all*. DCMS (1999). Within this, Merton has ensured that the particular needs of each excluded communities are also met.

Strategic approach based on three strategic objectives: community development, economic regeneration, and lifelong learning.

- Appropriate staffing structure, with a ReachOut cost centre which has dedicated staff for strategic and operational work. All person specifications include the following equal opportunity requirement: "Understanding of and commitment to equality of opportunity in employment and service delivery and to working actively to eliminate indirect and institutional racism as defined in the Macpherson Report". The following new posts have been created:



- Library & Service Manager (ReachOut)
  - Site Manager (ReachOut)
  - Library Officers x 2 (ReachOut)
  - Youth Outreach worker
  - Ethnic Arts & Community Development Officer (joint post with Arts).
- Mediafund allocation for Black material: It has been decided to allocate about 20% of mediafund for material of interest to and created by Black people – reflecting the proportion of Black people in Merton.
  - Staff training: (1) Phase one completed with ESF support in June 2000. Included sessions in ReachOut Services; Outreach; Marketing; (2) Phase 2 is being applied for in October 2000.
  - CRE Standard: Strategic goals for the next five years include the attainment of the highest level of the CRE standard in five years; requirement for all libraries to increase the number of visits made to the library, the number of outreach activities, and the number of events organised in the library.
  - Empowering the public – various mechanisms have been initiated, including the formation of the Library and Arts Forum for Ethnic Minority Services (LIFE).
  - A project based approach – see attached list of proposed projects (These have been or are being developed in consultation with Council Departments & ELL sections, community members and Library staff).
  - Community profile and a community needs assessment is being carried out by each library. They will thus be in a better position to address needs of BME communities.
  - Marketing strategy is being prepared by each library to publicise its services.
  - Refugee Resource and Collection has been launched in partnership with community groups and Council Departments. A new leaflet has been issued to publicise library services among the refugee communities.
  - Monitoring service delivery and performance – new initiatives include:
    - New library registration forms include ethnic category question.
    - New management information systems allow us to monitor usage by specific ethnic groups.

Strategic targets are being set for each cost centre and these will address services to BME communities

#### Scrutiny context in Merton

The scrutiny framework has three elements:

- Service Improvement Plans
- Reporting Systems

- Inspections

### Service Improvement Plans 2001/02

Service Improvement Plans (Sips) are being re-launched in 2001/02, to reflect several major changes at national and local level. These include:

- Public Library Standards
- Strategic goals and targets
- The Macpherson report

In terms of the process, Sips must continue to:

- involve all staff
- focus on the needs of service users and potential service users
- be about real service improvements rather than service maintenance

Sips should be concerned with strategic issues, which are:

- complex, non routine
- fundamental, organisation-wide
- about significant change
- concerned with the medium and long term
- needs and aspiration driven
- environment driven
- concerned with "why are we doing this?" and "what should we be doing?"
- characterised by reflection

Sips should not be concerned with operational issues, which are:

- routine
- service/operational specific
- about small-scale change
- concerned with the short term
- resource driven
- concerned with "how to do this"
- often characterised by crisis

Sips will be in 3 main sections :

#### 1. Context

This section should be a brief description of the Cost Centre / Borough Wide Service Area, with an overview of planned service improvements for the coming year. The Borough Wide Service Area section will be based on the presentations made by L&SM to LHMT.

#### 2. Performance Standards and Goals

This section should indicate the targets and goals that the Cost Centre/Borough-Wide Service area has been set (in agreement with SCOs) regarding Public Library Standards, strategic targets and

goals, and the Macpherson Enquiry Scrutiny Commission recommendations.

### 3. Local goals and targets

This section should indicate any service improvements which have emerged from Cost Centre Development Visits and consultation with the public, managers, staff and other key stakeholders.

#### Performance measures

Every service improvement in your Plan must be measurable. Aim to use a mixture of input, activity, output and outcome measures:

- input measures – what was required to make this initiative work ?
- activity (or throughput measures) – what has been done ?
- output measures (results) – what has been achieved ?
- outcome measures (impacts) – what difference has it made ?

#### Assessment

A number of mechanisms will be used to assess your Sip:

- presentations to SCS – accountability meetings will be held twice a year (in October and April) when Cost Centre managers will report on progress/performance gaps to SCS
- Cost Centre Development Visits – these will be used, in part, to compare the contents of Sips against the reality of service delivery
- Appraisals and one to ones – Key Result Areas will be drawn from each section of your Sip. Progress on these will be discussed at your regular one to one meetings, and twice yearly appraisal meetings, with SCOs.

#### Links with other plans

Sips must relate directly to the Annual Library Plan, Departmental Plan, Local Performance Plan, Community Plan and other relevant Plans, eg the Education Development Plan. Your Sip is likely to be read by senior managers, members, the DCMS and others. Bear this in mind when writing your Sip – avoid jargon, etc.

Make sure that your cost centre is connected with service areas covered by other Library and Service Managers – some services being proposed for improvement should reflect these borough-wide services, eg YPS, ReachOut, ICT. At the same time, use expertise in marketing, external funding etc to ensure success of your SIP.

#### Performance management

Management systems must be mutually reinforcing (performance management system, strategic planning system) and aligned to the organisational structure. Sips are part of the strategic planning

system and must mutually reinforce performance management systems (appraisals, Key Result Areas, one-to-ones) and be aligned to the organisational structure (cost centres, borough-wide service areas, strategic objectives).

### Pro Forma

ANNUAL LIBRARY PLAN 2001/02

Cost Centre:

Borough Wide Service Area:

## SECTION ONE: CONTEXT

In this section describe the existing Cost Centre/Borough-Wide Service Area, and give an overview of your plans to improve these over the coming year. Use your presentation to L&SM as a starting point. Also, use your Community Profile, and any surveys which have been carried out (including PLUS), to inform this section.

1A: Description of Cost Centre/overview of plans for service improvement

1 B: Description of Borough Wide Service Area/overview of plans for service improvement

1C: Community Profile Information

1 D: Survey/Consultation information

## SECTION TWO: PERFORMANCE TARGETS AND GOALS

In this section describe how your Cost Centre/Borough-Wide Service Area is going to contribute towards meeting Strategic Goals and Targets, the recommendations of the Macpherson Enquiry Scrutiny Commission and Public Library Standards

2 A: Strategic Goals and Targets

Strategic Goals

- are a way of putting the strategy into action and measuring progress
- should produce benefits for the public and service users
- should be in line with important Council goals
- are an important preparatory stage for defining performance indicators and targets
- flow from the mission Statement and strategic objectives

The following **strategic goals** have been set for the next 3 years:

- Increase the number of outreach visits
- Increase the number of library members
- Increase the number of community events at library sites
- Increase the level of the Commission for Racial Equality's standard for Local Government
- Increase the number of businesses that the service works with

Strategic Targets

- are the annual targets which, cumulatively and collectively, will achieve the strategic goals
- are set against each strategic goal for the next three years :

	<b>2001/02</b>	<b>2002/03</b>	<b>2003/04</b>
Outreach	500	550	600
Members	65%	70%	75%
Events	50	60	70
CRE	2	2/3	3
SME	6	9	12

## 2 B: Macpherson Enquiry Scrutiny Commission Recommendations

A full set of the Commission's recommendations and implementation plan can be obtained from SCOs. Set targets against those which you think are most relevant to your Cost Centre / Borough Wide Service Area. Aim to set a target against at least one recommendation in each of the following categories:

Corporate commitment

Services

- Reporting, recording and responding to racially motivated incidents and crime
- Macpherson and education
- Recruitment and employment
- Training and promoting a positive culture
- Community leadership and partnership

## 2 C: Public Library Standards

Complete columns 3-6 of Appendix 3 (Assessment against Public Library Standards) for your Cost Centre.

### **SECTION THREE: Local Targets and Goals**

In this section, describe any service improvements which have emerged as a result of Cost Centre Development Visits, public consultation, or discussion with staff, managers and other stakeholders. Each target should have a SMART performance indicator which is Specific, Measurable, Achievable, Realistic and Time bound.

Service Improvement  
Performance measure

Source (staff, public etc)

#### Reporting Systems

- are about Cost Centre Managers being accountable
- enable managers to report how well their services are performing to SCS, (back) to their staff, and to the public
- demonstrate whether or not performance targets have been achieved
- form the heart of service improvement plans

Each Cost Centre Manager, with appropriate members of their team, will report formally to SCS twice a year on the performance of their Cost Centre. At these reporting sessions Cost Centre Managers will:

- look back over the previous six months and report progress to date
- look forward over the next six months and report planned progress
- respond to issues raised in inspection reports
- report data which places performance results in relation to costs
- report progress on their performance goals and targets
- identify performance gaps
- identify the causes of the performance gaps
- report improvements to close the performance gap – these will be presented as improvement goals within the Service Improvement Plan
- report on how the improvement goals will be achieved.

#### Inspections

- enable the cost centre to see how well it is doing
- enable the SCS to see how well policies and strategies are working on the ground
- identify failing services where remedial action may be necessary
- identify and disseminate best practice
- enable the public to see whether best value is being delivered.

### Best Value inspections

These will take place every five years, and will be carried out by external inspectors, starting in 2004/05.

### Library and Information Services Self Assessment Model (LISIM)

These will take place each year, and will be carried out by Cost Centre Managers, starting in 2000/01

### Mystery shopping

These will be carried out on a regular basis by members of the SHARE training consortium – Merton, Richmond, Sutton, Kingston, Wandsworth, Hounslow.

### **Library Development Visits**

These will take place twice each year, and will be carried out by the SCS and others, starting in 2000/01.

- Baseline visits to cost centres by SCS will be made to discuss the process with staff, managers, service users, non users, community groups, local businesses etc
- An observation and monitoring checklist will be drafted to reflect Cost Centre and borough wide services
- Half day visits to cost centres (on a 6 monthly cycle) by SCS will be made to:
  - observe and monitor (using the observation and monitoring checklist) aspects of cost centre management and performance – staff management, user satisfaction, resource management, processes, impact on the community, overall performance, stock, premises, services etc
  - talk to service users within the library
  - walk around the catchment area and talk to potential service users, local businesses, community groups etc
  - hold open surgeries for staff to meet with SCS, raise issues and discuss ideas
- Cost centre development reports will be sent to cost centre managers within 28 days of the visit
- Cost centre managers will have 28 days to respond to the contents of the reports
- SCS and cost centre managers will agree an action plan and timescale (within 6 months) for resolving any issues raised in the report.

^^^

### Merton ReachOut

Merton Libraries has produced the first issue of a new quarterly newsletter about outreach services. The first issue contains articles

from various communities, articles by library staff giving some details of the outreach services. Full details about community outreach projects will be included in the forth-coming *Community Outreach Projects Handbook*. Copies available from Liz Smallwood, Library and Service Manager, [liz.smallwood@merton.gov.uk](mailto:liz.smallwood@merton.gov.uk); [bme.outreach@merton.gov.uk](mailto:bme.outreach@merton.gov.uk).

The following articles are from the first issue of *Merton ReachOut*

#### EDITORIAL

Welcome to the first BME/Newsletter. By Issue 2 it should have a new title. Enter our competition inside and it could be your entry that graces future issues!

I would like to thank all the groups and individuals who have supported the ReachOut cost centre through its first few months of growth, and all the members of LIFE who have encouraged and guided us with their practical suggestions and advice.

I would also like to thank the other members of the ReachOut team, Shanthi and Michael, for their hard work and commitment; Shiraz Durrani and John Pateman for their vision and support in creating our cost centre and enabling us to carry out this important work, and Iqbal Husain for bringing the Arts into our lives.

A big thank you to all contributors, and those of you who, on reading this, will send us material for future issues. We look forward to receiving and printing your news and views in many a newsletter to come.

Meanwhile, I hope you enjoy our first issue.

Di Reynolds

^^^

Venceremos!

Like Di, I would like to welcome you to this first newsletter, and I would like to thank Di and her team and all of the contributors to this first issue. The newsletter is, in itself, evidence of the community based approach to the new library and heritage service in Merton.

It is appropriate that I, and other members of the library staff, recognise and celebrate the many achievements of the ReachOut cost centre which, although still in its infancy, is breaking the mould and creating new patterns of service delivery.

It is even more appropriate, however, that this issue contains the voices of those we are working with - including the North East



Mitcham Community Association, the Ruposhi Bangla Bookshop and the London South West Chinese Community Association.

Their words indicate that, far from just being a new library service, the ReachOut team, through its many projects and the creation of LIFE, has set a new standard - both within Merton libraries and beyond.

And that is partly why I am not able to join you to celebrate the first anniversary of LIFE. On 18 May I am attending a meeting of the Society of Chief Librarians Social Inclusion Group, where I will be talking about how we are tackling social exclusion in Merton. I have been invited to speak because the work we are doing in Merton has attracted the attention of many outside agencies including:

- the Library Association
- Re:source, the Council for Libraries, Museums and Archives
- The Department of Culture, Media and Sports
- Book Aid International

I will be telling the Society of Chief Librarians about our many success stories and I will be inviting them to spread the word, to come and visit us and to help us to extend our work even further.

Perhaps the best evidence of how much our work is appreciated is the shortlisting of our Refugee Resource Collection and Service project for the prestigious Libraries Change Lives Award. Out of a field of 35 entrants, only 3 projects were shortlisted. The winner will be announced at the Library and Information Show in Birmingham on 6 June. I am sure you would all like to join me in wishing Di and her team the very best of luck.

John Pateman  
Head of Libraries and Heritage

PS Vencermos! Is a Cuban revolutionary term meaning "we will triumph".

^^^

Libraries connecting communities

Libraries play a crucial role in the new information world, both as holders of information and as the only access that many people have to the technologies which can give access to the vast information resources held on the world wide web. Libraries thus have tremendous power to become agents of liberation by providing access to relevant information and technologies. If however they refuse to change and hold on to their traditional role of serving only the middle classes, they then become agents of exclusion.

As part of the Review of library services, Merton Libraries began asking some fundamental questions: What is the role of the library in Merton? Who can or should answer this question? Often in the past these decisions have excluded the very people whose needs the libraries are supposed to serve – the people themselves. Now there is a new climate which is gradually forcing library services to make fundamental change. The Government's agenda on social exclusion with its emphasis on planning library services, on monitoring output and outcomes, and the requirement for Best Value, the introduction of the new Library Standards, the provision of money to provide computers in all libraries and train staff in ICT are all factors which will ensure that libraries change rapidly in future.

In Merton, the Council took all these and other requirements of the 21<sup>st</sup> century on board when the Library services were reviewed and a radical new agenda was adopted to bring about important changes in the way the service was organised and delivered. The formation of the Library and Arts Forum for Ethnic Minority Services (LIFE), whose first anniversary we are celebrating today, was a direct result of this long term thinking, planning – and acting.

But fundamental decisions about the role and future of library services cannot be made in a vacuum. It is important to understand the forces – positive and negative – that are shaping our lives today. One such force is globalisation which brings many possibilities of positive benefits to working people, but also carries dangers of further marginalizing and excluding whole communities, regions and peoples. Thus new technologies create the possibilities of connecting communities all over the world. Witness how satellite and cable television stations have made it possible for the Kurdish, Greek and South Asian people, among others, to build new global communities on a scale and basis not possible even five years ago. Some aspects of globalisation are discussed in the second part of this article.

At the same time, globalisation as an economic system tends to destroy local communities which have survived for generations. Economic and social power and resources shift from local communities to forces of corporate corridors of transnational companies. Loyalties and connections within local geographical areas have been destroyed or weakened and not replaced by new communities and connections. What is needed is a central catalyst which can act as an agent to connect communities. Public libraries are in a strong position to make communities coherent units providing support to each other and enrich social lives. They can become connecting points for individuals, communities and people. Libraries in Britain are present in all geographical areas, are trusted as being neutral and serving the interest of all (in theory at least),

have generally friendly and helpful staff. But they have not played the full central role in lives of the communities that they can – and need to – play.

What has prevented libraries in the past to emerge as champions of local communities is a lack of clarity about the very role of libraries. Recent research in history of public libraries shows that for the last 150 years, libraries have been run by the middle classes for the middle classes. It is not possible to serve communities meaningfully when, in practice, libraries serve only a small section of the people; when few, if any, members of excluded communities hold positions of power; when issues of race and class remain at the margins of library policies, practices and culture.

For the situation to change, it is essential that a conscious decision is made to change the direction of library service. It is not possible to do this by merely urging library managers and staff to change. Legislative force is necessary to bring about this change in the shortest possible time. The Government has done much to change the library playing field in making planning an essential part of library work, in insisting that issues of social exclusion be brought to the forefront of library services, that libraries become agents of change. Perhaps this process could have been speeded up if the Library Standards had more teeth around the very direction of library service.

In common with all social institutions, libraries have a “natural” resistance to change. Merton Council has created the conditions for libraries to change; the library management has brought about many fundamental changes in strategic direction for the service. It remains for local communities to support this process by taking active part in deciding on the future direction and actual practices of our library and heritage services.

In a space of just one year, we have set up the ReachOut services whose achievements are recorded in the *Community Outreach Projects Handbook* which is being launched today. We need to ensure that the new approach is embedded in the very culture of library service and does not remain a superficial change in “one corner” of the service. Merton’s communities carry a heavy burden to ensure that they push this process along further and keep on demanding and supporting change. Without this push, there is a danger that the service will once again become “established and traditional” and not keep changing in keeping with the changing needs of the communities.

Libraries have the potential to act as agents of change, to connect communities and peoples. Whether this becomes a long-term reality

is dependent very much on each stakeholder playing an active role in a new partnership to create a relevant community library service.

Shiraz Durrani  
Strategy and Commissioning Officer

^^^

#### Arts, libraries and the community

Since the appointment by Libraries and Arts in February 2000 of myself, Iqbal Husain, as the current Ethnic Arts and Community Development Officer, a number of joint initiatives have taken place which have pioneered a unique relationship between the arts and libraries in the London Borough of Merton.

Work started in April 2000 with a consultation with community groups and potential partners on ways of developing the arts and libraries agenda, particularly amongst the ethnic minority community. The resulting recommendations have formed an important strand of the work of the Ethnic Arts and Community Development Officer and resulted in a number of initiatives.

The first of these was Black History Month in October 2000, which provided a full range of events including dance, literature, exhibitions and talks.

Following this, there was the One World Festival in February 2001. This included the very successful Ephemeral Arts Day in all Merton Libraries on Saturday 17 February.

In between these two major initiatives, there were a number of other events, from a Chinese New Year Card competition in January to a drama presentation by the acclaimed Cardboard Citizens at Mitcham Library Hall.

Building on the work of the past year, I have sketched out an exciting programme for the coming year for which I will be looking for your support and ideas. The first major event of 2002 will be a Refugee Week event on 27 June at Asylum Welcome (Queen's Road Church, Wimbledon) and Merton Hall. The aim of the day-long activities will be to highlight work in the Borough with the refugee communities and to promote arts as a means of supporting this work.

Later in the year, October to be exact, there will be Black History Month. Planning for this is already underway and it is hoped that it will build on the success of last year's events. Already included in the events is a banner making project with local schools to be displayed in Merton Libraries.

An application is at present being processed, as I write, which seeks funding to promote the Commonwealth in 2002 as part of the Commonwealth Games coming to the UK next year. If successful, it will allow a high profile series of events in libraries and other public spaces in the Borough involving many schools and community groups ... so keep your fingers (and toes!!) crossed ... we hope to hear by the end of May 2001!

Of course, aside from these larger events there will be smaller events and, as Ethnic Arts and Community Development Officer, I am always looking for and welcoming new suggestions for activities and events. Please do not hesitate to contact me, whether through the LIFE forum or on my direct line 020 8545 4197 or by e-mail on [iqbal.husain@merton.gov.uk](mailto:iqbal.husain@merton.gov.uk)

Iqbal Husain  
Ethnic Arts and Community Development Officer

^^^

Development of South Asian stock

Morden library is attracting a vast amount of Asian readers. There are several reasons for this:

First of all, the section for South Asian books has been moved from the second floor to the ground floor, which means that all stock relating to ethnic communities is all together. So it is of great pleasure to see members of different communities sitting together and reading, or just having a chat.

I have cleared the audio collection to make way for new titles. We try to provide for the tastes of all ages and communities. For example we have music in Hindi, Punjabi, Bengali, Tamil. Also we cover everything from classical to Bhangra!

I strongly believe that the video collection has been a major part in this, as well as the fact that the South Asian book collection, periodicals and audio collection are all housed together in a comfortable environment. There are visibly more Asian faces coming through the doors. The periodicals are very popular and there is a constant demand for new Asian films, which we are constantly supplying.

I have made the area around the videos more attractive by displays, using laminated posters on the walls. I have also compiled a list of video stock in English, Tamil and Urdu.

I am very pleased with this and would like to maintain and increase the number of loans. Compared to last year our video loans have

increased dramatically. For example in the month of August 1999 we loaned 121 videos, compared to August 2000 where there was a significant rise to 300 videos.

There has been a call for DVDs and Pakistani dramas particularly at Morden and Wimbledon library. As a result a budget has been provided to start an initial English and South Asian DVD collection.

Sarah Azhar, Morden Library.

^^^

Outreach in practice

Over the last year, as a ReachOut worker, I have been able to work with communities in Merton to help them define what they want from their libraries.

One major responsibility was co-ordinating the formation of larger South Asian and Chinese collections in the libraries. I have been helped in this by many community groups who offer advice on the purchase of stock and sometimes kindly donate books for our readers. Apart from books, the South Asian collection includes CDs, videos and periodicals in Bengali, Gujarati, Hindi, Punjabi, Tamil and Urdu and it is growing all the time.

Over the years, we have particularly expanded the stock of Chinese books, helped by the interest and input of the Chinese Elderly Group which uses Mitcham Library Hall. I hope in the forthcoming year to focus on linking with Bengali communities in Merton so that the collection of Bengali books also develops.

I have particularly enjoyed my work developing the community visit programme, which is crucial for the library service to understand the changing needs of the ethnic minority communities we serve. By visiting community groups, not only do we find out about each other, we also help each other develop. It is not just about signing up new members, but finding out what they want, inviting them to community events in the library and even bringing books to them in their own homes and centres.

One example is the Ebony Care Home, a foster home where many do not speak English as their first language. By visiting them, I introduced young people to the library and, though they move on from the home, they continue to access our services.

I now regularly visit an elderly group at the John Innes Centre on the third Monday of the month, and on Tuesdays I visit the Parent and Toddler Group at North East Mitcham Community Centre where many members have great difficulty with their English. We also provide books to the Woodland Day Centre for members with

mobility problems, and there is a service for individual housebound readers who we visit every month.

The work continues to expand: with plans for outreach at English classes at North East Mitcham Community Centre; with parents and children at Gorrington Park Middle School; with plans for an after-school reading group at Mitcham Library Hall and by responding to requests for more bi-lingual materials in reading schemes which the library holds during school holidays.

The result of the work we are doing has made all the efforts very worthwhile and I would like to thank John Pateman and Shiraz Durrani for giving me the opportunity to do this work, as well as my team colleagues Di and Michael for their support and cheerfulness. Thanks also to the Housebound and Mobile staff and the staff of Mitcham library.

With the new structure of the library services and LIFE, I believe provisions for ethnic minority and other residents in Merton will improve even more in the coming year.

Shanthi Ahilathirunayagam  
ReachOut Services

^^^

### Community Development – a strategic approach

Shiraz Durrani (July 01)

#### **Background**

The establishment of Black & Minority Ethnic Communities/ Outreach (ReachOut) cost centre has led to a number of successes, notably the "Libraries Change Lives" award. The project approach used has proved its validity. But a number of gaps remain, and the need now is to take a qualitative leap so as not to stagnate at the current stage. For example, the Refugee projects needs a new focus following the award, with new possibilities opening out. At the same time, one project which has not taken off is the South Asian Literature in English project. There is thus a need to inject special skills and expertise which are currently being developed as part of the staff development programme for the cost centre.

Another development is the designation of the Pollards Hill Library and Service Manager post as "Community Development". There is a need to clarify how this new approach will work in practice with innovations and new ideas and skills at its centre.

ReachOut and Community Development

As part of reviewing the work of ReachOut and Pollards Hill/Community Development cost centres, the focus of each have been agreed at a meeting between Shiraz, Di and Liz on July 6 – notes to follow. In brief:

1. **ReachOut** will focus on:

- Developing services for minority ethnic communities – the focus for the next 12 months on services to African and Caribbean communities while continuing the work currently under way. Details are being worked out by Liz.
- Develop and embed the outreach approach – specifically to integrate house visit and mobile library services. Liz to develop this as part of her mini BV Review of HB/Mobile Library services.
- Ensure that all sites practice and incorporate in their work the above 2 aspects – to build on the work already in place.
- Review all projects and projects approach; develop the “Social Inclusion” approach used in Education under Keith Shipman. Thus possibly combine refugee, travellers and school library service as a joint project.
- Develop and involve cost centre staff in all developments.

Some details

The post of Site Manager is being advertised. A new approach to work is being developed, and this will benefit the cost centre in a number of ways, especially in creating an organic, integrated cost centre encompassing the two aspects which have not worked jointly to date – a BME/outreach and home visit and mobile library services.

- Shanthi will be given additional responsibilities to manage office administration tasks
- Paul will be given additional tasks to manage and develop Mobile Library services.
- Immediately recruit new Library Assistants who should all be able to drive (Ad. already out).
- The above will enable Liz to focus more on strategic work.
- Liz to review the work of Outreach Support Assistants.

2. **Community Development** will focus on:

1. Historical background on Community Librarianship – do literature search, including staff working group reports and develop relevant readings for managers and staff – involve John Vincent as consultant if necessary.
2. Understand national and government approach to community development – Neighbourhood Renewal programme – Di to attend the breakfast meeting in July.
3. Make connections with community development sector – use Kevin Harris and CDF as consultants (to be funded by savings from vacant L&S Manager post, April-July 01).



4. Main focus: apply the lessons of the theory from the above to turn the Pollards Hill Library into a community library, building on the stakeholders approach and Anne's positive achievements already started.
5. Fill the vacant Youth Outreach Worker post and base at PH – to work with Youth services (already discussed with them). The post to be line managed by Anne, in conjunction with Youth workers
6. Di to discuss these developments with Anne and with June Reid.
7. Develop and involve cost centre staff in all developments.

### **Merton's Project approach**

Introduction – John Pateman

Head of Libraries and Heritage Services

[John.pateman@merton.gov.uk](mailto:John.pateman@merton.gov.uk)

This project handbook, produced by the staff of the ReachOut service, signals a significant change in direction by the library and heritage service, in three main respects:

- the project handbook announces that the ReachOut service has arrived and is a fully integrated part of the new Merton Library and Heritage strategy, structure and culture. This new strategy is based on community development, economic regeneration and lifelong learning. The ReachOut service is taking a lead role in community development, but also has an important part to play in economic regeneration and lifelong learning.
- the ReachOut service is playing a vanguard role in the new structure. Equal in power and status to all the other library and heritage services, Reachout staff are spreading good practice in terms of reaching out to the community. They are helping libraries to connect with their local communities and to encourage community involvement in all aspects of library services. They are also contributing to strategic goals and targets such as community events in libraries and increasing the % of the Merton population who are active service users.
- The project handbook is an important example of cultural change in Merton libraries. The project approach is a new method of service delivery and allows flexibility of approach and a rapid response to changing needs. The handbook documents this approach and acts, in part, as a training manual to build staff awareness, skills, competence and confidence in delivering outreach services and engaging with Black communities

So this project handbook is more than just an account of the many activities that the ReachOut service has been involved in since it

was established in April 2000. It is evidence that the ReachOut service is taking a pro-active approach to identifying and meeting needs and tackling social exclusion. ReachOut staff have become advocates for the communities they work with, helping them to solve problems and improve the quality of their lives.

The importance of this work has been recognised outside of Merton and, in the first year of their existence, the ReachOut service has been shortlisted for a major national award – Libraries Change Lives – in recognition of their work with asylum seekers and refugees.

As the ReachOut service develops, so will this projects handbook. Projects will come and go in line with the changing needs of local communities. This handbook will help to record and document these developments and serve as a historical record of how Merton libraries really have changed lives.

^^^

### **Setting the scene – Shiraz Durrani**

*The Community Outreach Projects Handbook* serves a dual purpose. It is a working tool for staff to understand and apply the Projects approach, which is a departure from “normal” public library work. It is being used in Merton to ensure that changes are implemented in every aspect of library work – policy, resource, culture and work practices. It is meant to show how to set up and manage projects. While it is not a theoretical piece of work, it is based on management theories which inform the actual work on projects. The *Handbook* summarises the experiences so far. It is a living document that will grow and evolve as we develop. It is thus a guide for project co-ordinators, project teams, managers and all staff who will increasingly be involved in project work.

At another level, the Handbook aims to get active participation in library work from the communities we serve. At the same time, it is a marketing tool taking the message of change to all stakeholders – especially users and potential users of library services. We hope that this approach will encourage greater involvement in deciding what projects are needed and how they are delivered.

We welcome the views of library and Council staff, and members of community on the contents of the *Handbook*. We look forward to greater involvement by all in project work. The Project approach ensures that the service delivered is a joined-up Council service, not just a library service. It also makes it possible to work in partnership with people of Merton. We propose to make this possible in a number of ways:

- Making the Handbook a working tool for Project teams

- Using it as a management tool within the Library & Heritage Services. It will form part of the *Strategy, Commissioning and Scrutiny Manual*
- Holding lunchtime seminars for Council staff so that projects are developed as part of Council services, rather than as library projects in isolation. This has already happened in the current projects to greater or lesser extent.
- Open up the projects to scrutiny at forums with users and potential users. A start is being made when project co-ordinators will introduce their projects at the Library and Arts Forum for Ethnic Minority services (LIFE) meeting on May 18th.
- Progress on projects will be reported in the newly-launched *Merton ReachOut*. The pages of this quarterly publication will be available for all stakeholders. Already in the very first issue (May 2001), a number of community groups have commented on our outreach work.

The *Handbook* reflects work by a number of individuals and teams who have contributed various chapters on the projects they are involved in. The projects have evolved from intensive discussion and debate with stakeholders before they were agreed. This covered not only the method of project work, but also the different elements of the projects. This needed much study and reading, consultations, many meetings, e-mail and telephone discussions, writing and rewriting of project briefs. It has involved much creative effort and lots of hard work – but overall, it was a highly enjoyable and satisfying process which has enriched all those involved.

The success of the projects will be decided by the extent to which the projects make a difference in the lives of people – not on the number of pages that the Handbook runs to. The success will ultimately be judged by the people themselves. We are ready for their verdict, always willing to listen and change so as to meet the needs of those on whose behalf we run a service. We aim to avoid the “common problem” in management identified by McBride and Clark (1996): “All too often, project teams ignore the people who will use the end product. It’s no good producing something that satisfies the team but doesn’t satisfy the customers!” (p.129). We have made it a requirement of all project co-ordinators that their work will be tested at 4 levels before they get a “pass mark”:

- Monthly returns on progress (or lack of) of the project
- Quarterly presentation to senior management team
- Bi-annual presentation to Council staff
- Annual presentations to public consultation forums, such as LIFE.

It is a long process, and we are just beginning.

## National framework

The need for change in public library service has been highlighted by the Government in a number of policy documents. The challenge is to create conditions for change. Our projects approach is one way we are creating these conditions in Merton. It is important to understand why we need to change and the general direction in which we need to change. Some relevant issues are mentioned below.

The Government has emphasised the need to address social exclusion issues in public libraries. The DCMS position is given in its response to the House of Commons Culture, Media and Sports Committee:

The public library standards contain a number of specific references to the promotion of social inclusion. In particular, they stress that a library authority should conduct a community profiling exercise, identify the different segments of library needs and adapt or develop existing services better to meet them. In addition, to help auditors and inspectors judge whether a library authority is planning to provide effective, relevant and improved services, Annual Library Plans will have to include in future local targets for services to socially excluded people, ethnic minority communities and disabled people, as well as for children. (p. vii).

It is in this broad framework that Merton's initiatives need to be seen. Specifically, DCMS also had this to say about Outreach:

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.

DCMS has highlighted two important areas that need to be addressed in libraries: outreach/audience development and libraries as agents of change. This is what the Government expects us to do:

### **Outreach/Audience development**

- Outreach activities should be an integral part of the role of libraries, museums, galleries and archives.
- Libraries, museums, galleries and archives should identify, consult and involve socially excluded people about meeting their needs and aspirations.

- Libraries, museums, galleries and archives should be a local learning place and champion of the independent learner.
- 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.
- 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**

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

In essence our projects approach is aimed at these two important aspects of service which have not been addressed adequately in the past: outreach and libraries as agents of change. But our approach is not merely to "bolt on" outreach as a sideline activity. We aim to make it the very core of our service. This process is just beginning.

### **Why a project approach?**

Merton's review of library services used these principles as a starting point. Since the Review of the Library Service, Merton Libraries have started examining all its policies and practices. The three strategic objectives – community development, economic regeneration and lifelong learning – define everything we do. At the same time, if policies and practices do not serve the needs of Merton people, we question why are we doing them at all and look at new ways of providing the service. The emphasis is on creativity and innovation in everything we do in order to improve services continually, using the Best Value principles of consult, compare, challenge, ...

The Review identified a number of areas where we needed to focus our resources: increased mediafund, provision of ICT services, services to Minority Ethnic communities and people, and increased and relevant opening hours. It is in these areas that we have paid particular attention in the context of the strategic objectives.

One strand of this new approach is empowerment – of Merton communities, of Library staff and managers. Another is working in partnership with Council departments, local organisations, and with other authorities and institutions. The need to reach out to communities and individuals who do not use library services is the central plank of our approach. This meets the government agenda around social exclusion.

Right from the beginning, it was decided to take a strategic approach to providing services to those who are excluded from library services. It started with extensive and intensive investigations, consultation and comparisons about the needs of ethnic minority services. This also met national and local objectives in terms of implementing the recommendations of the Stephen Lawrence Inquiry report as well as recommendations from DCMS in their pioneering document *Libraries, Museums, Galleries and Archives for All*. We also used the recommendations from a number of research projects: Roach and Morrison, and *Open to All?* This gave a theoretical validity to our approach.

April 2000 was an important time for Merton Libraries. The new staffing structure finally became operational. The new ReachOut cost centre started coming to life. Its services to ethnic minorities and outreach were expected to take a life of its own as from September, allowing us a few months to decide on the approach.

We took a zero budget approach: assume there was no ReachOut services in the past; assume all staff are new to this service. What, if any, services should we be providing? How should these be provided? What resources are needed? Who decides on what the needs of the community are? The actual processes of how we answered these questions are to be found in the massive review documents files we have maintained. This Handbook shows how we are implementing the various decisions made as part of the review.

It was in this spirit that we started looking at what and how the newly formed ReachOut cost centre should work. Comparisons with past practices are informative. In the period before restructuring, ethnic minority communities, who make up 20% of Merton's population, were served by one designated post (although all libraries were expected to support this). In contrast, there is now a dedicated cost centre with responsibilities for ReachOut (including housebound and mobile library services). Line management has now been replaced by performance management; central budget holding is replaced by cost centre approach; strict hierarchy and divisions between "professional" and "non-professional" work has been replaced by generic job descriptions and multi-skilling. Perhaps the most important change in the whole service is the

emphasis on long-term planning, outputs and outcomes and overall effectiveness of services.

We decided that the best way to serve the needs of Merton's communities is through a projects-based approach in the ReachOut cost centre. This enables maximum empowerment of staff, users and potential users; it ensures that responsibility is assigned to project co-ordinators; it ensures full support and learning experiences for project teams to carry out the project. It ensures that there is appropriate planning before a project takes off, with resource requirements worked out and agreed. It ensures that a stakeholders-approach is used creatively; it ensures that adequate performance indicators are built into the planning process and that these are regularly monitored.

Projects approach as a management tool (1)

As part of the review of services, Merton Libraries were advised and supported by the Management Research Centre (MRC) of the University of North London, particularly by Prof. Paul Joyce, the Director and Dr. Dean Bartlett, the Assistant Director. They were commissioned to carry out one month long ESF supported staff training programme in May-June 2000, and part of their feedback included suggestions on how to manage change in Merton. A suggestion to use the project came initially from a review meeting with them.

Paul Joyce also undertook the Quality Leaders Project for Black Library and Information Workers (QLP) which was funded by Resource. Paul provided a Discussion Paper for this on "Project Management" which included the following observations:

The usual descriptions of project planning and management can make implementation seem simple and mechanical. As a process, project planning directs the attention of those involved to the following key tasks:

- Clarifying the project's goals
- Identifying project activities
- Allocating responsibility for each activity
- Setting start and finish dates for each activity
- Budgeting for the project

Among aspects that need to be looked at, according to Joyce, are:

- Identifying a person to take responsibility for each activity or sub-activity
- Estimating time needed to complete the activity
- The personnel required to carry it out
- Equipment needed

- Cost associated with the activity.

As part of QLP, Joyce and Dean emphasised the need to use Gantt diagrams to “check out the feasibility and logicity of the scheduling. These diagrams are used to show which activities are planned to take place in which blocks of time ... The Gantt diagram can also be used to select milestones which can be monitored to check whether the project is making its expected progress towards the achievement of its goals.” (Joyce 2000)

Joyce mentions the key characteristic of a project as follows: “In effect project management sets up a temporary organisation alongside the organisation's normal operating organisation”. He mentions some other helpful pointers:

- Effective project management seems to require a strong emphasis on those responsible for activities having regular meetings at which they report to the project manager.
- There is no doubt that a project organisation and project plan together provide an implementation structure. This formal framework creates a context within which those committed to implementation must continue to advocate for change and maintain the momentum so far achieved by the coalition which favours the implementation of the strategy.
- The project planning and management creates forums for discussion and problem solving. It must also be capable of coping with conflicts of interests and the negotiations of compromises that may arise during any important strategic changes.

Prof. Joyce concludes by making an important point that relates to the fundamental aspect of using the project management approach – the aspect of implementing change:

The political aspects of implementing change can be lost sight of in the discussion of Gantt diagrams, critical paths, and corrections to any deviations from the project plan. The informal aspects of project planning and management, which focus on problem solving and conflict management, are probably very important influences on whether a critical mass inside the organisation develop[s] new sets of expectations and understandings. It is important to legitimise the post-change situation, and ensure new roles and procedures become stabilised and institutionalised.

Projects approach as a management tool (2)

McBride and Clark (1996) provide some useful guidelines on project work. Some useful ideas are given below:

### **What is a project?**

- They have an objective that must be achieved.



- They have a beginning and an end, with a deadline for completion.
- They require the co-ordination of different people and multiple activities.
- They must be capable of being planned and controlled.
- They focus on events outside the normal stream of daily activity.
- They create change.

### **Benefits of project-based working**

The main benefits of project-based working are:

- Problems are solved quickly, because the right people are assembled to focus on an issue and work towards resolving it.
- There is greater flexibility, as resources are brought to bear on separate activities and then released for other tasks.
- Constant feedback is generated about the latest problems to be identified, and the progress made towards solutions.
- Expertise is spread around an organisation as project team members move on to new tasks, sharing their experience in planning, organising and implementing new ideas.

### **Project leader checklist**

Here's a checklist of some of the vital tasks for a project leader:

- Objectives
- Resources
- Organisation
- Team members
- Communication
- Overview
- Monitoring

### **Project procedures**

The project approach allows staff to initiate and develop projects whose needs have been established in consultation with communities. In the long run, these projects will be handed over to relevant libraries, leaving the ReachOut staff to make more connections with communities and develop new projects which meet new or previously unidentified needs which libraries have identified as part of their community profile and community needs-analysis.

As a borough-wide service, ReachOut needs support and input from all Library managers and staff, especially the ones identified by libraries as their representatives for ReachOut work.

Each project has a Project co-ordinator who will have the overall responsibility for the project. Initial meetings are helping to identify the need for each project. Once the project has been agreed, the co-ordinator will have freedom to implement the project as they see appropriate. Each project co-ordinator will then work out project

details such as: establishing a need; background; resources needed; stakeholders list; outreach and other activities needed; role of site representatives on the project; consultation process; marketing the project; funding opportunities; learning opportunities needed for project team; e-government aspects and ICT requirements; equality and social exclusion aspects; time scale, etc.

Each co-ordinator will write a monthly report on the progress of the project, do a report/presentation to SCS on a quarterly basis and will present a progress report to Council staff at lunchtime seminars. There will also be an annual Project Evaluation Day when project co-ordinators will report on the projects to community members and other stakeholders.

Equalities Action Plan – Liz Smallwood

[Liz.smallwood@merton.gov.uk](mailto:Liz.smallwood@merton.gov.uk)

The Equalities Action Plan is a plan, currently under development, which will act as a reference point for equalities issues in the delivery of Merton Library and Heritage Services.

The process of identifying, and taking action on, issues relating to equalities in libraries, was begun at the review of library and heritage services when a Workgroup report on Equalities was produced and public consultation on this was undertaken. One result of this process was the establishment of the ReachOut cost centre, which aims to mainstream issues of race/minority ethnic equality in library service delivery. This cost centre has been very successful in developing links with black and minority ethnic community groups and engaging them in a process of consultation around library services, which has been used to inform service direction.

However, this is only the beginning of the process. Working in partnership with Haringey and Kent, Merton Library and Heritage Service aims to identify and mainstream other areas of inequality in library service delivery. Although committed to the elimination of social exclusion in the library service, Merton LHS recognises that social exclusion and inequality are not always the same thing since not all equality issues can be considered under the umbrella of social exclusion. MLHS is developing an Equalities Action Plan, therefore, to ensure that not only does the service it provides tackle social exclusion issues but equality issues also. The aim of MLHS is to have a truly democratic library service. By mainstreaming equalities issues in this way it is hoped that this can be achieved.

### **Establishing a need: the Setting up of LIFE**

The Review of Merton Libraries and Heritage Services has been a two-year process. One of the major aims was to redress the imbalance in meeting the needs of some sectors of the community. It was felt that under the old system, we were not keeping up with new needs, and the whole staffing structure has been changed so as to meet these needs. Everything must now focus on three strategic objectives: community development, economic regeneration and lifelong learning. A new ReachOut cost centre has been created, incorporating the existing mobile and housebound services. Staff have been recruited for this department.

Some outreach work had already been undertaken at this stage, with regular visits to some South Asian and Chinese communities established. A thriving Asian Women's Group met at Mitcham Library, an African and Caribbean Reading Group was established through work with African and Caribbean communities and MACO (Merton African Caribbean Organisation). Contact had also been made with Asylum Welcome, with regular visits in the pipe-line.

It was felt that Outreach work is as much about finding out what goes on in the community, sharing this information and learning from it, as it is about issuing material and service delivery, though this is obviously important as well.

As part of the new approach, two things happened:

- Staff work groups were set up in 13 areas including BME Services, Equality and Outreach. These gave staff views on service direction and improvement.
- These staff reports were presented at public meetings to exchange views. The one covering ReachOut as well as other services was on 10 April 2000. A suggestion was made that we hold a separate meeting to look at services to Black communities in detail.

With this in mind, it was decided to set up a regular forum, with all ethnic minority communities invited to attend. The first was arranged for a Saturday morning, the time favoured by those present. It took place at Morden Library on 20 May 2000.

At this meeting, the need for such a forum was established, to act as a community/library consultation body to improve Library and Heritage services to Black and Minority Ethnic communities. A name for the group was discussed. Heritage/Library and Services Manager, Sarah Gould's suggestion LIFE (**L**ibrary **F**orum for **E**thnic **M**inority **S**ervices) was accepted by all present. LIFE had officially been launched.

## LIFE Meetings

Meetings are held every two months. Ideas raised at these meetings are minuted, with an action list included at the end, with names of people to action where appropriate. Those that can be dealt with at a local level are taken on board as quickly as is viable, while those needing further action/sanctioning are taken to Strategy, Commissioning and Scrutiny meetings for consideration at a higher level. All action taken will form part of the monthly reports from the ReachOut Cost Centre LIFE Co-ordinator (Di).

It has been felt that not enough communities are represented on the LIFE forum, despite invitations and previous minutes being sent to over 30 groups. Community members felt that the scope of the meeting needed to be extended to include Arts, and it was agreed to invite Ethnic Arts and Community Development Officer Iqbal Husain to attend future meetings. The name was changed to the Library and Arts Forum for Ethnic Minority Services (LIFE). A change of day was suggested – a weekday may draw in a few more people from groups such as MACO, as well as being easier for council staff. This has been tried with mixed results.

On a suggestion made by members of the public during a Black History Month event, the meetings have been moved to 6.30 in the evening, with a different library hosting each meeting. The first half hour is to consist of a tour of the library, with staff on hand to answer questions and attend the meeting afterwards. The first of these has taken place – at Mitcham Library on 24 November 2000. It was a great success, with a larger number and wider range of participants. Overseas members added a new element, with three Librarians from America, Ethiopia and Sierra Leone sharing their experiences with those present. Discussion was lively and far ranging, with many good ideas put forward. This seems to be a winning format, and one we shall stick to for as long as it remains popular.

Minutes are circulated to all attendees, community groups and other contacts on our mailing list. They are sent to all Library and Service Managers/Site Managers/Site outreach representatives with a list of action needed, together with an invitation to attend future meetings and enter into a dialogue about concerns and implementation. By keeping library staff at all sites informed of needs and requirements, they can take on board these commitments and follow them through. As LIFE co-ordinator, Di will ensure that this follow-up work is done. Minutes are also sent to the Library Association.

## Future role of the Group

It is felt that the group needs to continue. Indeed, it is getting larger and more vocal, with more African and Caribbean members

(originally there were none). Present library users can be consulted in order to help make community connections. The group is seen as a means of empowering communities, rather than decision making on its own. Young people need to be targeted. The libraries' job is to take the ideas raised on board. They must fit in with communities' interests and tailor services accordingly. Each library needs to promote LIFE among its current and potential minority ethnic communities, with site representatives reporting regularly to the Project Co-ordinator. The group has to be a self organised one advising the Libraries and Heritage Services on needs of the Ethnic Minority communities.

#### BME Services from libraries

1. Staff in all cost centres will be expected to take ownership of and develop ReachOut services within their own libraries. They must become fully involved in buying/keeping up their own stock, take a pride in its display, choice of material and community outreach. Staff from the ReachOut Cost Centre will visit each library to identify space, involve staff, provide support so that they meet their requirements, make sure they meet their commitments to reach out to Black and Minority Ethnic communities.
2. A rota will be established for staff from the Cost Centre to visit each of the library sites to talk to members of the public, answer questions, take note of recommendations, complaints and requests. Notices and handbills need to be prepared well in advance. Staff at the libraries must do their part in publicising these visits, including this in their marketing strategy. The ReachOut Cost Centre will liaise with them to set up the first visit at a mutually suitable time. Di will visit Wimbledon, Raynes Park and West Barnes Libraries, Shanthi will visit Mitcham and Donald Hope, Michael will visit Morden and Pollards Hill.
3. All staff in all libraries are to be encouraged to publicise LIFE to members of the community, either during outreach or front line service. A leaflet will be produced to help with this, plus other long-term marketing. Greater promotion/involvement is needed from staff and from the community.

#### Refugee Resource Collection and Service – Di Reynolds

##### Establishing a need

The Library Services organised the lunchtime seminar for Council workers in February 2000 on the theme of "Community Development: Libraries tackling Social Exclusion." At this well attended seminar, a need was felt for a forum to address needs of refugee communities as well as for looked after children. It was decided to set up a Refugee Resource Collection in Merton Libraries. The collection is a joint project between Library and Heritage Services, various Council Departments and organisations working with refugee communities (see stakeholder list at end of document).

Two meetings were held on 10 and 12 May 2000 with representatives from Asylum Welcome, Education (Social Inclusion Services), Ethnic Minority Achievement Centre and Libraries. At these meetings, the need was confirmed by all for a Refugee Resources Collection and Service, which has to be quickly available, easily seen and welcoming. A long-term commitment is needed. We have to be able to cover future needs as and when they arise. It is a service as well as a collection that is needed.

Two further meetings were held on 14 July and 10 November.

### Background

The major languages spoken by refugees in Merton were identified by Asylum Welcome as:

Albanian	French	Portuguese
Spanish	Amharic	Kurdish
Russian	Tamil	
Arabic	Lithuanian	Serbo-Croat
Urdu		
Czech	Polish	Somali

with the populations spread throughout the borough rather than in concentrated pockets.

Figures supplied by the Ethnic Minority Achievement Services (EMAS) covering refugee children placed in Merton schools are as follows, with two years quoted for comparison. In most cases the figure is rising, some dramatically. Figures are not available for Spanish or Urdu (it being difficult to estimate the percentage of refugees) or for Lithuanian or Portuguese. This could be accounted for by either a high percentage of adults from these language groups or a recent influx since the 1999 school figures were compiled.

Providing dictionaries in these languages in all libraries was felt to be an important first step. Kurdish is a particular language gap. General educational and recreational books are needed, but initially access to English language tapes, material on customs, cookery, everyday practices, etc. to promote social inclusion. Tape recordings/videos in different languages providing information – how to go about getting jobs, housing, knowing your rights, etc. – would prove invaluable. (Maybe funding could help with this; if a project is thought through and a concrete presentation is made, funding is often available).

Asylum Welcome has a drop-in centre at Queens Road Church, Wimbledon on Wednesday afternoons. Liaising with Christian Care, they provide a wide range of help, from the practical – supply of food, clothes, pots and pans etc., help with school placements,

education, housing, etc. – to the equally important moral support, giving a centre where people can come and feel welcome, meet others from the same background, offer support to each other, etc.

It was felt that the Library Service could play a part here. By visiting the centre and meeting people there, library staff could make one-to-one contact with new members of the community and promote our services to them. We could supply dual and single language books, provide information in different forms on basic rights, read to children, organise events both at the Centre and in the library, arrange visits to the library and listen to the needs of users. (At this stage, it was suggested that Di Reynolds and Shanthi Ahilathirunayagam might be the staff to make these visits, together with a member of staff from Wimbledon Library)

Community Visit Programme – Shanthi Ahilathirunayagam  
[bme.outreach@merton.gov.uk](mailto:bme.outreach@merton.gov.uk)

### **Establishing a need: the setting up of community visit programme**

The Community visit programme is a form of outreach work has been in place for a number of years in Merton. However, in recent years it has been extended to provide further services to the public, particularly to those whose needs had not been met fully by the library services. This programme was developed in conjunction with the Government's national initiative to tackle social exclusion. The aim was to create a service which emphasised the needs of the local community in its service provision. As a result of the review of Merton Libraries and Heritage Services, three strategic objectives were developed, namely: Community Development, Economic Regeneration and Lifelong Learning. A new ReachOut cost centre has been created which incorporated the existing mobile and housebound services. Staff were recruited and a separate budget was allocated for the BME outreach department.

The outreach work was to incorporate an exchange of information on what goes on in the community and learning from it as well as issuing materials and service delivery. The new approach resulted in:

- Staff work groups were set up in 13 areas including BME Services, Equality and Outreach. These gave staff some autonomy over service direction and improvements.
- These staff reports were presented at public meetings to exchange views. The one covering ReachOut as well as other services was on 10 April 2000. A suggestion was made that we hold a separate meeting to focus on services to Ethnic Minority communities in more detail.

## Background

In the past outreach work was aimed at the local ethnic minority communities and were mainly in the form of providing materials (book, audio, videos etc) in the various South Asian languages, as well as a small Chinese collection. The current programme builds on the success of this and continues to target the ethnic minority in Merton and adapt provision to meet the group's changing composition and needs.

I am currently involved in the following activities:

### Asian Elderly Group

The group consists of 60-70 members who are of retirement age. They meet at John Innes Centre in South Wimbledon. I visit them every third Monday of the month, taking materials requested by the members. My involvement in this activity has resulted in the recruitment of 45 members to the Merton Library Service. The outcomes of my visits are as follows:

- Increase in membership
- The increasing demand for Tamil books and videos has resulted in securing a larger budget.

There is an increase in awareness of the library services and this is evident from the large number of readers attending events such as Diwali and Eid.

### North East Mitcham Community Centre

I visit the playgroup and the Mother and Toddler group every Tuesday. The members are mostly of Indian, Bosnian, Sri Lankan and Pakistani backgrounds. Many of them cannot speak English at all and this factor is a major obstacle for them. The mothers whilst keen to use the library, lack the confidence to do so as a result of their language barrier. It was also evident they were unaware of the full range of library services available to them. Thus, in attempting to overcome these issues and raise their awareness of the library services, I visit the centre once a week to promote our services and to obtain feedback from the users. I also take a selection of materials, which they could borrow as members. To coincide with this programme, I organised a story-time at Mitcham Library, to which seventy people attended, and many of who are now regular users.

Outcomes of my visit are:

- Increase in membership.
- Increase in the number of issues
- Increase in the stock in order to meet the growing demand.
- Many of the mothers have gradually started to bring in their children to the library and many of these children took part in the Summer Reading Scheme.



### Chinese Community Group

I initially visited this group in the Youth Centre in Middleton Road, Morden. From my visit it was evident that many members of the Chinese community were unaware of the Chinese collection at Mitcham Library and were travelling out of the borough for materials. As a result of my initial outreach work, the group now holds its meetings in Mitcham Library hall once a month. This has a number of positive outcomes:

- Better understanding of the needs of the Chinese community which is particularly useful when choosing materials for the Chinese Collection.
- Increase in membership and issues.
- Increase in demands leading to a larger budget for the Chinese collection.

### Woodland Day Centre

This group included a number of ethnic minority members who have mobility problems. Bulk loans of books are supplied every 4 months. Regular phone calls are made to determine when supplies are needed.

### Individual Housebound Readers

This service is for individuals who have no means of access to the library. Those who require books in English are visited by the existing housebound rounds. At present there are two clients who are visited every month; one requires books in Urdu and the other is supplied with Gujarati materials.

### Ebony Care home

This is a foster home where some of the members do not speak English as their first language. Through my visits I promoted the Library Services and encouraged the children to use the library. I no longer visit them as they are making full use of the library.

However, in August 2000 I visited the home to act as a translator for a newly arrived Tamil member.

In attempting to promote a community orientated library service we organised events to celebrate the diverse culture in the local areas. To date we have celebrated the Chinese New year, Diwali, Eid, and have held various other family events, including an evening entitled "Under the Winter Sky" which included poetry and short stories by Leone Ross and African and Spanish rhythms.

### Plans for the next six months

- Arrangements have already been made to set up a liaison programme with Gorrington Park Middle School to identify the needs of the ethnic minority children in the school. The initial meeting is with year 4 on 5/2/01, and will be followed by a

further meeting in which parents will be invited to raise any issues that they may be concerned with in relation to their children's education, and how the library may be of help. I also plan to follow this up with other local schools.

- My visit on the 16/01/01 to North-East Community Centre, Mitcham, revealed that the current members of the Mother and Toddler Group are at a disadvantage as a result of language barrier. Thus, they are not fully aware of the facilities that are available to them and how to seek help where necessary. In an attempt to deal with some of these issues I plan to work in collaboration with out-reach worker, Arif, in organising English classes to be held at the Centre. Furthermore parents are to be made aware of the story-time facility at Mitcham library which is held every Monday at 2.15 pm.
- In light of the request for bilingual books for the Northeast Community Centre by Paula Robinson (play group leader), I plan to extend on this by also introducing bilingual materials in the reading schemes held during the school holidays at the libraries.
- An after school reading group is also planned, to be held initially at Mitcham Library. Once established this will be handed over to Mitcham staff. This again promotes the library services new role in which it expands its scope in service provision through projects such as outreach work.

^^^

*Merton Library & Heritage News*

## **Library & Heritage News**

July 2001

### **New appointments**

I am delighted to announce that we now have a full team of Library and Service Managers. The new appointments are :

- Di Reynolds - Pollards Hill/Community Development
- Liz Smallwood – ReachOut (ReachOut services)
- Manny Manoharan - West Barnes/Staff Development
- Raihana Ahmad - Mitcham/Marketing (job share with Dabinder)

### **Annual Library Plan, 2000**

The Annual Library Plan (ALP) has passed the scrutiny process. The preparation involved a lot of hard work at sites and at SCS. Work on the next year's plan will start in September. SCS would like to thank all those in Libraries and the Department as a whole in helping with the planning process and in supplying information for the Plan.

Thanks to Di for volunteering to be on the ALP working group and taking on tasks. Thanks also to Liz who provided essential overview and support during the whole process. SCS also appreciates all the

hard work from all staff who make the actual service a successful one. Without their work and commitment, the ALP would remain just a paper document and not a planning and service development tool.

### **Cost Centre Management**

From 1 July 2001, all library and heritage services will become cost centres. This means that they will be responsible for managing their own local budgets. This was a recommendation of the Audit Commission Report "Due for Renewal" and a requirement of the District Auditor's action plan for Merton library and heritage service.

### **Site Development Visits**

SCS has reviewed the first round of Site Development Visits and decided, on this experience, to make these Visits annual rather than six monthly. The remaining visits from Round one will be made over the next few months and action plans from each visit will be drawn up by SCS and Library Managers. Round 2 will begin after the post of Site Manager (SCS) has been filled, as the monitoring and evaluation role of this post is crucial to the SDV process.

### **Competencies**

These are also on hold, pending the introduction of competencies across the Council. The reassessment of Library and Service Managers will be completed and feedback given to each manager. We will then wait for details of the corporate scheme before cascading the system to Site Managers and other levels of staff.

### **AV review**

The second meeting of the AV review has been held, with the input of Frances Hendrix (former Director of LASER) as our critical friend. The review is looking at the definition and purpose of AV resources and the need for a more integrated approach. We will have a good opportunity to pilot this at Morden when we integrate the AV collection to make room for a Council One Stop Shop, planned for autumn/winter 2001. The Internet Exchange Centre will move into Morden Lending and be combined with a Learning Resource Centre for Council staff.

### **Race Audit**

One of the recommendations of the Stephen Lawrence Scrutiny Review, "The past we inherit, the future we build" was, "to undertake an audit, using the CRE Race Equality Standards, and commit itself to reaching the CRE Standard Level 3 by 2003, undertake a race audit every 2 years and commit Merton Council to aspire to the level reached by the top 25% local authorities who have adopted the Standard".

The Council has started the Audit – look out for the first issue of DELL's Race Audit Newsletter which gives details about the audit. Library and Service Managers will be contacted shortly by a member of the DELL Race Audit Team (Shiraz is a member) for an appointment to discuss the Departmental Race Audit. The CRE Standards are included in our Goals and Targets for this and following years.

### **BV Review of Opportunities for Older People**

Shiraz has asked all cost centres to submit further information for the above BV Review. The BV Review team under Diane Bailey is finalising a report for Members with information about services we already offer to older people, volume take-up, charges/costs and their opinion of them. In addition, the report will contain information from us on how we can take forward the issues/opinions expressed by older people in Merton as part of an extensive consultation exercise. Each cost centre is expected to include some improvement in service for older people in their SIPs. Liz Smallwood is co-ordinating the Library Services to Older People project. Please contact her if you wish to be involved in this.

### **Visitors**

On 2 August, Ms Chitra Swarnalatha, library assistant with Sri Lanka National Library and Documentation Services Board, will be visiting Merton as part of a Book Aid International visit. Shanthi will be taking her to the John Innes Community Group visit in the morning. In the afternoon she will be meeting with Shiraz and possibly other members of SCS to discuss Merton Library Service's approach to tackling social exclusion and the strategic direction taken by MLHS. If you are interested in attending, the meeting will take place at the Civic Centre at 2 pm, room to be confirmed.

A similar meeting will take place on Monday 6th August with two members of staff from Brighton and Hove (it wasn't possible to combine the two). They will be attending a community group visit with Liz and Shanthi in the morning and will have lunch at the Civic Centre and meet to discuss Merton's strategic approach in the afternoon. (Liz Smallwood)

### **Travellers Collection & Service**

Travellers are recognised as "one of the most severely educationally deprived sections of the community ... In addition to the problems normally associated with lack of basic skills, Travellers often experience prejudice and discrimination from the settled community making it even more difficult for them to get services they need" (Save the Children: Reaching Travellers).

Our project is a joint one between Sutton and Merton Libraries. It received funding from the DCMS/Wolfson Public Libraries Challenge

Fund in July 2000. The project aims to create a resource collection that can be used in partnership between Sutton and Merton Libraries and Sutton and Merton Traveller Education Service. It is an outreach programme working with Traveller communities living in the two boroughs. There are about 75 school-age children with several more older and younger siblings and their extended families currently residing in Sutton and Merton, predominantly Irish Travellers.

The initial aim of the project is to create a materials resource that includes books, jigsaws, toys, and adult basic skills materials that the partners can draw on in outreach work through mobile libraries with settled Traveller communities or with mobile travellers as and when they arrive in the two boroughs. The service is aimed at both adults and children. It will also provide material for libraries in the two boroughs aimed at non-Traveller population. Included is also a staff training programme to be provided by the Sutton and Merton Traveller Education Service.

The Mobile Library visits the Traveller site at Brickfield Road every other Friday between 3.45 pm. and 4.30 pm. There are 24 travellers registered with the Mobile Library and 10 children visit regularly. They are aged between 3 and 15 years of age. They are generally very enthusiastic about the service and about borrowing. Occasionally a parent borrows books from the Mobile Library but it is mostly children from the site who use the service there. Both adults and children like to borrow videos as well as books but our stock of videos is limited. The type of material borrowed tends to be very similar to the junior books issued at other stops i.e. junior paperbacks, some junior non-fiction, for help with school projects etc and U classified videos. (Libraries do not allow children to borrow videos on a child's ticket. On the Mobile Library, we allow children to borrow U classified videos).

Statistical records indicate that the number of items issued at each visit corresponds directly with the number of visitors. This may seem like an obvious statement but, at some stops, 2 people may generate 10 issues. However, at this stop, if, for example, 7 people visit, then the issues will be about 7. The children at the site who use the service would like to see more "Traveller" orientated books eg books on horses/fairs, etc. Once the Traveller collection is catalogued, we should be able to satisfy this request. (Liz Smallwood)

### **Alison and Shanthi – good role models**

As we celebrate the "Libraries Change Lives" Award for the Refugee Resource Collection and Service, it is worth looking at the first steps that made the award possible. Alison Townsend developed the first contacts with Asylum Welcome when she was at Wimbledon Library

and designed the first draft of the “Welcome” handout. Shanthi Ahilathirunayagam developed links with refugee and other communities even before the ReachOut cost centre came to life. The strength of their work enabled Di and her team to apply for and win the award. Team work lives!

## Three questions – biggest challenge to LIS in Britain

38

*In information sent to Sweden, you describe the formation of the Diversity Council as a historical event. Why?*

There are a number of levels at which the formation of the Diversity Council is an historical event. Black and Minority Ethnic workers have struggled for a long time to get their managers, the profession, employers, and local and central governments to take serious action and address discrimination within the information field. Part of the reason for lack of progress was the fact that a number of different groups were working on their own, or with minimal co-operation and so failed to make a national impact. With the coming together of the four main groups<sup>39</sup> as the Diversity Council, new possibilities have been opened up under a united strategy, action plan and aims.

At another level, the Diversity Council opens out the possibilities of other oppressed groups joining in, in an even larger movement. Such areas include oppression on ground of class, gender, sexuality, disability etc. Much work has been done recently in the field of "social exclusion" and the Diversity Council can help to focus action along all these fronts.

At the same time, for the first time, the Library Association has been very supportive of this initiative and it is hoped that the Diversity Council will be recognised as a Library Association Group, thus "mainstreaming" an area of exclusion which has previously struggled outside the professional organisation. Meaningful contacts have also been made with the Black Caucus of the American Library Association, which is providing valuable experience in organising and solidarity work.

*What is, briefly, the situation for librarians in UK with a third world background?*

Their marginalisation, powerlessness and discrimination is reflected in the fact that out of 25,000 members of the (British) Library Association, only 286 are from African, Caribbean or Asian backgrounds and only 3 of them earn more than £27,000 p.a. At a recent meeting on Annual Library Plans, the lack of Black librarians

---

<sup>38</sup> *bis* No. 1, 2001 Three questions from *bis*, the journal of the Swedish organisation, Bibliotek i Samh. Answers by Shiraz Durrani 8 April 2001

<sup>39</sup> The organisations that form the Diversity Council are the African Caribbean Library Association (ACLA), the Asian Librarians and Advisers Group (ALAG), and Race and Class Group (RCG), SPICE (Specialist Provision in Community Languages and English). Also expected to join is the Chinese Library Support Group.

was glaring; this is true also among senior LIS management generally, among ranks of the Library Association Councillors, at ALCL (Association of Chief London Librarians) and at the Society of Chief Librarians (SCL). All this indicates a lack of input from Black librarians in the planning process itself. They remain outside the power structures that decide on policies, resource allocation and service delivery.

At the same time, workplace discrimination places additional pressures on majority world librarians who, in most cases, have to survive extremely oppressive work environment where they do not receive the same support, information, training or experience that non-majority world library workers receive. In many cases, workplaces are run by dictatorial white managers whose main interest seems to be to maintain the power *status quo*.

Following the publication of the Stephen Lawrence Inquiry report, it has now been recognised that institutional racism exists widely in Britain. Libraries are no exceptions. While new legislation makes it a requirement for all public authorities to address institutional racism, it remains to be seen how much meaningful change will be made in LIS.

<i>Which is, in your opinion, the biggest challenge to LIS in UK?</i>
---

A number of major social, economic, and technologic forces are changing the world of information in Britain today. The forces of corporate globalisation are breaking old relationships and creating new ground rules that favour corporate profit. New moves from the WTO to "corporatise" services, including information and education, create yet more challenges. The exploitative forces that have affected information in the majority world for decades are now doing similar damage in Britain and other industrialised countries. New technologies provide new possibilities to solve many social and economic problems, but, in the wrong hands, they also carry the danger of further marginalizing majority of working people who have traditionally remained outside the remit of "public" information services.

While people all around the world, and in Britain too, are organising to face these challenges with a powerful international movement of people's globalisation, it remains to be seen if the British LIS profession joins the progressive forces or not. Change is always brought about by a minority, and signs of these in LIS are activities of organisations such as Information for Social Change, LINK, and the Diversity Council, among others. Many senior managers controlling the direction of British libraries as well as the Library Association have yet to indicate their stand in harnessing the positive aspects of the new technological and social forces in the



interest of serving the needs of the excluded working people. Thus the biggest challenge to LIS is to make itself relevant to the majority of British people and move out of the 150-year old tradition of "the middle class running information services for the middle class". Success will be measured on the basis of a real shift of power from a minority white, usually male, middle class to a representative and diversified majority of working people.

## References

- CRE (1995) *Racial equality means quality; a standard for racial equality for local government in England and Wales*. London, CRE. Revised 1998.
- DCMS (2001) *Annual Library Plans; guidelines for the preparation of plans in 2001*. London, DCMS.
- DCMS (2001) *Comprehensive, efficient and modern public libraries – Standards and Assessment*. London, DCMS.
- DCMS (1999) *Libraries for all: social inclusion in public libraries; policy guidance for local authorities in England*. London, DCMS.
- DCMS (2001) *Libraries, Museums, Galleries and Archives for All: Co-operating across the sectors to tackle social exclusion*. London, DCMS
- DCMS (2001a) *Building on PAT 10: progress report on social inclusion*. London, DCMS.
- Employers Organisation (2000) DETR/Audit Commission's 2000/2001 Performance Indicators that relate to racial equality issues. Accessed August, 2000.
- Fekete, Liz (2001) *The emergence of xeno-racism*. London: Institute of Race Relations.
- Home Office (2001) *Race Relations (Amendment) Act 2000; new laws for a successful multi-racial Britain. Proposals for implementation*. (Home Office website: [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)).
- House of Commons. Session 1999-2000. Culture Media and Sport Committee. Sixth Report (2000) *Public Libraries. Report, together with Proceedings of the Committee, Minutes of evidence and appendices*. London, The Stationery Office.
- House of Commons. Session 1999-2000. Culture Media and Sport Committee. Sixth Report: Public Libraries (2000) *Public libraries: Government response to the sixth report from the Culture, Media and Sport Committee, session 1999-2000*. House of Commons, CMS Committee, Third special report.
- Information for Social Change* (ISSN 1364 694X); <http://libr.org/ISC/TOC.html>
- No. 11 Summer 2000 (Special issue on combating racism in libraries and information services – edited by Shiraz Durrani).
  - No. 12 Winter 2000 (Special issue on services for lesbians, gay men, bisexuals and transgendered people – edited by John Vincent).
- Leicester City Libraries (2000) *Achieving inclusion...Libraries Review 2000*. Leicester: Leicester City Council.
- Library and Information Commission (2000) *Libraries: the essence of inclusion*. London.
- Library Services for Visually Impaired People: A Manual of Best Practice*. (2000). (Library and Information Commission Research Report 76). London: Resource. The manual is also available in alternative forms – Braille, audio cassette, compact disc – and on the web of the National Library for the Blind – [www.nlbuk.org](http://www.nlbuk.org).

- Local government Management Board (1997) *Benefits of equalities performance indicators*. London, LGMB.
- Local Government Management Board (1998) *No quality without equality - Best Value and equalities; the local government best value partnership*. London, LGMB. [Written by Pam Baldwin and Jane Foot for the LGMB].
- McKenzie, Roger (2000) "Artificial divisions". *Morning Star* April 27, p.10.
- Merton Council (2000) *The past we inherit the future we build; the Stephen Lawrence Inquiry – Merton Council's response to the Macpherson Report*.
- Merton Council (2001) Report for Corporate Management Team 15<sup>th</sup> May 2001. Report of the Head of Scrutiny & Policy. Conducting a Racial Equality Audit for Merton Council.
- Museums and social inclusion: A report to GLLAM (2000). Research Centre for Museums and Galleries, Department of Museum Studies, University of Leicester.
- The National Council on Archives (2001) *Taking part; an audit of social inclusion work in archives*. Sheffield.
- Open to all? The public library and social exclusion*. (2000) Vol. 1 Overview and conclusions; Vol. 2 Survey, case studies and methods; Vol. 3 Working Papers. Dave Muddiman, Shiraz Durrani, Martin Dutch, Rebecca Linley, John Pateman, John Vincent. London: Resource: The Council for Museum, Archives, and Libraries. ISBN 1-902394-49-6. ISSN 1466-2949.
- Palmer, Sarah (2000) *One year on: A review of local authority responses to the LGA, EO and IDeA's initial guidance on the Stephen Lawrence Inquiry*. (June, 2000). London, LARRIE.
- Race Relations (Amendment) Act 2000; new laws for a successful multi-racial Britain; proposals for implementation. (2001) Home Office Communications Directorate.
- Resource (2001?) *The Disability Directory for museums and galleries*. The full text is available on the Resource web site – [www.resource.gov.uk](http://www.resource.gov.uk).
- Resource (2001a) *Building on Success; an action plan for public libraries*. . [www.resource.gov.uk](http://www.resource.gov.uk) Accessed 28 July 2001.
- Resource (2001b) *Information and communications technology and the development of museums, archives and libraries; strategic plan for action*. London, Resource, the Council for Museums, Archives and Libraries. [www.resource.gov.uk](http://www.resource.gov.uk) Accessed 28 July 2001.
- Resource (2001c) *Using museums, archives and libraries to develop a learning community; a strategic plan for action*. London, Resource, the Council for Museums, Archives and Libraries.
- Roach , Patrick and Morrison, Marlene (1998) *Public libraries, ethnic diversity and citizenship*. British Library Board, RI/G/328. Centre for Research in Ethnic Relations, University of Warwick. ISBN 0 948303 74 3.

Social Exclusion Action Planning Network *Newsletter*. The latest issue is No. 26 (June 2001).

Social Exclusion Unit (2000) *National strategy for neighbourhood renewal: a framework for consultation*. London, SEU.

Social Exclusion Unit (2000a) *Minority Ethnic Issues in social exclusion and neighbourhood renewal; A guide to the work of the SEU and the Policy Action Teams so far*. London, SEU.

Social Exclusion Unit (2001) *Preventing social exclusion*. London, SEU. [www.cabinet-office.gov.uk/seu/2001/pse](http://www.cabinet-office.gov.uk/seu/2001/pse)

The SEU reports published to date including **Policy Action Team Reports** published by the SEU (accessed 29/07/01)

- Preventing Social Exclusion (Published March 2001)
- Consultation Report on Young Runaways (Published March 2001)
- A New Commitment to Neighbourhood Renewal – National Strategy Action Plan (Published January 2001)
- National Strategy for Neighbourhood Renewal – Policy Action Team Audit (Published January 2001)
- *Bridging the Gap: New Opportunities for 16-18 Year Olds not in Education, Employment or Training*. (Published July 1999)
- *Bringing Britain Together: A National Strategy for Neighbourhood Renewal*. (Published September 1998)
- *Rough Sleeping* (Published July 1998)
- *Teenage Pregnancy* (Published June 1999)
- *Truancy and School Exclusion* (Published May 1998)
- Summaries of all SEU reports.
- *Review of the Social Exclusion Unit* (Published December 1999)
- National Strategy for Neighbourhood Renewal. Policy Action Team report summaries: a compendium.
- Minority Ethnic Issues in Social Exclusion and Neighbourhood Renewal - A guide to the work of the Social Exclusion Unit and the Policy Action Teams so far. (Published June 2000)
- A Report by Policy Action Team 4
- *Neighbourhood Management* (Published April 2000)
- A Report of Policy Action Team 8:
- *Anti-Social Behaviour* (Published March 2000)
- A Report of Policy Action Team 12:
- *Young People* (Published March 2000)
- A Report of Policy Action Team 16:
- *Learning Lessons* (Published March 2000)
- A Report of Policy Action Team 18:
- *Better Information* (Published April 2000)

Social Exclusion Unit, Summary of reports

- Rough Sleeping
- Truancy and School Exclusions
- Bringing Britain Together
- Teenage Pregnancy
- Bridging the Gap

- Policy Action Team report summaries: a compendium.
- National Strategy for Neighbourhood Renewal
- Policy Action Team Audit - an overview
- Preventing Social Exclusion
- Young Runaways Consultation Document

*The Stephen Lawrence Inquiry: Report of an Inquiry by Sir William Macpherson of Cluny.* (1999) London: The Home Office. Cm 4262-1.

*The Stephen Lawrence Inquiry: Further guidance for local authorities.* LGA, EO and IDeA. Feb. 2000.

*Study Guide: Human Rights Act 1998* (October 2000) London, Home Office. Accessed 28-03-01.

Straw, Jack (2001) Foreword, *Race relations (Amendment) Act 2000; new laws for a successful multi-racial Britain; proposals for implementation.* Home Office Communications Directorate.

TUC (2000) *Black workers deserve better; a review of progress since 1977.* London, TUC. [www.tuc.org.uk/equality/tuc-3060-f0.cfm](http://www.tuc.org.uk/equality/tuc-3060-f0.cfm) Accessed 26-05-01.

Wintour, Patrick (2001) *Bold No.10 idea for tax and school.* *The Guardian* April 27, p.1.

## Some electronic sources



Annual Library Plan:

[http://www.libecon2000.org/\\_vti\\_bin/shtml.dll/country/uk.htm](http://www.libecon2000.org/_vti_bin/shtml.dll/country/uk.htm)

---

The Arts Council of England

[www.artscouncil.org.uk/departments/beiefings/social.html](http://www.artscouncil.org.uk/departments/beiefings/social.html)

---

Better Government for Older People

<http://www.bettergovernmentforolderpeople.gov.uk/>

---



BBC Online Homepage - Welcome.url

<http://www.bbc.co.uk/>

---



Black Caucus of the American Library Association.url

<http://www.bcala.org/>

---



Black Information Link.url

<http://www.blink.org.uk/>

---



THE BLACK PRESENCE IN BRITAIN - Black British History.url

<http://www.blackpresence.co.uk/>

---

CASBAH – The Institute of Commonwealth Studies

<http://www.scs.ac.uk/commonwealthstudies/archives/casbah.html>

---

Commission for Racial Equality

<http://www.cre.gov.uk>

An example of an equal opportunity policy for employers is available to download at [www.cre.gov.uk/about/eopols.html](http://www.cre.gov.uk/about/eopols.html)

---



Campaign Against Racism and Fascism.url

<http://www.carf.demon.co.uk/index.html>

---



Culture, Media & Sport Committee Home Page.url

[http://www.culture.gov.uk/index\\_flash.html](http://www.culture.gov.uk/index_flash.html)

---



UK Department of the Environment, Transport and the Regions.url

<http://www.detr.gov.uk/>

---

Guardian Unlimited

<http://www.guardianunlimited.co.uk/>

---



Home Office Internet Service - home page.url

<http://www.homeoffice.gov.uk/>

---



House of Commons - Culture, Media and Sport - Appendices to the Minutes of Evidence.url

<http://www.parliament.uk/commons/selcom/cmsel.htm>

---

The Home Office Human Rights site:

[www.homeoffice.gov.uk/hract](http://www.homeoffice.gov.uk/hract) ; [www.humanrights.gov.uk](http://www.humanrights.gov.uk)

---

I CARE - Internet Centre Anti Racism Europe

<http://www.icare.to/>

---

Improvement and Development Agency

<http://www.idea.gov.uk/>

---

Information for Social Change

<http://libr.org/ISC/TOC.html>

---

---

Institute of Race Relations  
<http://www.irr.org.uk>

---

LARRIE (Local Authorities Race Relations Information Exchange):  
[www.lg-employers.gov.uk/equal-info.html](http://www.lg-employers.gov.uk/equal-info.html)

---



The Library Association, UK.url

<http://www.la-hq.org.uk/>

---



Library Association Publications.url

<http://www.la-hq.org.uk/directory/publications.html>

---



Local Government Association LGA LGA.net.url

<http://www.lga.gov.uk/>

---



THE LOCAL GOVERNMENT MANAGEMENT BOARD.url

<http://www.global.org.uk/lgmb/local.htm>

---

Mayor of London and the Greater London Authority  
<http://www.london.gov.uk/>

---

Morning Star

<http://www.poptel.org.uk/morning-star/>

---

The National Council on Archives  
<http://nca.archives.org.uk>

---

National Library for the Blind  
[www.nlbuk.org](http://www.nlbuk.org).



---

Progressive Librarian

<http://gort.ucsd.edu/newjour/p/msg02462.html>

---



Public Library Policy and Social Exclusion.url

<http://www.lmu.ac.uk/ies/dmudd/dmudd1.htm>

---

Resource: the Council for Museums, Archives and Libraries

[www.resource.gov.uk](http://www.resource.gov.uk)

---

Social inclusion and libraries - a relevance guide

<http://www.la-hq.org.uk/groups/csg/si/si.html>

---

Social Exclusion Unit : Cabinet Office.

[http://www.cabinet-office.gov.uk/seu/;](http://www.cabinet-office.gov.uk/seu/)

---

Trade Union Congress

[www.tuc.org.uk/equality/tuc-3060-f0.cfm](http://www.tuc.org.uk/equality/tuc-3060-f0.cfm)

---



10 Downing Street - Home.url

<http://www.number-10.gov.uk/>

---

UNISON -- the public service union --

<http://www.unison.org.uk/home/index.htm>

---

United Kingdom Parliament home page

<http://www.parliament.the-stationery-office.co.uk/>

## **Appendix A: List of Working Papers from “Open to All?”**

---

### Theories of poverty and social exclusion (Dave Muddiman)

#### Working Paper 1

“Social exclusion” has increasingly taken over from terms like poverty and deprivation as a term for describing social division. The paper considers social exclusion, and the related term “social inclusion”, and its implications for the public library. It reviews the development of the concept of social exclusion and assesses its strengths and weaknesses as a way of describing social division. Here, it distinguishes between narrower and broader manifestations of the social exclusion idea, with the former suggesting targeted action and the latter a wider social project. The paper then identifies aspects of exclusion in the UK, and links these to the transition from an industrial to a claimed “information” society. The final part of the paper explores implications of the social exclusion debate for the public library, concluding that a wide range of policy initiatives will be needed for libraries to have a significant impact on poverty and inequality.

### Public libraries and social exclusion (Dave Muddiman)

#### Working Paper 2

This paper reviews the history of attempts made by public libraries to develop services for the “disadvantaged” and socially excluded. It analyses in particular three models: the Victorian “working class” public library; the “welfare state” public library of the mid twentieth century and the “community” librarianship of the 1970s and 80s. Overall, it argues that the focus of public libraries on social inequality and division has been patchy and ambivalent and that action in this field has been hampered by a legacy of universal but passive service provision which has favoured the middle class. It concludes by noting, however, that the current context of rapid technological and cultural change provides an opportunity to reconfigure the service, and it urges that libraries prioritise the creation of a socially inclusive “information” society.

### Public libraries and social class (John Pateman)

#### Working Paper 3

The paper argues that there is an intrinsic link between social exclusion and social class, that social exclusion is endemic to capitalism, and that the class system pervades every aspect of society, including library usage. After reviewing different models of social stratification, the paper identifies three main classes, the capitalist class, the middle class and the working class. The focus is

on the latter groups. It is argued that, because capitalism is the root cause of social exclusion and class, social exclusion policies, such as promoting employment, ignore the causes of poverty and inequalities. This means that 'solutions' are short-term and ineffective. It is further argued that libraries themselves are a means of social control and are therefore alien to working class life and rejected by working class people. The paper then examines the literature to support this hypothesis. The paper concludes by identifying various barriers to action being taken, and makes recommendations for plans to overcome these barriers.

#### Literacy, social exclusion and the public library (John Vincent)

##### Working Paper 4

The paper reviews recent research to show the impact of illiteracy on people's lives and its contribution to social exclusion. It considers the background to low basic skills attainment, referring to factors such as class and race. The relationship between literacy and political power is discussed. The paper then considers the situation in the UK, covering the extent of poor basic skills, and their relationship with social class. It describes Government and other initiatives on basic skills issues, such as the National Literacy Strategy. It is argued that lifelong learning and basic skills initiatives could, and should, have an impact on the role of public libraries. However, changes relating to both staff and stock may affect their ability to carry out this role. Children and young people's literacy is considered, and public library initiatives are detailed. The literature review carried out suggests that public libraries are paying less attention to adult literacy. IT literacy is discussed. It is concluded that, although progress has been made in some localities, more work needs to be done. Public libraries are urged to form partnerships with organisations involved in basic skills work, and recommendations for further development are made.

#### Lesbians, bisexuals, gay men & transgendered people (John Vincent)

##### Working Paper 5

The paper argues that although writings on social exclusion have largely ignored LGBTs (lesbians, gay men, bisexuals and transgendered people), they can be socially excluded. It begins by contrasting the cultural acceptance of LGBT images with the reality of discrimination and homophobia. It then gives instances of this discrimination, such as criminal attacks, harassment and legal discrimination, including "Clause 28". The next section of the paper looks at developments in the US and Canada and emphasises progress made within the US library profession. The paper then turns to UK public library services, referring to past research, including the (presently unpublished) Burning Issues Group survey

of public library provision in London. It also comments on the general lack of research on LGBT and public libraries. The effect of "Clause 28" is considered. The paper also suggests that libraries could learn from developments in the field of museums. It is concluded that overall provision for LGBT is still patchy, with little attention having been paid to the needs of LGBT communities. Recommendations for action are made.

### Returning a stare; people's struggles (Shiraz Durrani)

#### Working Paper 6

This is the first of two linked working papers analysing social exclusion at an international level (the second being by John Pateman). It reviews struggles against exclusion and poverty in different societies, emphasising the role of information, and the potential of role of libraries. Social exclusion is described in the context of global capitalism. The process of exclusion is seen as having intensified with the rise of the 'information age.' The paper then looks at resistance to this exclusion. The following examples of the role of information and communications in this resistance are described: film in Chile; video activism; the Alternative Davos; various protest and campaign movements; the Adavasis in Tamil Nadu; political communications in Kenya; the Kurdish people and the Zapatistas in Mexico. Lessons for public libraries are drawn throughout. It is concluded that if libraries are to be relevant to those who are excluded, then information workers need to purposively support people's struggles against exclusion.

### The state, communities and public libraries (John Pateman)

#### Working Paper 7

This is the second of two linked papers reviewing social exclusion at an international level and follows from the critique of globalism in the first paper (written by Shiraz Durrani). The paper applies Miller's "models of communities" and "roles of the state (exclusive diversity; voluntary inclusion; required inclusion; and inclusive diversity) to economic and political systems in different countries. It then applies different sets of performance indicators to different countries, specifically considering indicators in the areas of literacy, education and libraries. It is argued that social exclusion is best tackled using an approach based on required inclusion or inclusive diversity, rather than on the basis of exclusive diversity or voluntary inclusion. The joint conclusion of both this and the linked paper is that social exclusion cannot be separated from a country's political system. Social exclusion can therefore only be alleviated, by libraries and other agencies, in emerging economies, capitalist and majority world countries. Recommendations are made.

## Public libraries, children & young people (John Vincent)

### Working Paper 8

The paper begins by considering the dimensions of the social exclusion of children and young people, including poverty and its relationship with exclusion from school. It then reviews central initiatives in the area of children's literacy. The paper then considers children's use of public libraries, including access to library services and the effect of local and national initiatives on library provision. Challenges facing library services to children and young people (including school libraries) are considered. Stock selection is specifically discussed as a key means of making an impact on social exclusion. The paper then traces the transition from the outreach approach pioneered in the 1970s to a focus on building based services, followed, in turn, by an increased emphasis on education from the change of Government in 1997. Various initiatives are detailed, but it is questioned whether there is sufficient emphasis on social exclusion. It is concluded that services to children are often marginalised, for reasons such as non-mainstream funding, and that libraries are still institutions serving primarily the privileged. Public libraries therefore need to tackle social exclusion as their main purpose, and recommendations towards this end are made.

## Images of exclusion: User & community (Dave Muddiman)

### Working Paper 9

The paper examines how disadvantaged groups, communities and individuals use and perceive the public library. It reviews recent research on the use of, and attitudes towards, public libraries by working class and disadvantaged people and on perceptions of the value and impact of the public library in poor and excluded communities. It is argued that there are limits to libraries' perceived social roles, as these are associated with individual projects, rather than "mainstream" services. The paper considers conflicting claims about the relevance of the public library to excluded groups and classes, referring to evidence of non users' perceptions of the institutional culture of libraries. Specifically, it makes the case that it is an aspirant minority of working class people who particularly use and value library services. The final section of the paper argues that there is inadequate research evidence about "excluded" non-users' perceptions of library services and their information and library related needs. Research and communication strategies focusing on disadvantaged communities and client groups are examined. It is concluded that research has an important role in shifting the institutional core of the public library service and innovating newer social roles, particularly as a way of identifying the reading and information needs of disadvantaged people.

## Central and local government policies (Martin Dutch)

### Working paper 10

This paper gives an overview of the impact of social exclusion on national and local government policies since 1997. First, it analyses how government has viewed poverty issues since 1945, focusing on the post-1979 Conservative administration. The political consensus of 1945-1979 had limited achievements in terms of equality and in 1979-1997 an intentional strategy of inequality was pursued, driven by a desire to state cut state intervention and public spending. The paper then describes local government's response to national policy in the latter period, notably through anti-poverty work in urban authorities, whilst also referring to the under-use of local services by the poor. The Labour Government elected in 1997 is then discussed, with three policy strands being identified: morality; work ethic within post-monetarist neo-liberalism (rather than redistribution) and an emphasis on the multi-dimensional nature of the nature (which requires 'joined up' solutions). Overall, a centralised, directional approach is identified, with initiatives in a number of policy areas. Criticisms of New Labour's agenda are reviewed, such as its espousal of equality of opportunity, rather than equality. Here, the paper concludes with Levitas's view that the political framework within which social exclusion operates itself precludes a more equal society. Observations for public libraries are made, relating to opportunities for libraries to realign services to local needs and the impact of Government emphasis on partnership and consultation.

## Public libraries, disability and social exclusion (Rebecca Linley)

### Working Paper 11

This paper considers ways in which disabled people are excluded in society and then reviews public library provision. The concepts of disability and impairment are discussed, with the case being made for a social model of disability, as used by many within the UK disability movement. The paper then describes some of the barriers, including prejudice and discrimination, that exclude disabled people. Current legislation and Government policy are then considered, including the impact of the Disability Discrimination Act 1995. Public library policy and provision are then reviewed, through a consideration of broad themes relating to access and independence; information provision; specialism and integration; tackling discrimination; and local and national partnerships. Good practice is identified throughout the paper, but it is concluded that the main emphasis has been on providing access for disabled people, rather than the actual use they make of public libraries. A policy approach recognising the civil rights of disabled people is recommended.

### Women and social exclusion (John Vincent; Rebecca Linley)

#### Working Paper 12

This paper gives a gender perspective on social exclusion and public libraries. It begins by giving examples of discrimination against women. Recent debates around feminism and post-feminism are discussed. The paper then reviews evidence of women's use and non-use of public libraries, and refers to the distinct nature of their information needs, with examples of currently unmet needs being given. The experience of women as public library workers is then discussed, in terms of both their contribution to librarianship, including the idea of the library as a feminised space, and evidence of the under-representation of women at senior levels. Finally, recent work on women and ICTs is discussed and it is suggested that more use could be made of public libraries as a 'safe space,' addressing current concerns about women's access to ICTs. Overall, it is concluded that gender (and other) injustices should be related to wider global issues. A number of recommendations are made.

### Struggle against racial exclusion in public libraries (Shiraz Durrani)

#### Working Paper 13

This paper discusses racism in the UK, relating it to both social and economic exclusion, and to social class. Institutional racism is discussed, as is racism's relation to wider global factors. The history of race relations in the UK and US, including the experience of US public libraries, is discussed. Manifestations of racism in the UK are described in relation to various institutions and legal provisions. The next section of the paper considers the employment of Black workers, both nationally and in the public libraries sector, with a need for cultural change being identified. This is followed by consideration of the Black community perspective, with reference to national issues and recent public libraries research. Various proposed solutions to tackle racism are discussed. It is concluded that whilst it is only Black communities and library workers that can eliminate racism, everyone, at all levels within public library authorities, has a responsibility to tackle racism.

### Political correctness (John Vincent)

#### Working Paper 14

This paper begins by discussing the history of debates around "political correctness" in public libraries, notably in relation to the social relevance of children's stock in the 1960s and 1970s. Developments up to the 1980s are described, followed by a discussion of the reaction to these, which was often negative. The current decline in concern with matters such as racism and sexism, in relation to library stock, is then discussed. It is concluded that stock selection principles should be restated in the context of

accountability to the local community, and further recommendations are made.

### ICT and social exclusion (Martin Dutch; Dave Muddiman)

#### Working Paper 15

This paper seeks to locate public library efforts to address social exclusion within the wider debate about the transition to an “information” society and UK public policy responses to this. It notes, first of all, that utopian perspectives on information societies have little basis in reality and serve only to obscure a widening “digital divide”. It is suggested that UK government policy, whilst to some degree recognising this problem, has focused on labour market led responses to it, based on training for IT skills and literacy. This, it is argued, neglects the need to create access to and control of infrastructure and resources by excluded people themselves. The public library clearly represents one possible mechanism through which such “informational” inclusion might be achieved, but we argue that thus far public libraries, in comparison with initiatives such as community networks, have not been particularly successful in linking ICT developments to a focus on exclusion. In the end, therefore, we suggest that public Library ICT policy will need to shift from a focus on the creation of a universal “people’s network” to a prioritisation of access to ICT by excluded people and communities. Libraries will thus need to develop proactive ways of encouraging excluded communities and groups to utilise ICTs, and working in partnership with agencies with similar aims, and with local people themselves, will be an especially important part of this process.

### Public libraries, older people and social exclusion (Rebecca Linley)

#### Working Paper 16

This paper considers ways in which older people can be excluded in UK society and then reviews public library provision. It begins by considering the position of older people in the light of current social and economic policy, and also individuals' experience, and others' perceptions, of ageing. It then briefly reviews studies of the information needs of older people. UK public library policy and provision are then considered. Drawing on research on the social impact of public libraries, it is argued that public libraries represent a broadly positive, and valued, resource for older people. At the same time, the diversity of individuals grouped together as 'older people' is emphasised and it is suggested that this needs to be reflected in the delivery of library services. Much existing good practice is identified as being based on local partnerships and consultation, and the paper argues for the increased usage of these.





## **Appendix B: Training courses organised by SEAPN**

Briefing: *"Clause 28' and its effects"* (August 2000)

*Implementing Standards to tackle Social Exclusion* (September 2000)

*Library Services for Refugees and Asylum-seekers* (October 2000)

*Managing Public Libraries for Social Exclusion* (December 2000)

*Developing your Annual Library Plan* (March 2001)

*Roach & Morrison 3 years on* (April 2001)

There have also been two major Conferences so far:

June 2000 *Lifelong Learning, Best Value and Reader Development; Quality Leaders Project*

June 2001 *Libraries, Museums, Galleries and Archives for All – Tackling Social Exclusion across the Sectors*

## Appendix C: Toolkits – Anti-exclusion Toolkit (2000)

<b>Documents</b>	<b>Know about it</b>	<b>Seen</b>	<b>Read</b>	<b>Staff consulted</b>	<b>Community consulted</b>	<b>Implemented</b>	<b>Successful ?</b>
Annual Library Plan social exclusion requirements							
Best Value							
CRE A <i>Standard for racial equality for local govt.</i>							
DCMS <i>Comprehensive and efficient - Standards</i>							
<i>Libraries for all</i>							
Libraries: the essence of inclusion (LIC)							
<i>Open to All?</i>							
Parl. CMS Committee <i>Public Libraries (2000)</i>							
Public Library Policy & Social Exclusion Working Papers							
Roach & Morrison <i>Public libraries, ethnic diversity</i>							
SEU <i>Minority Ethnic Issues in Social Exclusion</i>							
SEU Reports & Policy Action Team Reports							
Stephen Lawrence Inquiry Report							
<b>Action</b>	<b>Considered</b>	<b>Agree</b>		<b>Staff consulted</b>	<b>Community consulted</b>	<b>Implemented</b>	<b>Successful ?</b>
Black Workers Group							
Community consultation strategy/practice							
Community needs profiles							
(1) Disabled people; (2) Elderly							
Equality Action Plan							
Lesbians, gay men & transgendered people							
Mediafund & resources allocation for excluded groups?							
Outreach activities mainstreamed?							
Performance Indicators (equalities & social exclusion)							

Policy initiatives in social exclusion							
Quality Leaders Project (Joined?)							
Race issues addressed in staffing structure							
Refugees							
Social Exclusion Action Planning Network (Joined?)							
Staff dedicated to eliminating social exclusion							
Training programmes in social exclusion							
Travellers							
Women							
(1) Working class; (2) unemployed; (3) homeless							
Young people's outreach activities							

## Index

- Access..10, 11, 12, 17, 18, 19,  
20, 32, 33, 34, 41, 42, 43,  
44, 46, 51, 55, 57, 58, 66,  
67, 69, 73, 74, 75, 77, 78,  
79, 82, 87, 90, 91, 92, 94,  
97, 99, 100, 104, 105, 106,  
107, 108, 109, 110, 111,  
115, 116
- Action plan. 35, 42, 63, 72, 81,  
84, 108, 129, 132, 165, 187,  
190, 193
- Agents of social change 63, 87
- American Library Association  
..... 142, 190
- Annual Library Plan ..... 6, 79
- Anti-Racist Model ..... 140
- Archives 1, 2, 3, 8, 13, 58, 60,  
62, 63, 64, 65, 66, 67, 68,  
72, 79, 80, 87, 88, 89, 109,  
110, 111, 114, 115, 116,  
117, 134, 192, 193, 195,  
197
- Arts 12, 62, 81, 82, 83, 84, 85,  
86, 90, 101, 104
- Arts, libraries and the  
community ..... 168
- Asian Elderly Group ..... 184
- Assessment 76, 126, 161, 164,  
192
- Basic principles ..... 72, 159
- Best Value ...2, 4, 5, 6, 10, 11,  
30, 34, 35, 42, 43, 44, 45,  
53, 57, 74, 75, 76, 83, 96,  
130, 132, 135, 145, 192,  
206
- Better Government for Older  
People Programme ..... 92
- Black* 4, 5, 119, 129, 130, 131,  
132, 133, 134, 135, 138,  
142, 194, 203, 206
- Black Library Workers Group 27
- Black workers deserve better*  
..... 132, 194
- Book Aid International 166, 188
- Building on Partnership* ..... 92
- Building on Success ..... 12, 72
- Capitalism ..... 7
- CASBAH ..... 195
- Challenge 42, 85, 90, 136, 137,  
188
- Change .. 63, 64, 96, 113, 116,  
166, 171, 173, 189, 191,  
192, 196
- Changing the culture... 92, 127
- Children 11, 13, 21, 56, 57, 75,  
77, 79, 80, 102, 108
- Chinese Community Group 185
- Class ... 4, 7, 9, 17, 21, 22, 23,  
27, 28, 55, 102, 103, 117,  
119, 133, 155, 168, 190,  
191, 199, 200, 201, 202,  
203, 207
- Clour blind approach ..... 140
- Coalitions for change ..... 158
- commitment. 42, 45, 73, 83, 86,  
94, 108, 109, 110, 112, 125,  
126, 129, 131, 132, 136,  
143, 151, 159, 163, 165,  
183, 187
- Community.... 4, 6, 17, 18, 19,  
20, 28, 36, 41, 42, 43, 44,  
45, 46, 56, 65, 67, 72, 78,  
79, 80, 89, 92, 121, 122,  
124, 125, 131, 135, 139,  
145, 165, 193, 199, 201,  
203, 204
- Community development ... 35,  
70, 150, 154, 159, 172, 173,  
176, 181
- Community Development - a  
strategic approach ..... 171
- Community Librarianship ... 172
- Community needs assessment  
..... 160
- Community Outreach Projects*  
*Handbook* ..... 165, 168, 173
- Community profile .... 126, 160
- Community Visit Programme  
..... 184

Complaints. 44, 107, 127, 130, 131, 140, 182  
*Comprehensive, Efficient and Modern Public Libraries – Standards and Assessment* ..... 10, 73  
 CRE .4, 5, 31, 35, 36, 59, 129, 130, 131, 134, 135, 145, 192, 206  
Cultural diversity ... 12, 67, 83, 131, 132, 140, 148, 151  
 Culture 2, 8, 9, 10, 11, 12, 23, 28, 54, 55, 56, 58, 60, 62, 65, 66, 70, 71, 73, 74, 75, 76, 78, 81, 105, 112, 114, 118, 121, 127, 130, 133, 135, 140, 151, 154, 163, 168, 173, 174, 186, 195, 202  
 DCMS.5, 6, 17, 19, 54, 55, 56, 62, 63, 64, 67, 71, 78, 90, 91, 105, 134, 192, 206  
 Democracy.....7, 96, 112, 124, 152  
*Demos/CRE*..... 133  
 Development of South Asian stock ..... 169  
 Disability ... 31, 32, 45, 51, 55, 61, 79, 97, 98, 105, 193, 202  
 Disability Discrimination Act 199531, 32, 33, 45, 99, 101, 102, 104, 105  
 Disability Rights Commission .....31, 32, 97, 104  
 Disabled people ..... 22, 77, 97, 101  
 Diversity ..... 3, 4, 12, 86  
 Diversity Council ..... 138, 139, 142, 190  
 'Diversity, Equality and Organisational Change' .. 133  
Doing the change..... 159  
 Ebony Care home..... 186  
 Economic regeneration 71, 75, 114, 159, 173, 176, 181  
 e-government ...110, 112, 113  
*Empowering the Learning Community*.. 12, 66, 72, 116  
Empowering the public .....157  
**Engaging with local people** .....127  
 Equal Opportunities 27, 31, 47, 49, 51, 138, 143  
 Equalities Action Plan .....180  
 Equality .2, 3, 4, 5, 20, 29, 30, 31, 32, 33, 35, 36, 37, 41, 42, 43, 44, 45, 46, 59, 98, 106, 118, 121, 122, 123, 124, 129, 130, 131, 132, 133, 134, 135, 139, 145, 192, 194, 197, 202, 206  
Ethnic minorities .55, 122, 124  
 Ethnic minority communities ...30, 55, 56, 57, 62, 76, 77, 79  
Evaluate progress.....131  
 Galleries.... 1, 2, 3, 57, 62, 63, 64, 65, 90, 98, 105, 116  
 Gantt diagrams .....178  
 Globalisation..... 7  
 Government's Equality statement of 30 November 1999..... 31  
 House of Commons. Culture Media and Sports Committee ..... 23, 54, 78, 192  
 Human Rights Act 1998..3, 60, 194  
 ICT.10, 17, 18, 19, 20, 57, 68, 70, 72, 75, 79, 80, 87, 88, 109, 110, 111, 115  
 ICT Strategic Plan..... 68  
 Individual Housebound Readers.....185  
 Information for Social Change .....191  
 Inspections..... 160, 164  
 Language9, 34, 43, 55, 60, 79, 134  
 LARRIE99, 131, 145, 146, 193, 196  
 Libraries1, 2, 8, 13, 16, 17, 18, 19, 20, 23, 28, 30, 54, 55,

- 59, 60, 63, 64, 65, 67, 68,  
70, 71, 72, 78, 79, 80, 95,  
96, 97, 107, 121, 122, 124,  
125, 135, 192, 193, 197,  
199, 200, 201, 202, 203,  
204, 206
- Leadership Challenge 131, 136,  
137
- Learning 9, 10, 13, 14, 31, 39,  
54, 55, 57, 58, 63, 67, 69,  
70, 71, 72, 73, 75, 79, 87,  
93, 94, 107, 108, 109, 110,  
111, 112, 113, 114, 115,  
116
- Learning and Access Strategy  
.....67, 111
- Leicester City Council 148, 192
- Lesbians, bisexuals, gay men  
and transgendered people 96,  
200
- Libraries .. 2, 3, 10, 11, 12, 27,  
56, 57, 58, 63, 66, 68, 69,  
71, 72, 73, 74, 75, 76, 77,  
78, 109, 110, 111, 114, 115,  
116, 117
- Libraries as the essence of  
inclusion* .....69
- Libraries connecting  
communities..... 167
- Libraries for All .. 5, 17, 55, 63,  
64, 71, 79, 80
- Libraries, Museums, Galleries  
and Archives for All 2, 63, 79,  
134, 192
- Library & Arts Forum for Ethnic  
Minority Services..... 180
- Library and Arts Forum for  
Ethnic Minority..... 160, 167,  
174, 181
- Library and Information  
Commission.....69, 192
- Library Association ...2, 19, 55,  
73, 99, 134, 138, 139, 142,  
143, 145, 166, 182, 190,  
191
- Library standards 5, 56, 57, 74,  
76, 78
- Library Standards 2, 6, 64, 73,  
134, 135
- Lifelong learning..... 154, 159,  
173, 181, 200
- LINK.....191
- Local goals and targets.....161
- Local Government Act 1999 44
- Local targets ..... 56, 57, 79
- Lunchtime seminars.. 174, 180
- Mainstreaming ..... 5
- Management Research Centre  
..... 142, 143, 156, 177
- Management tool..... 174, 177,  
179
- Managers . 149, 156, 158, 164,  
182, 186, 187
- Managing change .....156
- Mediafund ..... 159, 206
- Merton Libraries 139, 154, 165,  
167, 169, 176, 177, 180,  
183, 184, 188
- Merton Library & Heritage  
News* .....186
- Merton's Project approach..173
- Modernisation ..... 30, 145, 146
- Monitoring..... 35, 62, 76, 119,  
160, 179
- Museums... 1, 2, 8, 10, 13, 60,  
62, 63, 64, 65, 66, 67, 68,  
79, 81, 90, 91, 96, 98, 105,  
109, 111, 113, 115, 116,  
117, 119, 193, 200
- Museums and Social Inclusion*  
..... 64, 116, 117
- National Council on Archives:  
Taking part; an audit of  
social inclusion work in  
archives ..... 89
- National Strategy for  
Neighbourhood Renewal* . 17,  
84, 120, 194
- Needs and aspirations 63, 149,  
175
- North East Mitcham  
Community.... 166, 171, 185
- Older people ... 92, 95, 96, 204

Open to All? .8, 16, 18, 19, 20, 56, 64, 96, 119, 199, 206	Project procedures.....179
<u>Organisational change</u> ..... 65	Promoting the library service (Marketing.....128
Outreach 16, 63, 87, 117, 144, 159, 162, 163, 165, 166, 168, 170, 171, 172, 173, 175, 177, 179, 180, 181, 182, 184, 186, 189, 206	Public Libraries Act 1850. .... 74
Outreach in practice ..... 170	<i>Public Libraries, Ethnic Diversity and Citizenship.</i> 121
Partnership ..... 2, 65	Public-staff interaction .....157
Partnerships.... 16, 18, 41, 42, 53, 62, 63, 71, 79, 81, 83, 84, 85, 87, 96, 109, 110, 117	QLP ... 142, 143, 155, 156, 178
People with disabilities.. 80, 97	Quality Leaders Project 3, 142, 143, 144, 178, 206
Performance.... 11, 15, 19, 30, 34, 35, 41, 42, 43, 44, 46, 53, 58, 74, 75, 76, 79, 82, 83, 95, 104, 112, 113, 119, 121, 122, 123, 124, 125, 126, 128, 130, 132, 135, 137, 141, 143, 145, 146, 156, 157, 158, 161, 162, 163, 164, 165, 177, 192, 201	Quality Leaders Project for Black Library and Information Workers (QLP) .....155
Performance Indicators..... 41, 192, 206	Race 3, 4, 5, 7, 27, 31, 32, 33, 35, 46, 47, 54, 59, 120, 121, 122, 124, 126, 127, 129, 130, 131, 132, 133, 135, 137, 140, 141, 142, 145, 146, 148, 155, 168, 180, 187, 200, 203
Performance management 126, 158, 162	<u>Race and Class.</u> 133, 138, 139, 190
<u>Performance measures</u> ..... 161	Race Relations (Amendment) Act 2000 .. 3, 6, 31, 59, 119, 192
<u>Performance Standards and Goals</u> ..... 161	Racial discrimination .... 33, 36, 45, 54, 59, 120, 130, 137, 140, 141
Policies .. 5, 13, 19, 20, 28, 30, 32, 33, 35, 37, 38, 39, 41, 59, 63, 75, 79, 80, 84, 87, 106, 107, 108	Racial equality 30, 35, 36, 119, 126, 127, 128, 136, 137, 140, 141, 145
Policy Action Group on Social Inclusion (PAG)..... 145	Racial Equality Competencies .....140
Policy framework ... 17, 18, 19, 126, 154	ReachOut .. 159, 165, 174, 186
Policy into practice ..... 126	Refugee ... 118, 134, 153, 160, 169, 172, 183, 189
Power...7, 11, 29, 53, 98, 134, 135, 157, 167, 168, 173, 190, 191, 200	Refugee Resource and Collection .....160
<u>Practices</u> ..... 106	Refugee Resource Collection and Service.... 166, 183, 189
Procedures 18, 31, 32, 36, 106	Refugees 4, 21, 134, 135, 173, 183
Project based approach..... 160	Reporting Systems ... 160, 164
	<u>Representation</u> ...5, 32, 33, 43, 97, 124, 126, 127, 131, 134, 146, 203



Resource 8, 11, 12, 13, 21, 57, 58, 60, 66, 67, 68, 72, 73, 105, 109, 110, 111, 112, 115, 116, 117

Roach & Morrison..... 121, 206

Rural communities .....55

Scrutiny... 160, 161, 162, 163, 174, 181, 187, 193

Service Improvement Plans160

SEU ...8, 19, 92, 97, 107, 108.  
See Social Exclusion Unit

Sexual orientation ..... 61

Social exclusion2, 3, 4, 5, 6, 7, 8, 9, 10, 12, 13, 14, 16, 17, 18, 19, 20, 27, 28, 29, 30, 44, 45, 54, 55, 56, 58, 63, 64, 69, 70, 71, 72, 77, 78, 81, 82, 83, 84, 85, 86, 87, 89, 92, 93, 95, 96, 97, 107, 108, 109, 119, 120, 133, 134, 135, 142, 148, 149, 154, 155, 156, 166, 167, 168, 173, 175, 176, 180, 184, 188, 190, 192, 193, 199, 200, 201, 202, 203, 204, 206, 207

Social Exclusion Action  
 Planning Network 1, 2, 3, 16, 54, 56, 62, 64

*Social Exclusion Action  
 Planning Network Newsletter* ..... 56, 62

Social Exclusion Unit.. 4, 8, 14, 29, 56, 84, 107, 120, 193, 197

Social inclusion.. 8, 17, 19, 27, 44, 54, 56, 57, 58, 62, 64, 67, 71, 75, 78, 79, 80, 87, 88, 89, 90, 107, 114, 116

Socially excluded 2, 18, 19, 28, 56, 57, 63, 64, 72, 74, 75, 76, 77, 78, 79, 82, 87, 88, 96, 155, 175, 176, 199, 200

Staff 3, 12, 14, 18, 19, 22, 35, 36, 39, 44, 47, 48, 49, 50, 51, 52, 55, 64, 65, 70, 71, 72, 73, 77, 78, 79, 81, 82, 84, 88, 100, 106, 107, 113, 117

Staff training ..... 140, 159

*Staff work groups*.... 157, 181, 184

Stephen Lawrence Inquiry ... 5, 31, 35, 56, 119, 129, 130, 131, 132, 134, 135, 141, 142, 145, 146, 177, 191, 192, 193, 194, 206

Stock..... 63, 107

Strategic Goals and Targets .....162

Strategic targets .....160

Strategic Targets.....163

Strategy. 8, 12, 14, 17, 18, 20, 21, 30, 34, 40, 63, 66, 67, 68, 72, 74, 75, 79, 81, 85, 94, 109, 110, 114, 115, 116, 117, 122, 128, 129, 134, 148, 154, 157, 158, 159, 160, 163, 173, 178, 182, 190, 193, 202, 206

Strategy for change .....159

*Strategy, Commissioning and Scrutiny Manual*.....174

Structure.....79, 93, 121, 125, 126, 127, 145, 149, 150, 151, 154, 159, 162, 171, 173, 177, 178, 181, 206

*Taking Part*..... 88, 89

Transition Manager .....158

Transport .....39, 71, 107

*Using Museums, Archives and Libraries to Develop a Learning Community; a strategic plan for action*..113

Venceremos!.....166

**Visually Impaired people** ..... 105, 107, 110, 112

*What's New* .....146

*Winning the Generation Game* ..... 92

Woodland Day Centre 171, 185

Zero budget approach .....177

