



London Cultural Improvement Programme

Heritage Change Programme 4.1 Final Report

CONTENTS

1	INTRODUCTION	4
1.1	Background	4
1.2	Our Terms of Reference	5
1.3	Scope of work	5
1.4	Issues and methodology:.....	5
1.5	Project Leadership and Management	6
1.6	Programme Consultants	7
1.7	The Structure of this Report	7
2	STRATEGIC AND POLICY CONTEXT	8
2.1	Introduction	8
2.2	The political and economic context.....	8
2.3	Societal changes	9
2.4	Policy Context for Archives.....	9
2.5	Strategic and Policy Context for Museums.....	12
2.6	Strategic Policy Context for the Historic Environment	15
3	HOW ARE HERITAGE SERVICES IN LONDON PERFORMING?	16
3.1	Introduction	16
3.2	Archives	16
3.3	Museums	19
3.4	Historic Environment	21
3.5	Historic Environment gaps in information.....	22
3.6	Workshops.....	22
3.7	Interviews	22
3.8	Online Survey.....	24
4	ARCHIVES - SUMMARY OF CURRENT STATE AUDIT	25
4.1	Introduction	25
4.2	Key findings.....	25
4.3	Analysis of survey and workshop results.....	26
4.4	Conclusions from external stakeholder interviews	30
4.5	Conclusions from internal stakeholder interviews.....	31
5	MUSEUMS – SUMMARY OF CURRENT STATE AUDIT	32
5.1	Introduction	32
5.2	Museums Services Online Survey	32
5.3	Survey analysis in more detail	33
5.4	Museums Workshop Findings	35
6	HERITAGE ASSETS- SUMMARY OF CURRENT STATE AUDIT	40
6.1	Introduction	40
6.2	Challenges.....	40
7	OVERALL ANALYSIS OF HERITAGE SERVICES	42

7.2	Strengths of Heritage Services.....	42
7.3	Weaknesses of Heritage Services	43
7.4	Opportunities for Heritage Services	46
7.5	Threats to Heritage Services.....	47
7.6	PESTLE analysis of Heritage Services	49
7.7	Assessment of support required for Heritage Services	50
8	HCP WORKSTREAMS IMPLEMENTATION PLAN	52
8.1	Introduction	52
8.2	Workstream Deliverables - Methodology	52
8.3	Workstream 1 - New Ways of Working Programme	53
8.4	Imparting Information:	53
8.5	Providing information and guidance on its use:.....	54
8.6	Workstream 2 - identifying what future services could look like to support transformation	56
8.7	Imparting Information:	56
8.8	Providing information and guidance on its use:.....	57
8.9	Facilitating Collaboration and Service Development	58
8.10	Workstream 3 – Heritage Services Professionals - key competencies to be fit for the future	59
8.11	Imparting Information:	59
8.12	Providing information and guidance on its use:.....	60
8.13	Core themes for HCP Options.....	61
8.14	Heritage Change Programme Support Pack	62

APPENDIX A: Background to the Brief

APPENDIX B: Current State Workshop Summary Reports

APPENDIX C: List of Stakeholders Interviewed

APPENDIX D: Online Survey Questionnaire

1 INTRODUCTION

1.1 Background

- 1.1.1 The London Cultural Improvement Programme (LCIP) was established in January 2008 and is funded by Capital Ambition (London’s Regional Improvement and Efficiency Partnership) and a number of other partners including MLA Council, ACE London, Sport England London, English Heritage, Government Office for London and London Councils. The programme is delivering a number of work streams aimed at improving Local Authority Cultural Services across the Capital.
- 1.1.2 The Museums, Libraries and Archives Council (MLA) is a Non-Departmental Body sponsored by the Department for Culture, Media and Sport. Leading strategically, the MLA promotes best practice in Museums, libraries and Archives, to inspire innovative, integrated and sustainable services for all.
- 1.1.3 Phase 2 of LCIP, entitled “Delivering Value Through London’s Cultural Services”, builds on the success of the existing programme and its methodologies and introduces new work streams. The principles underpinning the programme are: improvement and innovation, collaboration, efficiency and capacity building and these match closely to Capital Ambition’s work programmes: Raising the Bar, Developing Capacity, Delivering Together and Connected London
- 1.1.4 The Heritage Change Programme is part of the overall London Cultural Improvement Programme. It is funded by Capital Ambition and other partners including MLA Council, English Heritage, London Museum’s Hub and Archives for London. The Heritage Change Programme focuses exclusively on Local Authority Archives, Museums and Historic Environment. The programme aims to engage all of London’s Local Authorities in preparing for change and developing new ways of working in the context of reducing public sector funding and local government transformation.
- 1.1.5 The need for Local Government to deliver effective value for money services and deliver improved outcomes for local people has never been under more scrutiny. In the current economic climate and comprehensive spending review implementation, it is increasingly important for Local Authorities to identify the potential for efficiencies by adopting new ways of working and innovative solutions, including examining the potential for a shared approach to service delivery. In order for their valuable contribution to be recognised Heritage Services need to be able to both demonstrate their contribution to generic social outcomes and local priorities and be in a position to target their services based on evidence of need.
- 1.1.6 This Heritage Change Programme is designed to assist local government services to plan and prepare for change and to take ownership of the transformation agenda. The programme has learnt from work that has already been done in London’s Local Authority Museums Services through the existing Museum Improvement Programme and from the London Library Change Programme.

1.2 Our Terms of Reference

1.2.1 The Heritage Change Programme Objectives are to work collaboratively with London Local Authority Heritage Services, comprising Archive and Local Studies services, Museum services and Heritage/Historic Environment services to:

- Examine the potential for improvement and efficiencies through new ways of working, for example through a shared services model or different governance models
- Improve the data and evidence available to effectively demonstrate value for money and cost benefit
- Contribute to wider local area priorities more effectively
- Improve the quality of services and raise standards across London by implementing the principles in National and local Strategies e.g. Heritage Protection Review, National Archive Strategy “Archives for the 21st Century” , Leading Museums, and the introduction of the national Cultural & Sport Planning Tool
- Examine opportunities to support the sector to secure external funding for the London Local Authority Heritage Services.

1.3 Scope of work

1.3.1 This Heritage Change Programme is designed to assist local government services to plan and prepare for change and to take ownership of the transformation agenda. Further background to the Programme Assignment can be seen in Appendix 1.

1.4 Issues and methodology:

1.4.1 This project falls into four parts:

- Engagement with London Local Authority Heritage Services and a range of partners and stakeholders to develop an understanding of the current political and fiscal environment and the need for change. Ensure involvement in and ownership of recommendations of the Heritage Change Programme.
- Provide communications support for the programme as agreed, including briefings, and PowerPoint presentations. Attending and presenting at relevant meetings as agreed. This may include Local Authority Members, relevant Local Authority staff at all levels and a range of other partners and stakeholders.
- Gather clear data and evidence to support the Heritage Change Programme, including value for money and cost benefit analysis and outcome measures
- Develop models and methodology for new ways of working including alternative governance models in the context of significant budget reduction.

1.4.2 Specific required outputs for the Programme were as follows:

- Ensure that recommendations for implementation include stakeholder management and communication.
- Establish baseline information on performance and service quality
- Provide a detailed, clear, and comprehensive report presenting a clear synopsis of the outcomes together with a costed options appraisal, recommendations and business case.
- Make clear recommendations for improvement and the costs and benefits of change
- Present the report and answer questions at a stakeholder conference and other meetings as required

1.4.3 Specific desired outcomes for the Programme were as follows:

- Identified potential for greater partnership working and shared services within and between Boroughs.
- Improved ability to secure external funding
- Identification of new & innovative ways of working including a pilot programme to take this forward
- Greater joint working across services and Boroughs
- Potential for improved asset management and building maintenance programme.

1.4.4 This report provides the detailed approach taken to develop the HCP Support Pack which has been made available to London Boroughs through the LCIP Website.

1.5 Project Leadership and Management

1.5.1 The work has been managed by the Heritage Change Project Team led by Tina Morton from London Cultural Improvement Programme and is responsible to the Heritage Change Programme Stakeholder Reference Group. This group is represented by the following senior stakeholders:

- Andrew Holden, MLA Council, London
- Claire Craig, English Heritage
- David Mander , Chair Archives for London
- Maya Martinez, London Councils
- Sue McKenzie , London Borough of Brent
- Caroline Stanger , Capital Ambition
- Richard Sved , MLA Council
- Sue Thiedeman, London Cultural Improvement Programme
- Ben Travers , London Museums Hub
- Fiona Davison , London Museums Hub
- Rob Shakespeare , Croydon Council
- Iain Varah, Interim Chair CLOA/LB Redbridge
- Sue Bowers, Heritage Lottery Fund

- Rosemary Doyle, London Borough of Islington
- Lorna Lee, London Borough of Waltham Forest
- Miranda Stern, London Museums Group
- Malcolm Todd, The National Archives.

1.6 Programme Consultants

1.6.1 The Sport, Leisure and Culture Consultancy Ltd were awarded the tender to deliver the Programme. The team that delivered the programme is as follows:

- Duncan Wood-Allum, Project Director
- Elizabeth Oxborrow-Cowan, Associate Consultant - Archives
- Paddy McNulty , Associate Consultant - Museums and Historic Environment
- Joanna Bussell , Associate Legal Partner - Winckworth Sherwood LLP.

1.6.2 The Programme commenced in September 2010 and was completed in March 2011.

1.6.3 The Sport, Leisure and Culture Consultancy would like to thank all London Borough Heritage services staff and the London Cultural Improvement Programme for their cooperation and support in the development of this Programme.

1.7 The Structure of this Report

1.7.1 The structure of this document has been set out in Table 1 to meet the requirements of the Programme brief and to provide a more detailed background to support outputs delivered through the Programme.

Table 1: Report Structure

Section		Key Content
2	Strategic and Policy Context	Background to project and the current context and environment within which Heritage services operate.
3	How are Heritage Services in London performing?	Introduction into the approach taken to assess current state and performance.
4	Archives – Summary of Current State Audit	A summary of the current state audit for Archives services.
5	Museums – Summary of Current State Audit	A summary of the current state audit for Museums services.
6	Heritage Assets – Summary of Current State Audit	A summary of the current state audit for Heritage Assets services.
7	Overall Analysis of Heritage Services	An analysis of the current state of Heritage Services.
8	HCP Workstreams Implementation Plan	Description of the HCP Implementation Plan developed from the current state analysis.

1.7.2 Supporting information is included in a series of Appendices.

2 STRATEGIC AND POLICY CONTEXT

2.1 Introduction

2.1.1 The Culture sector, in particular Heritage services is entering a period of unprecedented change. The change is being largely driven by financial necessity – specifically the Coalition Government’s stated aim to eliminate the public deficit of £830 Billion within five years. With a large proportion of Heritage services in London being supported by public funds, the impacts on the sector are likely to be very significant.

2.1.2 In addition, there are also major societal changes taking place. Many of these are changes in lifestyle, taste and preference which have been taking place slowly over a number of years, but are accelerating now due to financial and other factors.

2.1.3 Both of these points – political/economic and societal – are explored in more detail below.

2.2 The political and economic context

2.2.1 The Comprehensive Spending Review was announced on 20 October 2010. It set out the spending allocations for government departments and Local Authorities, with the latter likely to face budget cuts of 25-40%. The impact on non-statutory services, such as the majority of Heritage services is proving in some cases to be even more severe.

2.2.2 While it will be down to each Local Authority to decide how and where to implement those cuts, the Chancellor of the Exchequer’s expectations for reviews of Local Authorities activities have been set out in his ‘nine questions’:

Is the activity essential to meet Local Authority priorities?

- *Does the Local Authority need to fund this activity?*
- *Does it provide substantial economic value?*
- *Can it be targeted to those most in need?*
- *How can the activity be provided at lower cost?*
- *How can it be provided more effectively?*
- *Can it be provided by a non-state provider or by citizens, wholly or in partnership?*
- *Can non-state providers be paid to carry out the activity according to the results they achieve?*

2.2.3 These nine questions have a number of implications for Heritage services:

- Heritage needs to make its case alongside ‘essential’ services – and in particular demonstrate ‘substantial economic value’
- Targeting of services, rather than providing universal services to the whole community, is the favoured approach
- Low cost and effectiveness are key – efficiency is not enough
- Community-based delivery options, where the Local Authority has a less of a role, must be explored
- There must be a move to a results-orientated culture.

2.2.4 In addition, we can expect:

- Restructuring of local government services
- Options for new services being considered through 'spend to save'
- Closing of facilities with high revenue costs
- Operators to submit proposals for changes to facilities or new service delivery models.

2.3 Societal changes

2.3.1 London's population is growing and ageing. By 2016 there will be an additional 255,430 single person households. There are two main implications. There is a growing market for activities suited to older people; and with increasing numbers of frail elderly, there will be opportunities for Heritage providers to deliver adult services. This will feature activities to reduce isolation, connect people together and promote learning and personal development for this group.

2.3.2 However, this growth in potential consumers will be offset to some degree by the state of the economy and the 'tightening of belts' by individuals, couples and families. People are being very careful with their disposable income, and in many cases they are 'trading down' from more expensive cultural activities.

2.3.3 Lower cost experiences will be sought out, creating opportunities for local Heritage services to meet this change in demand. The recent spike in interest linked to family history is a great example of a potential growth area which could be met through Heritage services.

2.4 Policy Context for Archives

2.4.1 The policy context for London's Local Authority Archives is sparse, however this can be seen as an opportunity. At the heart of the issue is the lack of direct policy, legislation and funding. Central government has no direct funding into Local Authority Archives (or indeed any Archives beyond the National Archives and the Archives held in national Museums).

2.4.2 The only relevant legislation is in various local government acts which do not make running a Local Authority service a statutory requirement. As The National Archives notes "The Local Government (Records) Act 1962 (LGRA 1962) confers limited discretionary powers for Local Authorities to provide certain Archives services. Section 1(1) of this Act says that 'a Local Authority may do all such things as appear to it necessary or expedient for enabling adequate use to be made of records under its control.'

2.4.3 The Act refers solely to the service provision aspect of Archive offices' work, not to their stewardship obligations nor any wider responsibilities. The Act empowers them to acquire records of local significance over and above their own administrative records, care for them and make them available for study by the public.

2.4.4 The Local Government Act 1972 (s.224) requires Local Authorities to 'make proper arrangements with respect to any documents that belong to or are in the custody of the council of any of their officers' but does not oblige them to provide Archive services. In 1999

the Department for the Environment, Transport and the Regions issued guidance on the interpretation of the term 'proper arrangements.'

- 2.4.5 So Archive services per se are not a statutory function. There is no statutory requirement for Local Authority Archive services but a duty of care for Local Authorities with regards to caring for and providing access to their records. However, Archives actually have a great potential for meeting other legal obligations of their authority. They have the capacity to contribute to very significant agendas including Freedom of Information (FOI) and Data Protection Act (DPA) compliance (from the Local Authority perspective) and access to information from the user perspective.
- 2.4.6 Archives are way down the policy agenda. It rarely gets mentioned in its own right and under Comprehensive Area Assessment did not even get an attributable performance indicator. Instead Archives had to prove how they contributed to other indicators such as education and healthier communities to justify their existence.
- 2.4.7 The general policy environment under the Coalition government is tending towards local autonomy over funding decisions, moving activities out of Local Authority daily management e.g. creation of trusts and volunteer run groups, innovative funding and ownership and operational structures are welcomed, with an emphasis on efficiency. Relevant elements within the Coalition's May 2010 statement about what it would do include:
- Increasing HLF revenue by reforming its tax base and banning lobbying activity by lottery distributors
 - Maintaining free entry to national Museums and galleries, and giving national Museums greater freedoms
 - Promotion of decentralisation and democratic engagement, and the ending of 'the era of top-down government by giving new powers to local councils, communities, neighbourhoods and individual'
 - Radical devolution of power and greater financial autonomy to local government and community groups. This will include a review of local government finance
 - Freezing Council Tax in England for at least one year and possibly two
 - Support for the creation and expansion of mutuals, co-operatives, charities and social enterprises, and enable these groups to have much greater involvement in the running of public services
 - New right for public sector employees to form employee-owned co-operatives and bid to take over the services they deliver. This will empower millions of public sector workers to become their own boss and help them to deliver better services
 - Encouragement of charitable giving and philanthropy.
- 2.4.8 The overriding message for Archives is that government funding will decline but in return the ability to take on new methods of operation and governance will be vastly improved.
- 2.4.9 For the Archives sector the abolition of MLA and the change in government has meant that Coalition policy on Heritage is very much in its infancy. In the policy vacuum that currently exists it is necessary to look for general themes from the coalition government. Ed Vaisey, **Minister for Culture, Communications and Creative Industries**, has talked about Coalition arts

policy, on the DCMS website, as having a new way forward for music education, and a greater emphasis on cultural leadership, innovation and philanthropy. He also talks about the ability of arts and Heritage to contribute to wider social outcomes such as within social and health spheres. Archives have proven themselves to be well placed to deliver in these areas where it has been exploited, though it has not been on a wide scale to date.

2.4.10 Policy for Archives is most likely to be based on the National Archives/MLA publication Archives for the 21st Century and its accompanying action plan. This identifies key areas for development by Archive services in concert with their stakeholders and MLA/TNA providing impetus and strategic support:

- Bigger, better, sustainable services – revisiting governance and relationships
- Leadership and workforce – creating leaders, expanding professional skills to deal with digital records and become more customer focused, widening the skill base of the Archives sector
- Digital preservation – building the capacity to undertake this including skills, infrastructure and relationships
- Online access – meeting users expectations with sufficient investment in catalogue information, digitisation and online resources
- Cultural and learning partnerships – Archive services delivering services in line with their parent body’s priorities and being embedded into the creation of those priorities, particularly around formal and informal learning and research.

2.4.11 This is the latest stage in the development of public Archive services to be more accessible to a wider audience and deal with core issues such as digital preservation. Under the coalition the Action Plan will probably stand and it will be more a matter of the level of help available rather than a radical shift in policy.

2.4.12 One possible area of development is the National Archive’s plans for accreditation for Archives, akin to the Museum scheme. This has been scoped and is likely to be taken forward as TNA is keen on the concept, as are many in the Archives sector generally.

2.4.13 Archives have always found it difficult to make it on to the Local Authority policy agenda in their own right. They appear arcane, a luxury or are misunderstood. Yet Archives have much to contribute to policy and strategy.

- Archives are often viewed as a burden or a luxury by employers but they are a good news story for councils. People go to them for development and understanding. They are a point of positive contact between the citizen and the Local Authority
- They have very high customer satisfaction ratings from PSQG
- They have a strong latent potential to support business efficiency and compliance but This is not exploited through supporting good records management
- They are one of the smallest cost centres in a Local Authority budget.

2.4.14 Under the newly formed Archives and Records Association the Archives sector has a more coherent voice and over the last three years has had an active advocacy function at Parliamentary, central government level. It is also trying to do so at local government level, which appears difficult to engage with. Combined with a greater public awareness (notably

through the rise of family history and the TV programme ‘Who do you think you are?’) and the brave new Coalition world of funding cuts and ‘innovative thinking’ it is a good time to manage and develop Archives in a new way.

2.5 Strategic and Policy Context for Museums

- 2.5.1 The Museum sector could also be viewed as something of a luxury - there is no statutory basis for a Local Authority to provide Museums within their cultural portfolio. However Local Authorities and central Government have long seen the social and economic value of having a Museum.
- 2.5.2 Despite London’s importance as an international city, it has only recently been provided with a local governance structure and Mayor, and in some respects operates as a federation of 33 separate areas (the 32 London Boroughs and the City of London Corporation). For this reason there is not a defined ‘local’ London Museum. 21 of the 32 London Boroughs provide some Museum provision, and the City of London helps maintain the Museum of London but this is more of a quasi-national Museum (and as such also receives direct funding from DCMS). Due to this fragmentary nature there has been little unified overarching strategy for London Museums.
- 2.5.3 Up until 2010 the strategic regional agency for Museums in the capital was Museums, Libraries, Archives London (MLA London). They produced a Museum strategy for the London region, Museum Metropolis, but this document expired in 2010 and has not been replaced. At the end of March 2010 MLA London was closed and became an Integrated Field Team situated within the national MLA Council, with the main bulk of regional Museum strategy being transferred to Renaissance London via the London Museums Hub. This has left a gap in the policy and strategy landscape for London Museums.
- 2.5.4 Nationally, the Department of Culture, Media and Sport (DCMS) has provided the sector with the Government strategic context for Museums and it has allowed MLA Council to develop these and provide leadership. Consequentially MLA Council have been at the forefront of developing Museum strategy, having had some success in responding to the changing political economic climate.
- 2.5.5 As the strategic agency responsible for Museums it has produced *Leading Museums, A Vision and Strategic Action Plan for English Museums charting a future of the Museum sector in England* that supports excellence, develops partnership working and builds capacity. Additionally it has developed toolkits and policy for the Museum sector, notably *The Opportunity for Devolved Governance* and *Sharper Investment for Changing Times*. MLA Council has been responsible for the management of two programmes that have a direct effect on Museum service delivery and strategy, Renaissance and Accreditation.
- 2.5.6 Renaissance is a national programme with a regional outlook, being delivered by nine regional boards. The programme has achieved considerable investment in the Museum sector and helped develop workforce, audience, collections, and education strategies for its leading Museums with a regional knock-on effect. In the London region, it has run a number of successful programmes that have helped raise the professional standards of the four Hub Museums (Museum of London, London Transport Museum, the Horniman Museum, and the

Geffrye Museum) and in turn other London Museums; but it has not achieved the momentum needed to be seen as the effective strategy lead across the region. Many Local Authorities have developed their own Museum strategies but this has left them vulnerable to the pressures put on non-statutory services within Local Authorities.

- 2.5.7 Accreditation has had a direct and beneficial effect on Museum standards of care and access and represents a benchmark for Museum services. As such it has had a direct affect on the service delivery of the Museum sector and therefore an indirect strategic influence on how Museum services work, but it cannot be considered to be a strong strategic driver.
- 2.5.8 There are three other main organisations that influence, to varying degrees, Museum policy and strategy. These are the National Museums Directors Conference (NMDC), the Museums Association (MA), and the Collections Trust. The NMDC is a membership organisation but has produced a number of reports to advocate the value of Museums to the economy and society. Due to the high profile of its members it has considerable influence, relatively speaking, within DCMS. The Museums Association is a well established membership organisation representing the Museum workforce and sector. In its present incarnation it acts as a pressure group for the Museum sector and publishes best practice guidelines on ethics (Museum Association Code of Ethics) and Museum collection and disposal (Effective Collections and disposal guidelines and toolkit) but the role of MLA has meant that its strategic voice has been weakened in recent years. It still has considerable indirect influence through the strength of its membership and this is reflected in the political speakers it attracts to its annual conference.
- 2.5.9 The third organisation that influences Museum policy and strategy is the Collections Trust. This is relatively new organisation, having evolved from the older Museum Documentation Association (MDA). It has become increasing vocal and politicised in its public approach to Museum policy and strategy, and its current Chairman is a well know advocate for modernising Museum practice and policy. It is particularly strong in championing the effective use of ICT in Museums and how this can be used in the management and access to collections.
- 2.5.10 The future leadership of Museum strategy in England now sits with the Arts Council England (ACE). The Coalition Government in December 2010 announced the closure of the MLA Council. ACE will incorporate important responsibilities for regional museums and libraries into its work with the arts. It will be responsible for the Renaissance in the Regions programme for regional museums, including completing the re-design of its content and operation.
- 2.5.11 ACE will also be responsible for Regional museums improvement and development agenda, including the Accreditation Standard and the Designation Scheme.
- 2.5.12 It is likely that there will be stronger roles for the NMDC, the MA, and the Collections Trust; and these organisations are already positioning themselves to be able to lead in their respective fields. However, it is also certain that the golden age of investment in Museums is over, on a national, regional, and local level.
- 2.5.13 The next two years will see a considerable change in the direction of Museum strategy. It will be important that Local Authority Museums have a strong voice in any future decisions

on culture within the London Boroughs. They will need to offer effective, practical, and cost effective solutions for the continuation of service delivery and be able to demonstrate the impact that Museums have not only on culture, but on health, education, and social cohesion for example. The formation of strategic sub regional alliances of Museum services may be necessary to ensure a stronger voice.

2.5.14 Speaking ahead of the annual Museum Association conference (Manchester October 4 – 6, 2010) the Chair of the Group, Professor Tom Schuller, said: “There is a compelling argument for central government and Local Authority investment. In our view this is not to subsidise services, but to ensure collections of national and local value are cared for, celebrated and used effectively and imaginatively.”

2.5.15 The recommendations of the Leading Museums Group, set up by the Museums, Libraries and Archives Council (MLA), included:

- Government funding should be used to encourage Museums to seek out more self-supporting governance models, and build the skills, leadership and confidence that will enable them to succeed as economically sustainable parts of the cultural economy
- Museums should see themselves primarily as open spaces for sharing learning where the public, rather than passively observe, can meet, participate and converse – and where after the visit, the conversation continues through the use of digital technology
- Government should visibly reward excellence so Museums stand and fall by what they achieve – judged by the quality of the public’s experience and utilising the Accreditation scheme to encourage innovation
- The scholarship and expertise embedded in some institutions needs to be shared better and gaps identified. A concrete first step would be the sharing of access to all publicly supported databases
- Museums should not just work with partners, who are easy to work with, but instead come out of their comfort zone and collaborate with partners who bring the most public benefit, including commercial, social and educational organisations. MLA (and successor body) should have powerful role to promote valuable connections within and beyond the sector, and National Museums, MLA and MA need more integrated approach.

2.5.16 Professor Tom Schuller said: "Museums are making a major contribution to the economy, to learning and to the wellbeing of individuals and communities, but their response to the unprecedented economic environment cannot be a purely defensive one."

“Strategic leadership is needed at national, regional and local level to allow services to prosper and become more self-supporting and sustainable for the long-term. We want to promote a constructive and imaginative debate on how this might be done.”

2.5.17 The Leading Museums Group was set up to help develop the MLA’s ten-point Action Plan Leading Museums.

Chief Executive Roy Clare said: “The Group’s interim conclusions provide much food for thought in developing the Leading Museums overriding theme – from keepers to sharers. The spending climate is scary, but I am convinced our best defence is to accelerate the drive

to think less about Museums as places where things are kept, and more about them as places where interactive learning takes place, and in a wider civic, social and economic context.”

“We will draw heavily on the thinking to help shape the emerging strategy for Renaissance as we prepare for the post-Spending Review environment. In the meantime, the MLA is actively engaged within the sector and local government to promote practical solutions to the economic challenges, to reduce costs and find new governance and delivery models, as set out in Sharper Investment for Changing Times.”

2.6 Strategic Policy Context for the Historic Environment

- 2.6.1 The day to day effect of policy and strategy for the historic environment is something that the public, whether Museum users or not, are most likely to have some interaction with, albeit without realising it. It effects how we see the physical environment around us, and through the use of conservation areas, listed buildings, planning controls, and archaeological investigation, it can have a very direct effect on how we interact with Heritage.
- 2.6.2 Until 2009 the historic environment’s main policy documents were Policy Planning Guidance 15 and 16 (PPG15 and PPG16 respectively). These have now been updated and unified under Planning Policy Strategy 5 Planning for the Heritage Environment (PPS5) developed by English Heritage – the strategic agency responsible for the historic environment - and the previous Government. PPS5 provides the first integrated approach to the historic environment, bringing together buildings; parks and gardens; standing, buried and submerged remains; areas; sites and landscapes, and placing them under the term ‘Heritage assets’.
- 2.6.3 PPS5 is now a material planning consideration in the determination of planning applications and states that "the historic environment and it should be conserved and enjoyed for the quality of life they bring to this and future generations". PPS5 provides guidance to local and regional planning authorities on the types of policies they need to have in respect to development plans relating to Heritage Assets. It also encourages planning authorities and developers to consider the community impact of the development of Heritage Assets and that consultation and engagement with communities would be beneficial in the management and development of Heritage Assets.
- 2.6.4 English Heritage is the overarching strategic lead for Heritage Assets and as such has an important national role and advocacy function. It is, however, on a local level where PPS5 will have the most effect. There is little hard evidence of joint strategies being developed between the Local Authority departments responsible for Heritage Assets and the wider cultural services that are provided, i.e. Museum and Archive services, although anecdotal evidence exists of partnership working and relationships.
- 2.6.5 Local Authority cultural services may have to develop a more formal approach to partnership working with departments responsible for Heritage Assets. A more unified strategic approach will be of benefit both to cultural services and to departments responsible for Heritage Assets.

2.6.6 With the formation of the Coalition Government in May 2010 there may be changes in planning policy in the future. It is known that DCMS is looking at the function of English Heritage, but unlike the Museums sector, there has been no definitive new direction for English Heritage announced at the present time.

3 HOW ARE HERITAGE SERVICES IN LONDON PERFORMING?

3.1 Introduction

3.1.1 The Consultant team researched the performance of the three main subsectors to establish how well they are performing based on the publicly available data. The following sub sectors are analysed below:

- Archives
- Museums
- Historic Environment.

3.2 Archives

3.2.1 There are a total of 32 Local Authority Archive services in London (12 in Inner London and 20 in Outer London), excluding the City of London. There is a very broad range of performance levels with some performing very strongly whilst others are struggling. The Archive services work within a number of scenarios including free-standing, shared with local studies or libraries and shared services with Museums. Many are under the direction of the Local Authority's cultural directorate with only a handful under an internal business function such as information management.

Archives audit details and financial information

3.2.2 Financial information for Archives is difficult to assess. It comes through the annual national survey undertaken by CIPFA¹ of Local Authority Archive services. However, some services do not respond to the survey at all (five for 2009/10) and seven respondents do not answer the questions about finances. Given a similar lack of information in previous years it is very difficult to draw conclusions about past funding. However, it can be said that the funding situation is peculiar to each service with some receiving a reasonable settlement, whilst others receiving very small budgets.

Archives staffing information

3.2.3 Overall the number of archivists employed by the London Boroughs (excluding City) as identified in the CIPFA stats declined by 1.9FTE between 2004/5 and 2009/10. Whilst this may be due partly to unfilled posts rather than actual removal of posts, this contrasts with London Metropolitan Archives whose number of archivists increased from 14 to 25. Of the 24 Archive services that provided statistics for the 2009/10 return seven had no archivist in post i.e. nearly a third of Archive services do not have ready access to professional archival advice. All such services were classified as small services. Likewise, all the services whose numbers of professional archivists employed fell were classified as small Archive services.

¹ The Chartered Institute of Public Finance Accountants

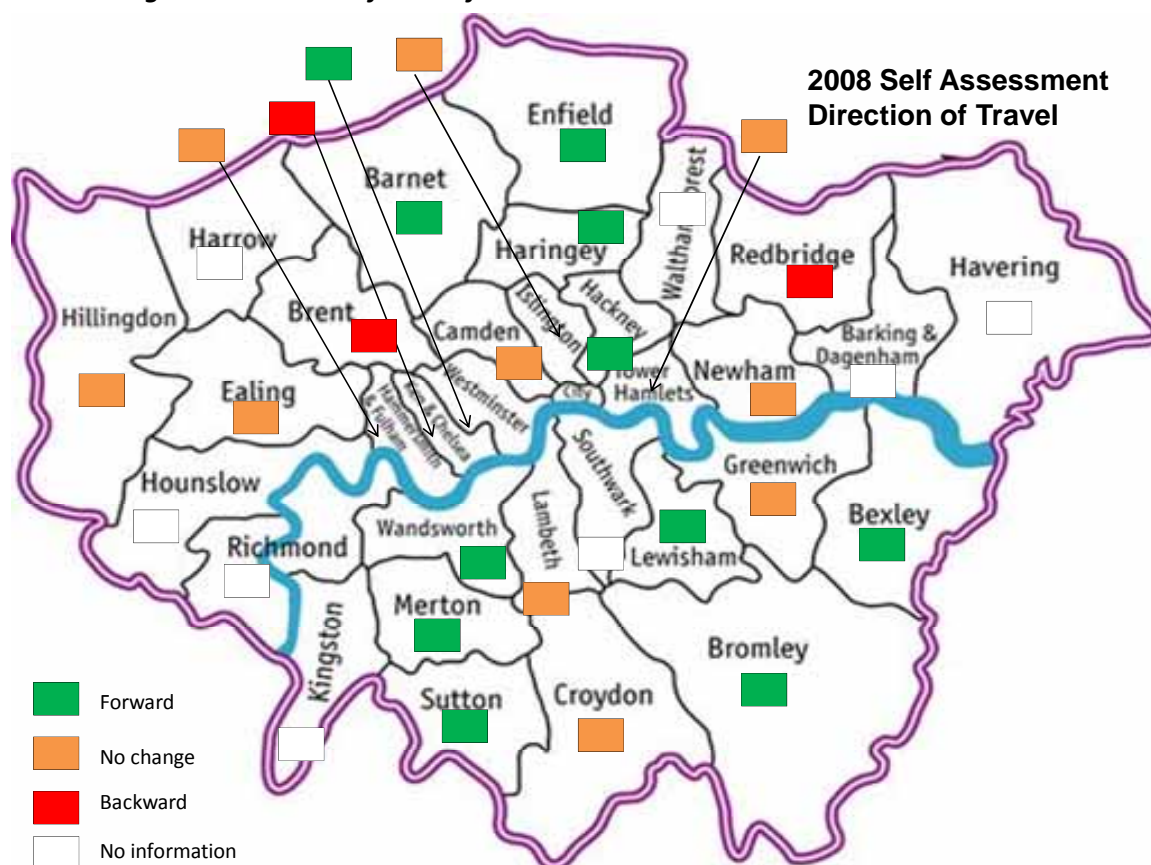
3.2.4 Total FTE staff for Inner London services declined from 40 to 32 between 2004/5 and 2009/10 i.e. fell by 20%. This is a concern given the small staffing numbers and the fact that this is the position before major public sector cuts. This was partially offset by an increase of 2 FTE to 48 staff for all of outer London, but again these are still very small numbers.

3.2.5 Staffing of Borough Archive services is of concern both in terms of total numbers and access to professional knowledge. There are on average less than 2 FTEs per Archive service (if responsibilities for local studies services are taken out) in London small services in particular have had professional and total staff cut.

Archives performance information

3.2.6 The best available performance measure at the current time for Archives is the National Archives’ Self-Assessment programme. The 2008 results showed that performance was specific to the individual Borough, with strong and weak situated side by side. The last survey, in 2008, also showed the direction of travel i.e. which were improving, declining or static. This has been mapped out below in Figure 1.

3.2.7 Figure 1: Direction of Travel for Archives



3.2.8 Encouragingly, of the 24 services that undertook self-assessment (excluding City) 11 demonstrated an improvement in performance with most of the others static. Only three services’ performance had declined since the previous year. However, the self-assessment using its star rating system showed that there were a wide spread of service performances. The rating system is however controversial as it can be seen as an inaccurate simplification of the complexities of issues that individual services face and lead to incorrect conclusions.

Nine services were in the middling (two star) and five in the good range (three star) whilst three were classed as four star. However, seven Archive services received one star which does highlight the frequency of poor service provision within London. Overall it suggests also that there is considerable room for improvement particularly in taking services from a two star to a three star service.

3.2.9 In Table 2 the star ratings have been totalled for each of the areas of self assessment in 2008 reported by London Boroughs, excluding the London Metropolitan Archive i.e. it gives the total numbers of reporting Boroughs who scored that star rating for that area of activity.

Table 2: Star Ratings

Star rating	Governance and Resources score	Documentation of Collections score	Access score	Preservation and Conservation score	Buildings, Security and Environment score
1	8	5	4	3	6
2	11	13	9	10	7
3	6	4	10	12	5
4	0	3	3	0	3

3.2.10 There are some basic points that can be made, although it must be recognised that each service has a unique performance profile, the star rating can be too generalised, and that the self assessment data used is two years old. However, it can be seen that access shows good performance with only four services having a one star rating. This reflects a general policy push since 1997 to develop access to Heritage resources. Documentation is not so strong with 18 services having a one or two star rating, probably indicating the difficulty of finding funding for documentation and the growth in collections without commensurate growth in cataloguing provision.

3.2.11 Preservation and Conservation interestingly shows only three services having a very poor situation. However, given that no service receives a four star rating and access to in-house conservation services is rare, conservation and preservation remain key issues. Perhaps the biggest concern, because it affects the other regions is the poor scoring on governance and resources. Without these strong Archive services are not possible.

3.2.12 For most where information is available the volume of holdings grew between 2004/5 and 2009/10. However, nine repositories for whom the comparison was possible over this period reported a decline in the proportion of collections held in environments meeting BS54542 and a substantial one of between 20 and almost 50%. This would indicate that many Archive services are accepting material but then having to store collections in substandard environments in order to source sufficient and affordable storage space. However, this is countered by the 12 services who reported an increase in this figure. So, as usual, the picture varies by Borough.

² BS5454:2000 Recommendations for the storage and exhibition of archival documents, BSI 2000

- 3.2.13 Encouragingly opening hours and hours open outside office hours have risen for most services, where data was available. Most were modest rises of a few hours but there were some large increases suggesting additional whole days of opening. Against this were a smaller number of services who reported modest falls in opening hours.
- 3.2.14 User analysis suggests a shift in the user profile of services and for some an expansion in the use of the Archive. Just under a half for whom data was available reported a fall in onsite users mostly in the range of about one third. For the other half there were gains, sometimes very substantial which might suggest an upgrade in visitor facilities. Remote enquiries showed a similar pattern. However, this traditional use of Archives has to be compared against the explosion in education and learning activities. The CIPFA statistics move from identifying talks and lectures by education officers to learning and outreach events and numbers of participants.
- 3.2.15 Most of the services showed an increase in learning events both onsite and offsite and growing numbers of participants. This is also reflected in the explosion in the number of visits to websites. The services are clearly facing a growing constituency for remote services and services which fall outside the traditional model of the sole researcher or small talks by Archive staff.

Archives outcomes impacts and evidence

- 3.2.16 The main characteristic of information about Archive services is that it is very patchy. Where it is available the self-assessment information provides a useful guide as to the elements and totality of a service's strengths and weaknesses as shown below:
- Financial information relating purely to Archive services and not any partner services
 - Consistent financial information to provide annual and trend information for all services
 - Consistent information about funding sources including commercial and grant sources
 - Consistent information about costs
 - Self-assessment data across all services to provide performance indicators

3.3 Museums

- 3.3.1 Overall London is well served by the Museums sector, with over 250 Museums in total. These comprise a range of structures including national Museums, Local Authority Museums, university Museums and independent Museums. This diverse range has created an exciting and innovative mix for both Londoners and tourists. However, not all of the 33 London Boroughs have a Local Authority Museum, with only 21 London Boroughs supporting one. Within these 21 Museums the scale ranges from the quasi-National Museum of London, through to smaller local based Museums such as Hackney or Islington. The level of revenue support each Museum receives from their Local Authority varies widely too, from tens of thousands in some Boroughs through to hundreds of thousands in others.

Museums audit details

- 3.3.2 Local Authority Museum services are placed within the Arts or Culture structures of Local Authorities but individual audit details are hard to find. The main body of comparative

evidence is the CIPFA statistics that are compiled annually. However, due to gaps in the evidence supplied to CIPFA these do not give us a full picture of the state of Local Authority Museums in the London region. These gaps are widespread and inconsistent, for instance a Local Authority may send returns for 2 years and then have a gap for 2 years without explanation. This means that direct comparisons are hard and the evidence from CIPFA has to be combined with more anecdotal evidence from people and organisations working on a day to day basis with individual Museum services.

Museums financial information

3.3.3 By analysing the CIPFA statistics some patterns of financial investment can be identified - although the evidence gaps contribute to a somewhat insecure data set. Investment in Museum services broadly falls into two main categories; steady or wildly fluctuating. From this one may infer the ongoing attitudes of each Borough. Local Authorities that provide continuity of funds (although not necessarily increasing funds) can be considered to have a firm commitment to their Museum services. Local Authorities whose funding of their Museum services fluctuates may indicate that the importance and status of the Museum service within the authority is not seen as high, and that Museum budgets are venerable.

3.3.4 Delving deeper into individual Local Authority accounts does not yield much useable data as each Local Authority structures their accounts differently. In addition to this, it is common for the Museums service budget to be placed within a wider Arts or Culture budget.

Museums staffing information

3.3.5 There is no data source to accurately report staffing levels. Without interviewing individual Authority Museum services we have to rely on CIPFA statistics. The fluid nature of the workforce presents an additional challenge. Added to that are the numbers of volunteers and friends societies who offer often undisclosed support. Similarly the part time /full time status of staff and large number of freelancers delivering projects – all create a very difficult basis upon which to get a clear picture.

Museums performance information

3.3.6 Comparative performance data of each individual Museum services is very difficult to locate in the public realm. Visitor figures are not broken down into useable data fields and do not tell us whether the Museum is performing its duties well or simply attracting visitors due to its geographic location or other contributory factors, e.g. positioned within a library, or physical hub for another Local Authority sponsored event.

Museums evidence of outcomes

3.3.7 For a number of years the MLA has been researching how to effectively measure and report the outcomes of the Museums sector on learning and the economy. So far research has been of such a broad nature that it is difficult to effectively measure the outcomes of Museums. The Inspiring Learning for All evaluation has been effective on an individual organisational level measuring the impact of Museum education (through Generic Learning Outcomes and Generic Social Outcomes) but this data is held internally by individual organisations and is not consistently applied. Ideally Museums would publish data on their outcomes but this is unlikely due to the somewhat confidential nature of the information gathered and the desire by organisations to publically present their data to the best of their advantage.

Museums gaps in information

- 3.3.8 There are considerable gaps in the data available for the Museum sector in London. There is no directly comparable financial data due to disparity and lack of detail in the CIPFA statistics. This coupled with the individual collection regimes for outcome data makes a thorough and scientific assessment difficult. Interpretation of existing data sets needs to be coupled with anecdotal evidence of best practice and challenging areas. A more open and joined up approach to evidence gathering and presentation would benefit the sector as a whole, assisting it to present a unified voice whilst advocating sustained investment and impact.

3.4 Historic Environment

- 3.4.1 The services that are responsible for the historic environment and the historic assets of a Local Authority are in most cases located outside of the Culture Service. In the majority of cases the lead officers responsible for historic assets are located in planning. Whilst this cross department focus could help smooth the way for more inter-departmental working it also presents challenges as departments such as planning are less likely to view the Heritage Change Programme and LCIP as important strategic drivers.

Historic Environment audit details

- 3.4.2 An audit of the historic assets held by Local Authorities is not available publically and whilst each Local Authority will hold details of its assets there does not appear to a defined list of historic assets, the state they are in, or what they are used for. The closest data set that assists us in discovering what assets are held is the English Heritage 'At-Risk' register which indicates that all of the 32 London Local Authorities surveyed for the register have responsibility for some at risk historic assets.

Historic Environment financial information

- 3.4.3 The CIPFA statistics indicate a steady investment in Local Authority Heritage Assets. Whilst this in itself is a fair indicator of continuing investment the lack of increasing investment may indicate that Heritage asset management is not a priority and in real terms under investment is occurring.

Historic Environment staffing information

- 3.4.4 English Heritage have provided HCP with an up to date list of conservation officers within each Borough but this does not indicate other staff contributions, whether specialist or back office. The CIPFA statistics do not provide an FTE breakdown of staff over the Heritage sector and so we cannot realistically demonstrate the current levels of staffing or expertise within the built environment.

Historic Environment performance information

- 3.4.5 The English Heritage 'At Risk' register for London provides one with a snapshot of the state of historic assets within the London region, and with extrapolation could be used to indicate performance of Local Authority historic asset management, but this would be a blunt comparison. Unfortunately, there is no publically available data on the performance of

London Local Authorities in regard to the operational and strategic management of historic assets and as such no measure of their performance overall or chronologically.

Historic Environment impact of current efficiency programmes

- 3.4.6 It is likely that the departments within Local Authorities responsible for the management of historic assets will be impacted upon by larger Local Authority efficiency programmes but there is no documentary evidence of it in regard to Heritage or culture. Given the scale of Heritage services, it is unlikely they will register on the radar of many Borough Treasurers – purely because the scale of savings to be achieved would be minor compared to those of other larger departments. Nevertheless, as consultation with Borough Treasurers will demonstrate, this still leaves Heritage services very vulnerable to significant cuts or decommissioning.

Historic Environment evidence of outcomes

- 3.4.7 Evidence of outcomes in terms of asset and performance management does not exist at the current time and so we cannot effectively comment. The Archives and Museums sector do have comparators on which evidence of outcomes can be measured but due to the complex nature of the historic assets and lack of a unifying strategy lead to provide measurable outcomes there is no evidence to present at the current time.

3.5 Historic Environment gaps in information

- 3.5.1 There are significant gaps in information regarding London Local Authority operational and strategic management of historic assets. It would be beneficial for Local Authorities to release publically their historic assets holdings, current use, state of repair, and future use plans. From this cross Borough collaborations on usage and future plans of historic assets could evolve, leading to a more efficient use of assets with potential commercial or public benefits.

3.6 Workshops

- 3.6.1 The HCP Consultant team ran two workshops with groups of service managers and stakeholders from Museums sector on 7 October 2010 and ran a joint workshop for the Archives and the Historic Environment sectors respectively on 9 November 2010.
- 3.6.2 Appendix B shows the outputs from those workshops and provides a list of attendees. The summary findings can be seen integrated into the following sections for both Archives and Museums respectively.

3.7 Interviews

- 3.7.1 The HCP Consultant team interviewed a number of key stakeholders including:
- Heads of Service with a responsibility for Heritage services
 - Finance Directors of Boroughs

- Fiona Talbot, Head of Museums, Libraries and Archives, Heritage Lottery Fund
- Nick Kingsley, Head of Archives Sector Development, The National Archives
- David Mander, Chair, Archives for London
- Museum and Historic Assets sector professional organisations and regional strategic leads.

3.7.2 The list of consultees can be seen in Appendix C.

3.7.3 The key areas explored in each interview were as follows:

Directors / Assistant Directors of Heritage Services

- The Borough's future strategy for Heritage services
- How the Borough has been and is embracing change within Heritage services
- Issues of sustainability and your future approach to commissioning
- Issues and opportunities for your Borough in relation to Heritage services and how you are planning to address them
- Where the Heritage Programme can support their Borough.

Heads of Finance

- The contribution Heritage services will be expected to make in delivering efficiencies
- Attitudes to Heritage services at Borough Treasurer and Corporate level and how these could be influenced positively
- Their views on establishing shared and joint services linked to delivering economies of scale to Heritage services
- The risk of externalising / transferring Heritage services to the Third Sector
- Any other information that would be of benefit as we commence the programme.

Archives Stakeholders

- The key threats to services given the current economic situation – locally but also nationally
- Possible opportunities generated by the current situation
- The key barriers to radically changing how services operate
- Possible opportunities arising from changing the governance and operational models of Archive services
- How the stakeholder might wish to be involved in supporting actions to meet some of the needs highlighted by the HCP research such as lobbying, strategic advice and resourcing.

Museums Stakeholders

- Current assessment of Museum sector and future direction of sector in light of current economic drivers within Local Authorities
- Threats and opportunities to the Museum sector

- Views on alternative governance models and shared services
- What, if any, transformation plans does the Museum service have
- Where the Heritage Change Programme can support Museum services.

3.7.4 The findings from the interviews have been integrated into the analysis for Museums, Archives and the Historic Environment where appropriate. It must be noted that some of the information discussed was deemed to be too sensitive or confidential for inclusion in this report.

3.8 Online Survey

3.8.1 The HCP Consultant team developed an Online Survey aimed at all aspects of Heritage services in London, with strategic questions, and sub sector based closed and open questions. A 'Word Version' copy of the full questionnaire used can be seen in Appendix D.

3.8.2 The heads of services responsible for Heritage in all thirty-three London Boroughs were invited to complete the online survey. Additional contact was made with heads of museum and Archive services, and those identified by English Heritage as being historic environment contacts, informing them of the survey and requesting their assistance in completing it. The survey received thirty-one unique responses from the following nineteen Boroughs: Barking and Dagenham, Bexley, Brent, Bromley, City of London, Enfield, Hackney, Hammersmith and Fulham, Haringey, Harrow, Havering, Hounslow, Islington, Lambeth, Merton, Newham, Richmond-upon-Thames, Sutton, and Tower Hamlets.

3.8.3 Responses came from Heads of Services, whilst a number had delegated responsibility for completing the survey to those with direct responsible for running their service, for instance Curator or Principal Archivist. In some cases more than one person from a Borough completed the survey, answering the questions relevant to their sector.

3.8.4 The findings from the Survey Monkey Questionnaire have been analysed and integrated into the following sections.

4 ARCHIVES - SUMMARY OF CURRENT STATE AUDIT

4.1 Introduction

4.1.1 This section brings together the analysis of outcomes arising from the online 'Survey Monkey' survey, interviews with key stakeholders and consultation workshop with the London Borough Archive services.

4.1.2 It is presented in terms of key findings, and then detailed in further sections.

4.1.3 It should be noted that in the online survey not all questions were answered by all respondents so total number of respondents per question may differ between individual questions.

4.2 Key findings

- There is a clear pattern of services that are strong in all areas (a very small number), those with certain weaknesses and strengths (the majority), and those that fail to perform well in virtually all measures (a small group). With the current economic climate funding cuts may well result in the loss of some Archives services and certainly the downgrading of many others
- Some Archive services are in a vulnerable position in the current climate of restricted funding. Services need to radically change how they contribute to and are perceived by the Local Authority
- Many Archive services have poor accommodation which prohibits both collection care and the development of services
- 75% of services who answered the survey do not have the skills or resources to productively exploit online technologies to reach larger and more diverse audiences despite the importance of an online presence for modern audiences
- Overall London is failing to collect its documentary Heritage in a comprehensive manner. The widespread lack of space for future collecting and lack of capacity to collect digital collections means that records of historical value are already being lost. Without radical change in many of the Borough Archive services this loss will continue and accelerate
- Internal advocacy is by and large poor with Archive services lacking the skills, contacts and profile to effectively promote their service internally
- The ability to innovate is very variable. Whilst Archive services are good at developing useful relationships at the operational level and seeking out new markets, innovation around commercial and income raising activity is poor – primarily due to lack of skills and the lack of general understanding/awareness around what an Archive service can offer
- A major brake on development in many services is the Borough Authority. It can stifle creativity, forbid independent development and squash relationships that cut across hierarchies and silos, regardless of their usefulness.

- Innovation will come through skilling up, giving staff more time and greater independence to make decisions and partnerships
- External stakeholders could provide valuable support in any development of the Archives sector in London
- Flexibility will be the key to future development of services in financing, political support, governance structures, IT resourcing, decision-making and partnerships.

4.3 Analysis of survey and workshop results

- 4.3.1 The survey was answered by a variety of post holders including Cultural Officers, Curators, Archivists, Heads of Heritage or Library Services, Assistant Directors and Directors. Clearly the answers will be based on their own knowledge of the daily operational areas and the long-term strategic position of the Archives.
- 4.3.2 On sustainability the situation of the Archives services is one of concern but not completely bleak. Ten respondents view their service as sustainable; five see the Archives as sustainable but on a reduced service and one describes the service as unsustainable. The Workshop bought out a majority who think they are sustainable but on a reduced service and four actually consider themselves borderline unsustainable. Clearly many services feel that the impending public sector funding cuts are going to have significant adverse impact on their capacity and even survival.
- 4.3.3 The operational capacity of the services is far from ideal. Insufficient capacity to process and manage collections was identified by 50% of respondents, whilst three describe their capacity as sufficient at current activity levels, three good at current levels and only two describe themselves as having room for growth in collection management.
- 4.3.4 There was an interesting response was to the question of the quality of access for on-site users. Seven respondents describe it as good whilst seven see it as reasonable and four rank it as poor. This shows that services seek to be user focused (although this raises the question of which users – current ones or untried markets) even if their backroom accommodation is poor. However, the quality of the service is often perceived as good by users (and therefore staff) simply because of the knowledge and attentiveness of the staff which can eclipse unsuitable accommodation. This dichotomy is shown up by the service that described itself as ‘Unsustainable’ yet described its on-site access for users as ‘Very Good’.
- 4.3.5 Services clearly see value in creating online resources. However services often do not have the capacity to take this to its full potential, due to resource constraints and Borough bureaucracy, which limits creative and independent development of individual council services’ online presence. Only four of the 16 respondents say they have sufficient skills and resource to provide online access to collection information. Nine of the 16 respondents say their capacity is insufficient but they are developing skills and resources. Two describe the service as only having basic skills and two simply say they do not have sufficient skills and resources.
- 4.3.6 As it is much easier to put up information about collections rather than collections themselves (even very large bodies such as the National Archives only have a small proportion of their actual collections available online) it is not surprising to find that

capacity for developing online content directly from collections is more limited than for collection information. Only three of the 16 respondents say they have sufficient skills and resources to provide online access to collections. Seven respondents said their capacity was not sufficient but they were developing skills and resources. Three said they had only basic skills and three said they had no capacity. The capacity to create online collection information tends to match the capacity of the individual service to create online collection information.

4.3.7 Of the services which replied 50% have insufficient space for collecting and only three had capacity for sustained future collecting with the remaining five having space for collecting at current levels. Given that the collecting activity of many Borough Archives is very low due to resource restrictions London's archival Heritage is under severe threat of being lost and probably significant collections and themes are already beyond hope of ever being saved.

4.3.8 This threat to London Archival Heritage is increased by the paucity of capacity for digital collecting. Only one service in the survey has sufficient skills and resources to undertake digital collecting whilst three have no capacity whatsoever. Six services describe themselves as having insufficient capacity but are building up resources and skills.

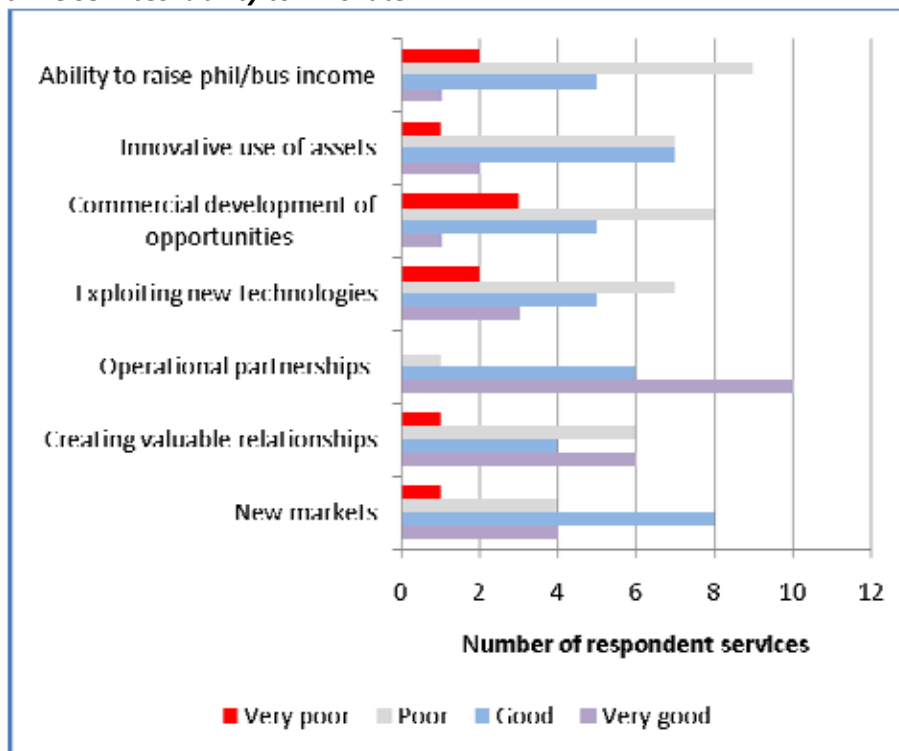
4.3.9 The effectiveness of lobbying for the Archives sector has always been poor because of the small size of Archives in terms of budgets and users, the lack of immediate awareness and understanding that the general public has of the concept of Archives, despite coming into contact with them in many aspects of their everyday lives, and the lack of advocacy skills within the sector. This traditional weakness was borne out by the survey. Of the 15 respondents only two described themselves as being very good at influencing key internal stakeholders. Five described themselves as good but that left eight who felt they were poor and one 'very poor'. This means that 60% of services are not influencing key stakeholders effectively.

4.3.10 Comments relating to influencing key internal stakeholders included:

- 'The service is very small and so lacks the capacity to maintain the relationships to influence greatly key internal stakeholders. It is also important to note that the specific budget for Archives is combined records management.'
- 'This has improved with the development of a corporate Information Management Strategy with the Archive service formally recognised as the repository of Council records of lasting historic value.'
- 'Running records management for the authority puts us in centre of administration.'
- 'Archives work collaboratively with colleagues in Arts, Libraries and Sports, as part of the Culture Team. Archives enjoy very good working relationships with other Council departments such as, Communications, Regeneration, Legal, Customer Services and the Chief Executive's policy team. The Borough Archivist also serves as the Council's Records Manager and liaises with colleagues in the ICT department. The Local Studies Librarian is also the Borough's Freedom of Information and Data Protection Officer.'

4.3.11 Archives services' ability to innovate shows a marked pattern and probably indicates where most Heritage services are comfortable operating. The graph below in Figure 2 shows how services rated their ability to innovate in a number of areas.

Figure 2 – Archive services’ ability to innovate



4.3.12 Overall services do not rate themselves as good innovators. Areas of particular weakness are raising philanthropic/business income and undertaking commercial development of opportunities, with innovative use of assets also poor. This was also reflected in the Workshop. These are areas in which Archive services completely lack the advocacy and commercial skills, quite apart from having no time to undertake such activity. They also feel that they do not operate within a commercial culture. However, all recognise the need to raise income from areas other than the public purse and all are willing to do so if given the capacity particularly in skills and staff time. Workshop comments included:

- ‘Directorate looks poor value for money because over the years assets have been dumped into it without associated maintenance funding. These assets could be a commercial opportunity which could in turn underpin some of the alternative governance models but currently they are a drain/liability.’
- ‘There is a lack of commercial and legal knowledge in the directorate on how to best exploit these assets.’

4.3.13 Regarding innovative use of assets the Workshop showed up a similar pattern across services - commercial rent from buildings, income from room hire, charging for services and exploiting collections.

4.3.14 Archive services are stronger in the areas of establishing operational partnerships and valuable relationships as well as exploiting new technologies (which is already very widespread and active) and markets. Interestingly these can all be viewed from the point of view of developing services to users and suggest again that Archive services are most comfortable and productive when they are working around provision of services to users.

- 4.3.15 For many workshop participants working with sister library and/or Museum services is the key to exploiting technologies and markets. Looking to wider horizons such as business partners and opportunities appears for Archive services a difficult area with which to engage.
- 4.3.16 As regards looking for new markets the Workshop identified the resources needed to identify and exploit this area. Participants feel they needed to know who to talk to and be able to participate in the right networks. However, many feel they do not have the time to develop new markets although participants do not feel it is necessarily about being given additional skills (unlike developing commercial activities and relationships).
- 4.3.17 It should be noted that the vast majority of participants in the Workshops agreed that there were two major brakes on innovation. The first is the Borough structure and governance. Political interference, bureaucracy and hierarchy stifle creativity, independent decision-making, taking on responsibility and relationship building. This is particularly marked in exploiting online technologies as Borough rules on developing online resources are so rigid as to make it impossible for many Archive services to create a flexible, user-focused online resource, despite the enormous benefits that would bring for the user, the service and the Borough.
- 4.3.18 The second major barrier is the nature of funding. Much of it is project-based which makes for piecemeal innovation and no incentive or opportunity to take the resultant contacts and develop them into long-term productive relationships.
- 4.3.19 Key enablers to innovation identified in the workshops were:

Financial

- Additional £20,000 each year to spend as the service wishes
- Continuance of Renaissance funding and the like
- Adding capacity to generate income including commercial activity and fundraising
- Ability to demonstrate usefulness, saving etc.

Strategic

- Pressure from customers and support from the public
- Support from influential Cabinet members
- Strong reliant strategies with senior support
- Good stakeholder management
- Getting embedded in central council functions although this is very dependent on the nature of the individual Borough and departments
- Good relationships
- Autonomy through acknowledgement of professional expertise
- Alternative governance models including trusts and consortia
- Continuing to have the support of Heritage colleagues.

Staffing and resources

- Using volunteers, but with recognition of the disproportionate management time they demand if they are to be effective
- Imaginative approach to conservation resourcing such as consortia approach
- Additional and flexible IT resources
- External funding as Borough funding simply is not sufficient
- Low cost base.

Operational relationships

- Local partnerships and schools improvement
- Local History partnership
- Other local partnerships, i.e. other departments using us, local Museum etc. Collective working in key areas such as conservation
- Flexibility in decision-making and operational activity
- Certain level of autonomy from senior management
- Movement away from 'silo working' by individual Boroughs and individual Borough services.

4.4 Conclusions from external stakeholder interviews

The external Archive stakeholders will be important in the development of the London Borough Archives for several reasons.

- They are very engaged in the issue of the future of the London Borough services
- Stakeholders key concerns around London Borough Archives are sustainability and the lack of joined up working both internally (e.g. little engagement in Borough records management function) and externally. Too much 'thinking in silos'
- In the current climate certain Archive services will probably not survive. Solutions need to be found to mitigate and manage this process. Significant shifts in the set up of certain services is very likely possibly with stronger services taking the lead and in so doing aid weaker services, or even services merging
- This difficult period presents a unique impetus to run services in a completely different manner. This is a period of opportunity if only it is seen as such
- Very low profile of many Archive services is one of their biggest weaknesses. Furthermore Archive services are often seen as cultural/Heritage with their information management role not appreciated
- The Archival record of London is already being damaged through resource constraints on collection management and lack of strategic interest in the issue - 'there is an abdication of collection management at the moment'
- Skills capacity within individual Archive services is a major barrier within individual services

- They have been undertaking their own analysis of the Archive sector for their own purposes which has flagged up core issues that London faces .e.g. the Heritage Lottery Fund is very aware from its own research that the share of funding successfully applied for by the Archives sector is disproportionately low
- External stakeholders are knowledgeable about alternative governance structures and are willing to entertain their implementation where it is appropriate
- The external Archive stakeholders have potential for providing practical support to support the London Borough services such as refining funding streams to recognise the challenges and opportunities created by transformation programmes, developing sectoral policy that assists transformation, disseminating information and providing advisory support. If they can supply this the external stakeholders could be key to ensuring HCP creates an effective legacy of support for Archive services. The National Archives and Archives for London are very keen to be involved in the HCP as it goes forward. The Heritage Lottery Fund has also put out tentative interest in the Programme and is keen to be involved in further discussions
- Archive services do have the capacity to think and act in a creative manner but this can only happen if there is the political will to take radical action
- This is a good time to be engaging with these stakeholders as several of them are at the start of the process of strategic planning e.g. the Heritage Lottery Fund is at the start of the cycle for planning its next strategic plan, the National Archives is waiting to see how its functions will be affected by the abolition of MLA.

4.5 Conclusions from internal stakeholder interviews

- Archives are vulnerable especially given their low profile, perceived conservatism, and difficulty in proving financial value. Transformation is the only means of survival for some
- Partnership working with Museums and Libraries is of great benefit to Archive services
- Alternative governance models for Heritage services are a hot topic and certainly being widely considered by senior managers and politicians
- Internal stakeholders want support from HCP to inform transformation programmes including knowledge about organisation, governance and future staffing needs discussion around how a service of the future could look, practical support from sectoral partners such as The National Archives, and guidance on moving forward on such issues
- Each Borough is at a very different stage of planning with some well advanced in transformation planning whilst others are just starting to think about it
- London Metropolitan Archives is keen to support processes arising from HCP and in particular partnership working with other Borough services

- HCP has a central role to play as a mechanism to flag up areas of commonality to organisations that have unrealised shared interests and could benefit from closer partnership working with each other
- Interviewees want ‘hard outcomes’ from HCP, particularly around providing opportunities to link up with other services, not ‘just another report’.

5 MUSEUMS – SUMMARY OF CURRENT STATE AUDIT

5.1 Introduction

5.1.1 In this section we detail the findings from the ‘Survey Monkey’ online survey, the stakeholder interviews and the Museums Workshop held on 7 October 2010.

5.2 Museums Services Online Survey

5.2.1 Out of the 30 survey respondents 14 had responsibility for their Museum service. The level of respondents varied from Heads of Service to Museum Curators and answers reflect this.

5.2.2 In the online survey not all questions were answered by all respondents so total number of respondents per question may differ between individual questions.

5.2.3 The key points from the survey were as follows:

- All Museum services who responded indicated that their services are currently sustainable and would be in the future. Six indicated they would be expecting future budget cuts to result in them providing a reduced service
- Managing future collections is a concern across the majority of services
- Overall on-site access is good
- Developing onsite and online access to collections is sufficient with some scope for development
- The majority of services rated themselves good at influencing key stakeholders
- Services rated themselves good at engaging with new markets and developing operational partnerships
- New technology is being embraced but up take and innovation can be stifled by Local Authority structure and operating practices
- It was acknowledged greater commercial development of assets is needed to draw in alternative income
- The vast majority of services were fully funded by Local Authorities, or if the service is already a trust a large proportion of funding still comes from a local Borough
- There is a desire to investigate alternative governance models but some hesitation on the adoption of them
- There is mixed feeling about sharing posts and services across Boroughs – the key question is “can it work?”

5.3 Survey analysis in more detail

- 5.3.1 The level of detail from respondents varied considerably and is no doubt linked to their level of engagement with their Museum services.
- 5.3.2 The overall outlook for Museum services from respondents is reasonably positive; with all 14 respondents saying that the service was sustainable, albeit six with a reduced service. It would appear from this there is strong belief that the services will continue, although they may have to adapt to survive.
- 5.3.3 These findings were also backed up in the Workshop held for Museum services, where again the majority indicated that the service was sustainable, with the remaining services saying that it was sustainable but with a reduced service. It is clear that whilst there is pressure to cut budgets and that some Boroughs are considering cutting Museum service budgets, the key Museum service managers and heads of service believe that their organisations will survive.
- 5.3.4 Regarding collections, there is concern within the services about their ability to sustain current collection management levels and access. The majority indicated that they are currently at full capacity and that there are not sufficient resources for future collecting. This is a concern and Boroughs will have to have work out strategies for long term management of collections.
- 5.3.5 Many respondents felt it is not reasonable for Museums to consider sharing collections management as it is likely that the collection will be specific to that Museum service. Conversely, the services are handling onsite and online access to collections well, with a desire for development but nearly all indicated that it was at least sufficient at present.
- 5.3.6 Access by the public to Museum collections has always been a strength and Museums are striving to deliver in this area. This is a core service function, as without the public access to a service's collections it is hard to demonstrate need for that service. An overall threat to collections stems from a Borough's ability to dispose of it, and by maintaining access services are actively engaged, if indirectly, in preserving their collections and seeing that they remain in the public domain.
- 5.3.7 Interestingly, whilst most consider access to collections as sufficient, three respondents report that overall access is insufficient at present. This would put these services under increased threat as they need to prove value, and without sufficient access to Museum services it is difficult to prove that the service is valuable and active in delivering Council priorities.
- 5.3.8 Positively, all of the respondents felt that they had the ability to influence key stakeholders, with the majority rating this ability as good. One service noted that they were successful in influencing key stakeholders as they have integrated partnership working with other Council departments and are part of the Council wide induction programme for new employees, helping raise awareness of their services across the Council. Although this is positive there is still room for improvement, with six services in the survey saying their influencing skills were poor.

- 5.3.9 Museum services do seem to be recognised and have a voice, even if it small, and it is from this that greater advocacy of their services can flow. For services to survive or effectively develop it is vital that they garner the support of key stakeholders, helping them understand their service and the wider benefits it can bring.
- 5.3.10 Innovation will be a vital component of future services across Local Authorities and here there were distinct differences between the online responses and the workshops. Online, the Museum services rated themselves as reasonably confident at innovating, in particular in the areas of new markets, valuable relationships, and operational partnerships – with over 68% of the respondents rating themselves as very good or good in these areas. In the workshops, delegates were less confident.
- 5.3.11 This is interesting as relationship building and partnership working is invariably the success stories of Museums. Over the previous decade there has been a huge push by Government and strategic agencies to get Museum services to engage with new audiences and build local partnerships and this evidence shows that this has been effective. This is an area of strength for Museum services that could be a strong advocacy tool to sustain their service, or bring it together with other Council services.
- 5.3.12 Respondents were not as confident in exploiting new technologies or the innovative use of assets, with around 50% of respondents rating themselves as very good or good in these areas. When questioned about similar areas of innovation within the workshops the results were more diffused – with a wider range of answers and no clear pattern showing. This would indicate that that when pressed, the services are not as confident as they initially think. But, this does not necessary mean there are areas of weakness within services, and it is likely that with guidance and advice they could fulfil their potential to innovate, and this should be seen as areas of opportunity for services to innovate.
- 5.3.13 It is in the area of commercial development of opportunities that both survey respondents and workshop attendees felt their Museum services were weak in the majority. This could partially be to do with a mindset of commercial verses public benefit, and that with guidance there could be opportunities for services to further realise their commercial potential and exploit this. In addition, the skill-set for commercial business development is not traditionally considered when recruiting to the Museum Sector, and there is an opportunity for engaged services to train staff in business development to realise commercial potential.
- 5.3.14 The workshop itself investigated what the key barriers to innovation were for Museum services to develop and here there are some interesting points. A brief summary of the key barriers are as follows:
- A lack of funding
 - Renaissance London funding disproportionately given to core Museums; little trickle down to smaller Museum services
 - Lack of political will to preserve services within Local Authority
 - Lack of capacity to take advantage of existing opportunities
 - Volunteer management is resource heavy
 - “Corporatisation” of central services is impeding creativity and innovation
 - Council bureaucracy and risk adverse culture.

5.3.15 Responding to these barriers will be challenging as many are embedded attitudinal rather than tangible barriers, but with services providing evidence of value at operational and strategic levels, and with improved advocacy skills they are not insurmountable.

5.3.16 Interestingly some of the barriers were also seen as key enablers, for instance Renaissance London. It is hoped by some services that following on from the Renaissance review the new core Museum system will have more impact on Local Authority Museum services than the present Renaissance London arrangements. Museum services appear to have a duality in their opinion of Renaissance, seeing it as a force for good, but on occasion too big to have direct influence on their service. The dedication of Museum staff and volunteers were considered vital to the future development of Museum services, and by highlighting partnership working Museums can have a stronger voice within their respective Local Authority.

5.4 Museums Workshop Findings

5.4.1 The HCP Consultant team ran a workshop with groups of managers and stakeholders from Museums on 7 October 2010.

5.4.2 Some of the key themes emerging from the session included:

- 50% of delegates thought their Museum service would be sustainable in the next three years, with 50% identifying a future delivering a reduced service
- when asked about their ability to innovate in terms of commercial development of opportunities, innovative use of assets, new market development and exploiting new technologies , results were very mixed. Some authorities appeared to be performing well and many clearly not seeing themselves as being innovative. Examples of innovative good practice are highlighted below in Table 3.

Table 3: Key Good Practice from Museums Workshop

Innovation Area	Comments
Commercial development of opportunities	Charging internally for Archive services
Innovative use of assets	One Museum has links with a Perfume Company
New market development	Audience development supporting big society agenda and diversity - travellers and the Morris Dancing Community.
Exploiting new technologies	A Museum service identified high levels of staff skills, technology and ICT infrastructure enabling them to exploit new technologies. A Museum service has exploited the weddings market successfully

5.4.3 This session identified the need for access to best practice and case studies to support Museums teams in identifying appropriate innovations for their audiences, facilities and services.

5.4.4 When asked to identify key barriers and key enablers, the following responses were given as shown in Table 4.

Table 4: Key Barriers and Enablers

Key Barriers	Key Enablers
<ul style="list-style-type: none"> • Money – grants cut? • Is Heritage politically acceptable, interesting? • Threat to Renaissance funding • Capacity is the main concern, particularly when there isn't the capacity to take advantage of opportunities that exist • Using partners and volunteers successfully and effective collaboration could help address issues of capacity • London Museums Hub can support and should be utilised for volunteer development and support • A big issue is short term gain as opposed to the "long game." • Fitting the HCP in the context of wider Local Authority Transformation and even mergers and much bigger agendas across London. 	<ul style="list-style-type: none"> • The Renaissance funding stream should be an enabler, though this is currently under review and London is in a particularly difficult position as the presence of the big National Museums mean London may not be prioritised for funding compared to other regions. Whatever happens, Renaissance will be smaller and the challenge will be how bigger Museums can inject capacity into Local Authority Museums • Adding capacity to generate income will be key • Museum of London can support by training Local Authorities to deliver (train the trainers) • The challenge fund is being stretched very thinly and may not present the opportunities that people hope for • The commissioning agenda is a good opportunity, though to take advantage of this, capacity and skills need to be built now. This is going to be increasingly important as the commissions increasingly move in to the realm of procurement and aggregate in size and scope.

5.4.5 When asked where authorities need support to transform and improve, the following suggestions were made in Table 5:

Table 5: Identified support required

Support Area	Description
Shared Posts	<p>Would like to see examples of how new shared posts have led to income generation/savings.</p> <p>Would like access to shared conservation services.</p> <p>Service amalgamation, joint strategies and planning through merging of cross Borough functions.</p>
Exploration of Alternative Management Models	Support over issues if trust status was taken forward.
Exploring Back Office Efficiencies	Use of volunteers to assist with back office functions.
Development of Volunteering Capacity	Volunteer recruitment and training and management.
Developing New Revenue Generating Services	Interested in opportunities around collections, exhibitions, fundraising and marketing.
Partnership Development/Business Development	<p>Business development of poorly invested assets.</p> <p>Developing retail/commercial strategy and plan to implement across Museums/Archives/Libraries.</p>
Rationalising Facilities	Examples of how reducing opening hours leads to better services/income generation opportunities/collections came through better use of resources.
Involvement in Wider Transformation	Want help to be involved and influence the process.

7.5 Conclusions from interviews with external stakeholders

- 5.4.6 Following on from the interviews with internal stakeholders, a number of interviews were conducted with external stakeholders, including professional organisations and regional strategic and operational leads. These interviews identified London Local Authority Museums as under particular threat in the current climate of budget reductions. Generally they are too small to be able to withstand significant budget reductions or operational and strategic changes. Being locked into Local Authority procedures and systems they are unable to adapt quickly and re-position themselves.
- 5.4.7 Interviewees also felt Londoners as a whole do not have significant local loyalties and as such visceral public support is harder to garner than in other regions. They thought it was important to take a pro-active approach, with the cuts giving museums the impetus to radically look at their governance and core functions, how they engage with users and other services, and how the workforce can contribute to wider agendas. In order to achieve this they identified that the workforce would need up-skilling and that existing services would have to start thinking radically about future working partnerships and governance. The Heritage Change Programme could be used as catalyst to drive forward these changes positively.

7.6 Conclusions from interviews with internal stakeholders

- 5.4.8 A number of interviews were conducted with staff within Local Authority Heritage services to investigate further the themes of the online survey and the workshops. From these conversations it was confirmed that Heritage services are under threat due to the current economic climate and the comprehensive spending review of October 2010. A number of Local Authorities are considering their options, including reducing services, moving Heritage services to trust status, merging Heritage services with other departments and/or seeking alternative governance models, closing services, or seeking new ways of working.
- 5.4.9 The interviews also revealed that Local Authorities are working fast on identifying budget reductions and alternative futures for Heritage services with a number of them identifying March 2011 as the point when decisions will be finalised. Naturally there is concern by key staff within Heritage services of their future within the Local Authority and the status, or lack of it, that Heritage services have; however all of the interviewees saw opportunity within the current uncertain situation.
- 5.4.10 Many interviewees were keen to hear about new ways of working, for example with other Boroughs, cross departmental partnerships, or through alternative governance models. They understood new working models and practices would require the development of new and existing skill sets, helping to transform service and facilitate income generation. A number of interviewees noted that direct grant aid from Local Authorities for trusts is going to be reduced significantly over the coming years. This poses obvious concerns for current and new trusts in terms of sustainability and service levels, but the interviewees accepted that new income streams would have to be developed and that the services will have to respond to these challenges proactively.

- 5.4.11 Overall interviewees would like to see the Heritage Change Programme facilitate positive change within Heritage services, assisting staff to identify new ways of working, helping services develop their future vision, and providing a positive steer on what skills would be needed by services to evolve.

6 HERITAGE ASSETS- SUMMARY OF CURRENT STATE AUDIT

6.1 Introduction

6.1.1 Engagement with services responsible for Heritage Assets has been a challenge for the programme. Departments with responsibility for the historic environment and Heritage Assets are rarely located within Heritage services instead being placed within departments responsible for planning or regeneration. Perhaps as a result of this, we received only six responses from services with some responsibility for Heritage Assets, and only three individuals from these departments attended the workshops. The sample size should be noted when interpreting the following data.

6.2 Challenges

6.2.1 The major finding in the study of the current state of services responsible for Heritage Assets was not identified by statistical research, online survey, or workshops but through the difficulties encountered with engagement. It is apparent that unlike museums and Archives there is not a unified sense of the sector and that the disparate structure of Local Authorities services responsible for Heritage Assets has contributed to this. There is a sense that Heritage services should be able to closely dovetail into work by colleagues in Heritage Assets, but this is hindered by other Local Authority departments, for instance planning, not having similar strategic or operational priorities as Heritage services. This does not mean that closer integration and partnership working is impossible, just that it will prove to be more challenging. Attendees at the workshop recognised that a closer peer led network of colleagues would be beneficial. Participants attending the workshop suggested closer integration or shared roles in the areas of public engagement and education.

6.2.2 Whilst engagement has been difficult, on a more positive note the majority of Heritage services that had no direct responsibility for Heritage Assets are linked to the departments that do. Most of these relationships were considered to be effective and useful, with a number of Boroughs having Heritage Boards or committees where officers responsible for Heritage from different departments meet to discuss strategy and joint working approaches.

6.2.3 Relevant CIPFA statistics are headed as Heritage but there is no effective breakdown. The CIPFA statistics indicate that there is a wide variation in investment between Boroughs but unfortunately CIPFA returns are patchy at best thereby limiting any effective interpretation of the data supplied.

6.2.4 Due to the sample size it is difficult to deem the results of the Heritage Assets survey as representative of the entire sector but they do demonstrate broad themes.

6.2.5 Access to Heritage Assets was rated as good or very good by the majority of respondents, indicating that the public had reasonable engagement with the Borough's Heritage Assets.

- 6.2.6 Heritage Assets appear to have a high level of political support within Boroughs. This could be exploited by all relevant services within a Local Authority to advocate the benefits of Heritage to wider public.
- 6.2.7 When asked about their Council’s ability to innovate in the areas of new markets, operational partnerships, and valuable relationships, the majority of respondents rated their organisation good or very good. Potentially this could be a catalyst for integration with Heritage services community engagement programmes and agendas.
- 6.2.8 The adoption of new technologies was rated by the majority as poor or very poor. Rather than indicate a lack of innovation it is more likely that this represents the nature of operations by the services. If stronger links were to be forged between Heritage services and departments with responsibility for Heritage Assets there would be greater potential for innovative use of technology.
- 6.2.9 No clear discernable pattern could be established for future commercial development opportunities and innovative use of Heritage Assets although a number of services already use their Heritage Assets for weddings and other events. As one respondent mentioned, “There is huge potential for use of our sites for activities such as filming, photo shoots, provision of meeting and conference facilities, private hire, weddings etc”.
- 6.2.10 Overall those responsible for Heritage Assets are “in the desert” in relation to peer support and effective wider integration within Local Authority Heritage services. Whilst there are existing links between services there is potential for greater convergence. The sector itself seems positive and willing to innovate but seemingly lacks the confidence to do so. There was concern raised by attendees at the workshop that there is no effective network for those responsible for Heritage Assets and consequently it is difficult to garner peer support for developing services. With an effective network and increased convergence between services there is potential for change within this sector. Bringing together Heritage Service managers and senior staff responsible for Heritage Assets is likely to result in better value services and a stronger voice for Heritage within existing Local Authority structures.

7 OVERALL ANALYSIS OF HERITAGE SERVICES

7.1.1 Following the audit, questionnaire, workshops and interviews with Boroughs we have brought the overall analysis together for Heritage services in the following formats:

- A SWOT analysis, identifying strengths, weaknesses, opportunities and threats
- A PESTLE analysis, identifying the following factors; political, economic, social, technological, legal and environmental.

7.1.2 This approach supports the development of clearly identified needs for use in the development of the work streams for the HCP.

7.2 Strengths of Heritage Services

Organisational culture

- Some organisations sit within Boroughs which value Heritage and see it as part of their identity
- The Museum workforce has been transformed over the last decade with an emphasis concentrating solely on collections to one that concentrated on connecting collections to people
- Openness to the ideas of organisational change as a benefit for the service and service users.

Political/strategic

- Archives can be a good news story for Councils. They are a very positive point of contact between councils and rate-payers with most scoring very high customer satisfaction (often well over 90%). One consultee described it as 'the only good news story around'
- The increasing political acceptance of alternative governance models and joint-working provides the opportunity for radical, productive change
- Archives, Museums, and Historic Environment departments are not a politically sensitive areas unlike other Council functions e.g. child welfare and education. Therefore political acceptance is about proving their worth rather than overcoming ideological or social concerns.

Governance

- The increasing awareness at both the delivery and management/policy levels of the need and value for collaboration and alternative models of operation
- Museums workforce has a reasonable degree of fluidity and as such will have worked in organisations with a variety of governance structures; i.e. National, Local Authority, independent and educational.

Collections

- Collections which have the capacity to be of value to a wide range of audiences current and potential
- Collections can directly relate to local area and therefore localism agendas, unlike larger national/regional institutions
- Increased awareness of the role that Archives beyond the very direct audiences of traditional historical research and family history.

Users

- Potentially wide audience right across the community; existing links to schools, health services, and community groups embedded within Heritage services
- Very high user satisfaction generally so tend to be servicing current user needs despite deficiencies in some services
- Some understanding the role of historic environment services within the locality.

Relationships

- Heritage services have potential for synergies with a wide range of departments including, libraries, education, planning, health, business efficiency and information management.

Staffing and skills resource

- The dedication of service staff who often work in difficult conditions yet provide a high level of customer service and seek to achieve professional standards
- A wide range of specialist skills that can be transferred to other uses, i.e. community engagement, collections care, research
- Amongst many a recognition of the need to seek out new skills and a willingness to do so, often constrained by limited resources.

Funding

- The shift in the political and funding landscape means that at all levels of service management radical approaches are now acceptable for consideration e.g. charging users
- A wide range of Heritage funders are available, supporting work on a variety of levels.

Innovation

- Good track record of exploitation of information technology. Level of exploitation held back purely by funding rather than strategic or operational issues
- An understanding that the users expect innovative use of information technology to access collections and data.

7.3 Weaknesses of Heritage Services

Organisational culture

- Many services are in organisational cultures that prohibit creative thinking and independence of action
- Many services sit in Boroughs where Heritage is not valued by the Local Authority
- Inspirational ideas can be suffocated in Local Authority hierarchies and procedures
- Transferable and entrepreneurial skills not recognised by services.

Political/strategic

- The very low internal profile of many services means they fail to garner the necessary political support
- The failure/inability of many services to explicitly contribute to Borough goals which inhibits their ability to argue for their relevance and value to the council. This becomes a circular issue with many council policies not having a specific focus on Heritage services
- Lack of clear easily digestible data on economic and social impact.

Governance

- Lack of ability, networks and time to cultivate influential internal relationships and productive external partnerships
- Local Authority bureaucracy of Boroughs stifles independent decision-making, relationship building and creativity, thus putting a brake on services developing their own initiatives and taking radical steps. This is particularly true regarding design, communications, finance and procurement
- Heritage services keep to their own kind; they often lack an outward looking attitude to governance and competencies.

Collections

- Lack of capacity to collect which undermines the future relevance of collections and creates a very real possibility of a large gap in the historical record. This is particularly true for digital material where there is virtually no capacity in London Boroughs for long-term digital preservation
- Very little in-house conservation capacity threatens the long-term survival and usability of collections
- Very poor accommodation threatens the longevity of many collections
- No clear strategic direction for access to collections using new technologies.

Users

- Many services unable to reach out to wider audiences due to skills and resource restriction e.g. no education room or staff, limited IT capability and/or access
- Lack of coherent audience data – each service collating data in a silo.

Relationships

- Tendency to concentrate on existing relationships instead of cultivating new ones.

Staffing and skills resource

- Lack of capacity within service staffing to undertake innovative work
- Lack of skills within services to innovate and develop commercial opportunities
- Danger of senior management believing that skills shortages can be covered using volunteers without appreciating the amount of management time volunteers require or the specialist skills that only qualified professionals can bring.

Funding

- Past funding sources which are often project-based and therefore militate against long-term planning and relationship development
- Very limited capacity to raise income from commercial and philanthropic sources partly because the average Borough service has very little to offer business donors in particular
- Lack of strategic long term fundraising approach; a tendency to ‘chase the money’.

Costs

- Service operations are generally already pared to the bone so there is no room for further efficiencies – spending cuts will mean real cuts in service quality
- Services often saddled with poorly maintained assets (particularly accommodation) making cost-cutting difficult and inefficient operations
- Vast majority of costs are staff expenses and therefore cuts in costs are only possible through reduction in staffing
- Lack of experience and knowledge in costing out new ideas / developing business cases can stifle innovation
- Political level understanding of the costs associated with Heritage and collections is weak.

Innovation

- The very limited potential of most Heritage services to generate commercial income on their own. Generating income costs as much as it raises for small services
- ‘Culture doesn’t innovate it curates’ ingrained in some services and so stifling new ideas.

7.4 Opportunities for Heritage Services

Organisational culture

- Archives are primarily a service and therefore can look well beyond the Heritage sector for inspiration about the type of culture they may wish to develop
- Museums can easily adapt; a centre for the community with a collection.

Political/strategic

- Archives for the 21st Century' will provide political drivers for transformational decisions
- Loss of MLA may mean the movement of sectoral direction moves Archives from out of the shadow of Museums and Libraries into an agency which is purely focused on archival issues
- The Archive and Record Association's advocacy work has direct relations with the Minister for Culture who is also well connected with the Mayor of London so useful political support for transformation is feasible
- Renaissance programme to continue until 2015 – political support for Museum within central Government
- ACE taking MLA functions should foster closer strategic alliances between Museums and the arts.

Governance

- There are well developed models and examples of alternative governance structures in the Heritage sector for services to investigate.

Collections

- Untapped collections still in private hands which will provide a wealth of new material and opportunities.

Users

- The 2012 Olympics creates opportunities for new audiences and possibly some income generation.
- 'Staycation' attitude can benefit Heritage services user base.

Relationships

- The recession is requiring other organisations both Heritage and non-Heritage to also think in a dynamic way which creates a fertile arena for building new relationships.

Staffing and skills resource

- Government's 'Big Society' policy will provide political support for, and perhaps resource, for developing the volunteer capacity which is often an useful element in Heritage services.
- More effective use of volunteers within Heritage services

Funding

- Changes in Heritage Lottery Fund (HLF) criteria which reduce the demands on matched funding requirements and potentially offer more flexible funding
- A growing funding pot held by the HLF making more funding available for a wide scale of projects
- Strong awareness of the HLF that the share of funding going to Archives is proportionately too low and the desire of HLF to increase that figure
- Recession forcing Heritage services to think 'outside the box' of usual funding streams.

Innovation

- Information technology provides many opportunities for repackaging and presenting Archives to new audiences regardless of geographical location
- Corporate social responsibility could provide opportunities for new ways of working.

7.5 Threats to Heritage Services

Organisational culture

- Fear of organisation change can slow down structural changes and cause stagnation.

Political/strategic

- The severity of public funding cuts pushes Heritage right off the political agenda and services are actually lost
- Members seeking high publicity of saving of other services leave Heritage services vulnerable.

Governance

- Lack of experience within Local Authorities of alternative governance models.

Collections

- Collections care and management priorities may be lost in desire to keep the service
- Reduced access and funding could lead to long term collections management problems.

Users

- Heritage can viewed as a 'middle-class luxury' and prevent new users from engaging.

Relationships

- Non Heritage services fail to see any synergies between them and Heritage services, making relationship building resource heavy with small returns.

Staffing and skills resource

- Lack of succession planning within service results in specialist knowledge and skills leaving sector
- Idea of ‘good all rounders /the gifted amateur’ results in loss of specialist knowledge and skills.

Funding

- Public spending cuts will reduce service capacity and in certain places will probably result in Heritage services being closed.

Costs

- Lack of data on social and economic impact of services makes the case for continued investment and justification of costs difficult.

Innovation

- Public spending cuts and the loss of MLA will eradicate many projects which encouraged valuable external partnerships e.g. Young Cultural Creators
- Loss of MLA may result in the loss of a voice for Archives at the strategic level, particularly within central government
- ACE taking over strategic steer for Museum sector results in sector been lead by an organisation with historical or strategic investment in its future
- Lack of clear Historic Assets strategic lead results in problems advocating benefits of the sector.

7.6 PESTLE analysis of Heritage Services

Political

- Under the current funding constraints public policy makers view Heritage as ‘nice to have’ and therefore expendable when faced with funding decisions
- Political survival is about proving direct contribution into Local Authority key priorities – Heritage has difficulty proving this, particularly in terms of financial returns
- Heritage services rate highly in the public perception and cutting these can generate local media and public opposition which can be used service advantage.

Economic

- Funding cuts are and will continue to denigrate Local Authority Heritage services for at least the next four years
- The key driver for many Local Authorities is saving money fast. The finer nuances of impact are irrelevant
- There is much less cash in the London economy for leisure pursuits. Low cost entertainment and family days out, such as to Museums, will be much more popular
- Due to the recession drivers to generate income by public services are growing stronger. This could push new commercial skills and break down old policies such as not charging for certain services at the point of delivery
- As the family history industry shows, people are prepared to pay for Heritage if it offers them what they want in a format they are comfortable with
- Regeneration projects may impact negatively on work of Historic Assets departments.

Social

- The interest in popular history is probably greater now than it has ever been, fuelled primarily by television programmes such as ‘Who do you think you are’, ‘Time Team’, ‘Victorian Farm’, and ‘The Antiques Road show’, as well as a burgeoning publishing industry in fact and fiction, and historical films such as ‘The Other Boleyn Girl’
- There is strong thread throughout much social commentary and education based on the idea of clarifying, respecting and developing the identity of the individual. The Heritage sector is a key component in this process providing evidence and locations for exploring, proving and celebrating identity
- Museums have a well developed and successful education sub-sector and are increasingly engaging with health services and wellbeing agendas.

Technological

- Information technology’s rapid pace of development is creating ideal tools for reaching out to new audiences in a cost-effective manner
- Services well placed to engage with audiences through the use of new technology as their collections are tangible assets that can be exploited by new technology.

Legal

- Legal requirements over issues such as the status and care of public records, data protection and Freedom of Information requirements may restrict the governance structures under which Local Authority Archive collections can be held
- Local Authorities need to maintain proper Archives to fulfil a variety of requirements under Freedom of Information, Data Protection and Local Government Acts
- Statutory planning requirements will be of benefit in advocating historic assets services.

Environmental

- Environmental considerations may push leisure and other activity in the long term into locally based centres for which Borough Heritage services would be well placed
- Increasing targets on emissions will generate strong drivers for online resources from Heritage services
- The Museum sector has engaged with the sustainability agenda
- Historic Assets services are well placed to position themselves with environment agendas and services.

7.7 Assessment of support required for Heritage Services

7.7.1 There were a number of key themes which emerged from consultation with senior stakeholders, which supported and expanded on findings in the data analysis. HCP has identified key themes that Boroughs clearly want to explore and, if appropriate, develop to ensure the sustainability and improvement of their services. These are given below in Table 6.

Table 6: Key Themes to be Explored

Identified sustainability issue	Assessed need
Governance / Management Models	<ul style="list-style-type: none"> • Awareness of alternative governance and management models including their structure and implications. • Awareness of how Heritage services can fit within other management models being driven by a core service; for example Library Services.

Identified sustainability issue	Assessed need
	<ul style="list-style-type: none"> • Practical examples of alternative working models.
Income generation	<ul style="list-style-type: none"> • Guidance on how to general commercial income, particularly commercial exploitation of assets. • Guidance on fundraising.
Partnership working	<ul style="list-style-type: none"> • Opportunities for collaborative partnerships. • Opportunities for joint working/services. • Learning how to fit in with wider Local Authority transformation agendas and London-wide agendas. • Opportunities to think freely and creatively.
Skills capacity	<ul style="list-style-type: none"> • Development of commercial skills amongst service staff. • Development of skills to enable staff to flourish in a new operating environment in the future. • Development of fundraising skills. • Guidance on using volunteers effectively. • Guidance on working with commercial partners.

7.7.2 It is this assessed need which has informed the development of the work streams with the overriding aim to present to Boroughs with holistic development themes for their Heritage services. This also seeks to ensure compatibility and collaboration where appropriate with the London Libraries Change Programme (LLCP).

8 HCP WORKSTREAMS IMPLEMENTATION PLAN

8.1 Introduction

8.1.1 Three key workstream areas were developed from the current state analysis and options appraisal to address key issues and opportunities within the scope and resources of the programme. The project consultant team recognised the need to coordinate these workstreams where appropriate with the LLCP.

1. **New Ways of Working Programme**
2. **Future Heritage Services - Identifying what future services could look like to support transformation**
3. **Heritage Services Professionals - key competencies to be fit for the future.**

8.1.2 These workstreams are explained in greater detail below. This will include a brief description of the workstream, the identifiable deliverables, audiences, timeframes and outcomes.

8.2 Workstream Deliverables - Methodology

8.2.1 The deliverables are organised by delivery methods which range from the passive (imparting information) to active (direct enabling support). The aim is to develop a range of methods for the deliverables which provide the maximum coverage with Boroughs to optimise available resources within the HCP and LLCP. The most supportive processes will of necessity only engage a select number of Boroughs which were carefully chosen through a range of explicit selection criteria to ensure maximum impact.

8.2.2 The structure of the deliverables are organised into four 'layers' of increasing interaction between the HCP team and Boroughs. The four layers are:

1. **Imparting Information**
Providing pertinent information which recipients decide whether to use, finding their own way of applying the information.
2. **Providing information and guidance on its use**
Delivering generic advice, information and generic support on applying that advice in co-ordination with LLCP. The purpose is to create momentum for sustaining transformation in Heritage services.
3. **Facilitating Collaboration and Service Development**

Laying solid foundations for productive relationships which could develop long-term transformation and development of Heritage services. Linking the work of the Heritage Change Programme to other Programmes such as the LLCP, wider joint Council collaboration and transformation activity.

4. Direct Enabling Support

A resource intensive process which will only be used for a very small number of Boroughs (e.g. three only) and is particularly aimed at Boroughs which qualify for support.

8.3 Workstream 1 - New Ways of Working Programme

8.3.1 The New Ways of Working Programme workstream has been developed out of a need for support and information for Boroughs' Heritage services who are contemplating new management models and ways of working. The activities and deliverables are highlighted below:

8.4 Imparting Information:

- **Signposting / Online**

1. HCP work with LLCP to analyse and signpost Boroughs to each other in relation to potential shared posts, joint working and back office efficiencies (e.g. sharing the same digitised collection software / web access technology). This would feature mapping of potential activity in each Borough to assist with signposting and collaboration support.
2. HCP and LLCP could assist authorities in identifying potential partners for collaboration both cross boundary and cross-council by suggesting activities arising from its analysis to kick-start collaboration ideas.
3. HCP to work with LLCP to raise awareness of the relevance of other programmes to ensure a joined up approach.

Audience: Service Heads and Managers

Deliverable: The deliverable is a collaboration matrix demonstrating needs and signposting potential collaborative partnerships.

Time frames: February 2011

Outcome: More Boroughs talking to each other and to other departments about how they can work more collaboratively.

- **Workshops**

4. HCP and LLCP jointly ran two sets of half day workshops, the first on Management Models and the second on Options Appraisals (both to be complimentary to the Library Change Programme).

Audience: Directors, Associate Directors of Service and Service Heads

Deliverable: Four half day workshops and workshop notes for delegates and those that could not attend

Time frames: February 2011

Outcomes:

1. Raised awareness of management models to ensure that Heritage services are taken fully into account when exploring options.
2. Building capacity within the Heritage Sector for Services to be more proactive in approaching transformation and supporting the options appraisal / business case process.

8.5 Providing information and guidance on its use:

5. HCP developed some high level guidance on cross boundary/department models / solutions with high level process maps to assist those authorities in progressing their plans. These will be supported by the programme of workshops to bring authorities together to explore the opportunities and potential of cross boundary/department collaboration. Alternative management models including new ways of working and new management models could be discussed, explained and explored, linked to the LLCP.

Audience: Directors, Associate Directors of Service and Service Heads

Deliverable: The deliverable is guidance sheets and case studies.

Time frames: March 2011

Outcomes:

1. Raised awareness of management models to ensure that Heritage services are taken fully into account when exploring options.

2. Building capacity within the Heritage Sector for Services to be more proactive in approaching transformation and supporting the options appraisal / business case process.

8.6 Workstream 2 - identifying what future services could look like to support transformation

- 8.6.1 HCP developed some focused guidance which identifies the key features and behaviours of modern Heritage services organisations. This includes governance, strategy, operations, finance, stakeholder management, departmental alignment and business development, linked to and building on the Culture and Sport Improvement Toolkit (CSIT) criteria. Selected case studies would be used where appropriate.
- 8.6.2 Within this, HCP has developed a range of options for transformation from the modest to the revolutionary to give Boroughs the impetus for new thinking and encourage alternative approaches.
- 8.6.3 HCP has developed a range of approaches to ensure that this support can be accessed at a number of levels and delivered in ways that will maximise engagement by Heritage services professionals in London. The approach for this workstream can be seen below:

8.7 Imparting Information:

- **Advice papers**

6. Model showing different stages/characteristics of a future/transformed service ranging from modest change to complete revolution.

Audience: Anyone interested in possibly transforming their service, from front of house staff to Departmental Heads

Deliverable: The deliverable would be advice papers.

Time frames: March 2011

Outcome: A method for provoking thought and new ideas around service provision.

7. Information pack identifying tools for visioning, and characteristics of modern services including possibly governance, strategy, operations, finance, stakeholder management, departmental alignment and business development; basic guidance on advocacy for transformation projects.

Audience: Anyone interested in possibly transforming their service from front of house staff to Departmental heads.

Deliverable: The deliverable would be advice papers.

Time frames: March 2011

Outcome: Sufficient information for the reader to contemplate transformation in a positive way and hopefully consider taking it further.

- **Signposting / Online**

8. Signposting for organisations that support or exhibit transformation e.g. Clore, government departments, publications such as the McKinsey Quarterly. Provision of information about transformation generally, gleaning core themes from the HCP research - hosted on an appropriate website.

Audience: Managers interested in transformation

Deliverable: The deliverable here would be advice papers.

Time frames: March 2011

Outcome: Identification of routes down which the recipient might progress.

8.8 Providing information and guidance on its use:

HCP developed a Collections/Services Rating matrix to be used as a facilitation tool to assist Heritage services to identify their relative position within this continuum and where the opportunities are to collaborate.

Audience: For service managers to assess how their service stands in terms of its collection and service quality

Deliverable: The deliverable is a simple but powerful 9 box matrix

Time frames: Mid February 2011

Outcome: A broad benchmark against which service managers can decide the direction in which they need to improve their service.

9. Workshop - a facilitated event which enabled invitees to explore how they envision the service of the future and discusses what is meant by transformation and the major issues to be explored.

Audience: Service managers and above

Deliverable: Facilitated workshop

Time frames: Mid February 2011

Outcome: Supporting service and senior managers to vision how their service could be in the future.

10. Where applicable and relevant, case studies of services that have gone for alternative governance or line management i.e. Some which have gone through a major transformation with outline of why, how and the effect. May not be a London-based example – e.g. Hull.

Audience: Service managers and above

Deliverable: Case Studies

Time frames: March 2011

Outcome: Supporting service and senior managers to vision how their service could be in the future.

8.9 Facilitating Collaboration and Service Development

11. HCP will seek to establish a Round Table event of third parties, bringing in sector champions and supply chain leaders to assist in building capacity to support Boroughs post HCP.

Audience: MLA, TNA, HLF, CLORE, Sector Skills councils, possibly commercial providers such as trainers and conservators.

Deliverable: Increased alignment and awareness of support network for Boroughs in relation to desired HCP long term outcomes.

Time frames: March 2011

Outcome: It is hoped this would evolve into organisations that could support transition processes in the longer term and bring additional resources to the transformation process.

8.10 Workstream 3 – Heritage Services Professionals - key competencies to be fit for the future

- 8.10.1 HCP developed a competency matrix for the three sub sectors, working in partnership with key stakeholders to identify the skills and capabilities required of generic Heritage services Managers and specialists. This work would seek to identify where joint posts could be created and individuals could support for example, both Museums and Archives functions.
- 8.10.2 Building on this, a peer led skills audit could be developed which would then feed into a peer led (where possible) training and development programme.
- 8.10.3 Key activity to support this workstream would be to research current work of sector skills councils to prevent overlap and find synergies.
- 8.10.4 HCP developed key competencies and identify areas of strategic impact where the skills workstream will have most impact. It identified who the skills workstream should focus on and why.
- 8.10.5 HCP's approach to implementing this workstream can be seen below:

8.11 Imparting Information:

- **Advice sheets**

- 12. Development of key competencies as demonstrated by matrix; aimed at strategic and operational level. This includes how to use the light touch skills audit for Boroughs to use to evaluate current skills and skills gaps.

Audience: Heads of Service, Departmental Heads (potentially line managers)

Deliverable: Competency matrix. Excel skills evaluation tool

Time frames: March 2011

Outcome: Each Borough will be able to gauge current skills and skills gaps; identify areas of development that relate to their organisation strategic future direction. Provide Boroughs will the knowledge to facilitate change within their organisation; or to offer/seek cross Borough skills sharing.

- **Workshop / Training**

- 13. A workshop will be developed to introduce the skills workstream to relevant senior managers of Heritage services.

Audience: Head of Service, Departmental Heads, Senior Conservation Officers.

Deliverable: Workshop and learning.

Time frames: Mid February 2011

Outcome: Increased awareness of sector wide support and skills agendas.

- **Signposting**

14. A long list of sector skills providers in the London region will be developed; a mini 'who's who' of strategic organisations responsible for skills development in Heritage list.

In addition to this, information is provided on finding guidance and advice from the relative Sector Skills Councils; e.g. Creative and Cultural Skills for Cultural Heritage (CCS) and Lifelong Learning UK for Archives (LLUK). We will also identify training providers who can address skills needs.

Audience: Head of Service, Departmental Heads, Senior Conservation Officers

Deliverable: Advice and guidance sheets/information

Time frames: Late February 2011

Outcome: Increased awareness of sector wide support and skills agendas.

- **Online**

15. SLC recommend that a resource webpage for HCP could be developed (held at London Councils website / MLA website / SLC Website with downloads of pdfs and excel documents supporting this workstream.

Audience: All levels of staff involved in staff development and organisational change.

Deliverable: Web based resource for HCP stakeholders to download relevant information/toolkits/resources as a legacy from the HCP.

Time frames: Mid February 2011

Outcome: Longer term sustainability of HCP resources.

8.12 Providing information and guidance on its use:

- **Workshops**

16. HCP will develop a workshop to introduce the competency matrix and how to use it; develop a light touch skills audit spreadsheet that can be used by Boroughs to ascertain the current skills and gaps their services have; focus on collaborative working and future skills (i.e. governance, business planning, advocacy, entrepreneurialism). Linked to this we propose that CCS and LUK come to a workshop to give a short presentation on the work they carry out and alternative skills routes for Heritage staff (this would primarily be new starters).

Audience: Management with direct responsibility for Heritage service staff – i.e. Heritage Manager

Deliverable: Practical based workshop outlining how to use the developed competency matrix.

Time frames: Late January 2011 (partly to maximise audience)

Outcome: Provide practical assessment skills allowing Boroughs to ascertain current skills levels and needs. To identify what organisational/workforce development needs to take place in order to support the transformation of Heritage services.

- **Case Studies**

17. HCP will seek to provide case studies from successful trusts and other alternative governance models

Audience: All staff within transformation programmes

Deliverable: Case studies

Time frames: March 2011

Outcome: Case studies will highlight good practice, provide guidance, and act as inspiration and guidance for services.

8.13 Core themes for HCP Options

8.13.1 Core themes for HCP underlying all of these workstreams are as follows:

- **Reducing costs** achieved through identifying efficiencies and economies of scale wherever possible

- **Enabling innovation in service delivery** achieved through focusing on future service requirements and delivery
- **Opportunities for supporting transformation to be explored** through HLF and other partners
- **Enabling collaboration and Service Development** achieved through: HCP signposting opportunities and partners together building on the work in Stage 1
- **Supporting Volunteer capacity building** achieved through: identifying the activity and support which Heritage Services can tap into. E.g. Museum of London, the British Association of Friends of Museums
- **Advocacy support** – achieved through: engaging with key stakeholders such as Cabinet Members, the LGA and the All Party Parliamentary Groups on Museums and on Archives
- **Embedding commercial and income generation skills/strategies:** achieved through identifying common training and development needs linked to an assessment of capability.

8.14 Heritage Change Programme Support Pack

- 8.14.1 The HCP Support pack has been developed and is available online through the LCIP website. This is the complete range of support, guidance, workshops and signposting developed for London boroughs. A brief summary of the Support Pack can be seen overleaf in Table 7.

Table 7: HCP Support Pack Summary

Support	What's in it?
Envision – What do you want your Heritage Service to be?	
Guidance Pack Future Heritage Services Ten characteristics of a Borough Heritage Service of the future	This pack presents and explains the key characteristics of a transformational Heritage Service. Ideal for assisting you in developing your Vision.
Toolkit Future Heritage Services Future Operating Model (FOM)	The HCP Future Operating Model (FOM) identifies the key areas of activity and behaviours that make up a Service. By using the FOM, Heritage Services can identify what features their service currently exhibit - mapped against five development levels. Areas explored include: customer experience, culture, skills and capabilities, collections, use of ICT, organisation & governance, assets and locations, processes and performance metrics. This continuous improvement framework has been specifically designed for assisting Heritage Services in transforming their approach.
Toolkit Future Heritage Services Visioning techniques	Thought-provoking activities to support your Heritage Service to create a compelling vision.
Plan for change -identify where change needs to happen	
Toolkit Future Heritage Services Developing strategic goals	A tool to help a Heritage Service develop strategic goals to deliver its vision.
Toolkit Future Heritage Services Operations analysis matrix.	Assess your approach to collections, skills technologies and strategic planning and align them with core stakeholders. This tool assists a Heritage Service plan for the future.
Guidance Pack Future Heritage Services A fresh look at resourcing	A methodology and creative thinking toolkit to provide a new perspective on accessing new resource streams.
Toolkit Key Competencies Key competencies for staff	A user friendly matrix to support understanding in the current and required skills & competencies of a Heritage Service or individual. Featuring: Business planning, income development, partnership working and technology.
Guidance Pack New Ways of Working Options appraisals and business case development	Best practice approaches for Heritage Services undertaking options appraisals and business cases. Featuring 'The ten key stages of an options appraisal'.
Guidance Pack	High level guidance on exploring alternative management models for Heritage

New Ways of Working Alternative management models	Services. Policy background featuring: <ul style="list-style-type: none"> • Different models • Advantages/disadvantages of the different models • Key legal and practical issues.
Toolkit Future Heritage Services Future Operating Model (FOM)	The HCP Future Operating Model (FOM) identifies the key areas of activity and behaviours that make up a Service. By using the FOM, Heritage Services can identify what features their service currently exhibit - mapped against five development levels.
Guidance Pack Future Heritage Services Stakeholder management and advocacy planning	Tools for identifying stakeholders and their relevance to the Service along with advice on stakeholder communication and suggestions for core messages to stakeholders to assist with advocacy.
Attend an HCP workshop and develop your ideas	
Workshop New Ways of Working Options Appraisals 11 and 17 th Feb	Choose from two half day workshops to support greater understanding of options appraisals and business cases for Heritage Services. Learn the ten key stages of an options appraisal to ensure you make the right choices. This workshop is designed to complement the Alternative Management Models Workshop.
Workshop New Ways of Working Alternative Management Models 11 and 17 th Feb 2011	Choose from two half day workshops introducing alternative management models and the key considerations for Councils exploring their options. Features guest speakers establishing or operating new management models and experts who have established new management models including Trusts.
Workshop Future Heritage Services & Key Competencies Visioning and using the Competencies Matrix, 9 March 2011	One day workshop providing hands-on experience of using the HCP visioning tools and Competency Matrix to plan for Service Development. Work alongside the Consultancy team to gain a greater practical understanding of how these tools can save you time and provide ideas and structure to your planning.
Get more information	
Signposting New Ways of Working Options Appraisals and Business Cases	Further information to learn more about how to approach options appraisals and business cases for Heritage Services. We provide summaries and links to available guidance for those of you wanting more detail.
Signposting Future Heritage Services Creating Services fit for the future	Case studies & further information to help you think about creating a service fit for the future. We provide summaries and links to available guidance for those of you wanting more detail.
Signposting Key Competencies Developing staff competencies	Case studies & further information to support your development of your workforce. We provide summaries and links to available guidance for those of you wanting more detail.

APPENDICES

APPENDIX A: BACKGROUND TO THE BRIEF

- 1.1 Local Authorities have a range of responsibilities for the historic environment that are very often split between cultural, planning and environmental services teams. In general terms, Environmental Services teams tend to manage the local historic environment via spatial planning policies and decisions, while Cultural Services teams manage historic environment assets in the Local Authority's ownership and develop strategies and programs to inspire interest in the area's historic environment. Effective working across serve departments varies.
- 1.2 Recent research by English Heritage has indicated a reduction in the size of Local Authority conservation teams and the number of conservation officers employed. Given the range of work that Conservation staff are expected to attend to in Local Authorities, this trend suggests a significant threat to Local Authority performance in the care of the historic environment. To prevent such an impact, there would be a benefit in understanding the range of historic environment related work that London's Local Authorities undertake in all service areas and the way in which these demands are currently being managed.
- 1.3 Staff working in London Local Authority Archive services are a great asset. They have a great deal of knowledge about the local history of their Borough, passion for their collections, and a commitment to excellent customer service. They all work hard under what are often challenging circumstances. However, staff can often feel marginalised and demoralised. Chains of command are long, and they often find it difficult to raise key issues and argue their case at a senior level. In many cases there is a need for them to develop knowledge and understanding of the context in which they operate and additional skills to develop their service – such as strategic planning, project management, partnership working, and advocacy. As staff sizes are small, it is difficult for them to find time to devote to developing these skills, or to strategic planning and relationship building within their own Authorities and also with a range of partners in a local and sub regional or regional context.
- 1.4 Archive & Local Studies services in London could be more involved with activities across the library, Heritage and culture service of their Borough, in ways that would increase access to the collections and not place an additional burden on the Archives staff. There are good examples of Archives & local studies contributing to the work of the school's library service, ESOL groups, reminiscence groups, IT training sessions etc. Records management services are also part of the Local Authority function and sometimes associated with Archives. They are also a potential area for partnership. Their location in councils varies from within Cultural Services to more corporate directorates such as the Chief Executive's Office.
- 1.5 There is not a strong tradition of Borough services working together although there has been some good practice in this area such as consortia cataloguing projects – e.g. Flesh and Blood. Six east London Boroughs are partners with Eastside Heritage in a major HLF-funded oral history project. Partnership between Borough services could be supported to develop activities such as learning and outreach programmes, as they make efficient use of limited resources and allow expertise to be unlocked. Most services have a collecting policy, but few have the capacity to proactively collect. Furthermore, most collecting policies are rather traditional – focusing on types of record [e.g. school records, church record], rather than their communities. Archives & local history services have incredible potential to develop vibrant and creative ways of engaging with communities. However, in many cases, services feel they lack the time and skills to do so.

- 1.6 There are three main data collection methods used by Archives services – CIPFA statistics, the bi-annual survey of users organised by the Public Service Quality Group [PSQG] and The National Archives [TNA] self assessment. These are voluntary and none are completed by all 33 Boroughs leaving a gap in comprehensive knowledge about these services (this is partly due the fact that not all Boroughs have an Archive service). A greater participation in PSQG and TNA self assessment would provide an excellent way to monitor and profile audiences and user satisfaction, and to benchmark against similar services. Participation in the TNA self-assessment process is voluntary, but The National Archives expects Local Authority Archives which are places of deposit for public records, or which have subscribed to the Standard for Record Repositories, to complete the assessment. The TNA have commented that the survey reveals a 'postcode lottery' of service quality, with wide disparities in the standards of service between one authority and another. In London 7 out of the 33 Boroughs did not participate. The main reasoning is the time required to complete such an assessment.
- 1.7 There is potential for mapping with CIPFA and PSQG data with the TNA information to provide a fuller picture of the Archive service across London. Though in more recent self assessments there is a greater dovetailing so the self assessment now draws on CIPFA data. There is also potential for Archive services across London to use the TNA self assessment as the basis for improvement planning and indeed there are areas of best practice where this is taking place. Some authorities have identified improvements which could be implemented within existing budgets, or have established targets for longer-term improvements. The impact of these improvement plans is evident in raised scores for some services, and in some cases was sufficiently marked to carry the service into a higher performance band, as for example at the London Borough of Bexley, which moved into the highest performance band this year.
- 1.8 Despite all these positive developments, however, the broad outlines of the picture revealed by the 2008 results are very similar to those of 2007. There is still a huge disparity between the standards of service provision in the strongest and weakest authorities, which is correlated with the scale of operation of the service, so that larger services are more likely to be high-performing than smaller ones. Many services are still unable to actively develop their collections because of a lack of staff and storage capacity. No authority yet has an active digital preservation programme, although an increasing number of interesting and promising developments are taking place.
- 1.9 Most services still have large backlogs of uncatalogued or inadequately catalogued collections, and backlogs are actively growing in the majority of institutions. And finally, although there are many excellent examples of new buildings, in too many places Archive services continue to be housed in premises which constrain their development and quality of service provision, and fall well short of the environmental standards appropriate to the long-term preservation of Archives. In London service levels range from 4 star services such as Bexley, Lewisham, City and Westminster to some of the lowest scores in the country. The recently published consultation document on a proposed new Government policy on public Archives which has been framed in the light of these finding nationally and the challenges facing other parts of the Archives sector encourages collaboration between services to provide 'bigger, fewer, better' Archive services.

- 1.10 London's Local Authority Museums represent a huge resource for engaging with London's communities. Many have a cutting edge reputation within Museum professional circles for innovative programmes of school and community engagement. Awareness of this role and their potential for enabling councils to deliver on LAA cross-cutting agendas is also starting to rise in the parent Local Authorities that fund them as a result of the Museums CSIT programme, already running since 2008 as part of London Cultural Services Improvement Programme. This programme is also playing a great role in building the capacity of these Museums by linking them better to existing council structures and better enabling them to sustain their successes, as well as encouraging skills sharing and more collaborative working across Boroughs.
- 1.11 However, despite these achievements and this picture of early improvement, London's Local Authority Museums remain fundamentally under-resourced. Maintaining improvements in Museum operations is difficult – whether front of house (e.g. audience development, outreach) or the more back of house functions such as collections management, exhibition and technical services, conservation and collections storage. There are also issues about the quality of the key on-site public offer of these Museums. Many Outer London services are run from historic or listed buildings which in turn have their own challenges regarding building maintenance, but which fall under the English Heritage rather than MLA remit.

APPENDIX B: CURRENT STATE WORKSHOP SUMMARY REPORTS

Heritage Change Programme Local Authority Museums Improvement Network Workshops

Date: 7 October, Venue: Museum of London

Attendees

Name	Job title	Borough
Peta Cook	Curator	Kingston
Cheryl Bowen	Community Education Manager	Hackney
Gillian Spry	Heritage Service Manager	Brent
Kate Jarman	Archivist	Brent
Rob Shakespeare	Museum & Heritage Manager	Croydon
Val Munday	Museum & Local Studies Manager	Enfield
Marie-Louise Kerr	Curator	Bromley
Jason Finch	Museum Manager	Harrow
Irene Lafferty	Senior Archivist	City of London
Carolynne Cotton	Manager Museum and Archive	Hillingdon
Sarah Fosker	Marketing & Events Manager	Bexley Heritage Trust
Liz Neathey	Curator	Havering Museum Trust
Miranda Stearn	Acting Head of Arts	Richmond

Name	Job title/role	Organisation
Duncan Wood-Allum	HCP – Project Director	SLC
Elizabeth Oxborrow-Cowan	HCP – Archives Associate	SLC
Sue Thiedeman	London Cultural Improvement Programme Director	London Cultural Improvement Programme
Tina Morton	Programme Manager, London Cultural Improvement Programme	London Cultural Improvement Programme
Ben Travers	Museum Development Manager	London Museums Hub
Yvette Shepherd	MDO East & West London	London Museums Hub
Fiona Davison	Head of Renaissance London	London Museums Hub

PLEASE NOTE: Anonymised and general comments only have been documented.

How Sustainable do you Believe Your Museum service is in The Next 3 Years?

- Not just about money
- Lack of Advocacy, re: success and involvement in strategy
- Not enough political support

Borough Comments

Sustainable

- new local administration
- new Museum space
- exploring joint delivery with other Museums on Borough
- at present going through restructure
- have offered four months?? of cuts, improvement from 15% (virtually no change) to 65% (no public services but collection maintained)
- is already a trust and has had a lot of new investment, currently recruiting a new director and are seeking to appoint someone with commercial acumen.
- A very supportive and influential cabinet member has protected services so far, though it remains to be seen if this will still be possible in the face of cuts in the region of £2m for the directorate. Service recently reorganised to create a department encompassing all aspects of culture and sport and a new AD currently being recruited.

Increased

None

Unsustainable/Closures

None

Sustainable but with reduced service

- temporarily until 2014
- if nothing changes just about sustainable with reductions, but if receive HLF funding a project for Heritage Centre goes ahead = Increased

- have offered four months of cuts, improvement from 15% (virtually no change) to 65% (no public services but collection maintained)
- at present going through restructure

- a “realistic” view as they don’t expect to be able to continue operating with the same high levels of activity. Comment was made that a large proportion of funding comes from external sources for projects and that they would be well placed to take advantage of the commissioning agenda to secure funds.

Note:

One service placed themselves in the middle of the grid.

How would you Rate Your Museums Service's Ability to Innovate?

Commercial Development of Opportunities

Borough Comments

4 Very Good

3 Not So Good

- charging internally for Archive services
- development of shop
- hire of new Museum space

- strong desire and potential but currently underutilised
digital assets not fully exploited
potential of exhibitions team not on commercial footing

- about to introduce charges to education service increase charges for curator talks if we get a new centre – café, shop, room hire etc

2 Poor

- awaiting clarification of Olympic opportunities
- current opportunities limited by circumstances but able/aim to influence future plans to expand retail offer in Museum / Archives / libraries

1 Very Poor

How Would you Rate Your Museums Service's Ability to Innovate?

Innovative Use of Assets

Borough Comments

4 Very Good

3 Not So Good

- increasing loans out handling objects for schools and reminiscence Museum cases in libraries
- problematic as shared building galleries and collections better developed firm plans in place for development over next five years
- few in number so cost effective
- effective use of different budgets and recipient of LAA and library funding
- organisations and community groups feel they can use the space and has relevance for them
- projects

2 Poor

1 Very Poor

How Would you Rate Your Museums Service's Ability to Innovate?

- It's personal choice to innovate, not a culture
- Our creativity not used at start of process
- Passionate about what we do
- Innovate to remain relevant – creativity overlooked

New Markets

Borough Comments

4 Very Good

- Examples given included hard reaching audiences which help with diversity and new agenda such as big society: travellers aged and even the Morris Dancing Community were cited. Projects tend to follow short term funding and facility hire is seen as a potential income stream.

3 Not So Good

- current - more joint work with library service
- aspiration – secondary schools and mental health/social services
- working with young offenders
- exhibitions with Polish and Afghan community not worked with before
- internal partnerships
- mapping the change HLF (phase1) Project

Has a strong history of working with hard to reach groups and are gearing up to pitch to target audiences of the next “big agenda” this may include the self directed personal support agenda for adult social care.

2 Poor

- working more cross-departmentally (with libraries, Local Studies, Archives)
- project in 2009 with Excluded Boys
- undertaking a review of potential to be commissioned for
 - services, but needs prioritising quickly.
 - not commercially exploiting potential partners at present.

Has received substantial HLF and other funding which includes an allocation for audience development.

1 Very Poor N/A

How Would You Rate Your Museums Service's Ability to Innovate?

Exploiting New Technologies

Borough Comments

4 Very Good

Well positioned. High level of staff skills, strong desire to innovate and have technological independence to do so.

- own website, server infrastructure

3 Not So Good

- already got online catalogue but needs better promotion
- all online presence is controlled by Communications Team. Limited access and no decision making

Good track record of using new technology, such as web, social networking, they have a LAMIP grant to engage young people in producing podcasts

As above, the council is now freeing up attitudes to the use of social media, there is a potential use for fundraising

- looking at AV for new space
- exploring use of mobile tech
- use of libraries resources, benefitting from Axiell services

2 Poor

- already got online catalogue but needs better promotion
- all online presence is controlled by Communications Team. Limited access and no decision making
- culture division negotiating with other departments on our needs

1 Very Poor

- no IT department in Museum therefore no sustainability for AV items
- website not user friendly or enticing
- staff shortages mean limits to what can be done – would like a social medium
- hope to change in next 18 months and get a collection database on-line

Additional observation:

LCIP has produced marketing guidance including social networking and web design

It would be useful to capture a case study for successful use of social media and identifying the cost – benefit of its use both within Local Authorities and also by comparison from an organisation which is NOT bound by the constraints of Local Authorities.

How Would You Rate Your Museums Service’s Ability to Innovate?

Innovative Use of Assets

Borough Comments

- Museum links with Perfume Company
- has exploited the weddings market successfully
- poor because the assets aren’t attractive and unique

General Comments

- Creativity comes in here
- Good at partnerships with community groups but not with businesses which could provide potential funding/sponsorship
- Difficult to maintain partnerships after projects end. Project funding doesn’t allow for sustainable partnerships. Lack of capacity for this in services.
- Need help with relationship maintenance / management

“How Would you Rate Your Museums Service’s Ability to Innovate?”

Commercial Use of Assets

There is a circle to be squared between, audience development / new markets, use of technology (and the potential opportunities from commissioning) with the commercial use of assets, income generation and efficiency gain.

Renaissance - Pump priming funding will help; particularly with invest to save projects. Local Authority Museums need to develop strong business skills and be able to develop good business cases

There is the potential to access some very good training already available in the community and voluntary sectors and also through Renaissance / Museum of London as well as a lot of useful free on line guidance.

Directorate looks poor value for money because over the years assets have been dumped into it without associated maintenance funding. These assets could be a commercial opportunity which could in turn underpin some of the alternative governance models but currently they are a drain/liability.

There is a lack of commercial and legal knowledge in the directorate on how to best exploit these assets.

Identifying the key enablers and barriers to making improvements / developing your service

General comments

- independence would help development
- daily operations are already independent
- bureaucracy wastes and stifles creativity
- people

Key Barriers

General comments

- Money – grants cut?
- Is Heritage politically acceptable, interesting?
- Threat to renaissance funding – no London funding!
- Capacity is the main concern, particularly when there isn't the capacity to take advantage of opportunities that exist.
- Using partners and volunteers successfully and effective collaboration could help address issues of capacity (opportunity to identify some good practice?)
- London Museums Hub can support and should be utilised for Volunteer support for example
- A big issue is short term gain as opposed to the "long game"
- Fitting the HCP in the context of wider Local Authority Transformation and even mergers and much bigger agendas across London

Borough Comments

- lack of funding for staff
- not enough staff to carry out identified projects, even if low cost
- the local council do not understand what we do, or why so services not appreciated.
- centralisation of all finance communications design work is restrictive and stopping our creativity, control lost. internal awareness within council staff and councillors.
- no-one knows the Museum exists or where it is.
- problems with existing building – no disabled access, no toilets, damp and run down, no signs and limited parking
- space constraints at main site
- shared use of gallery space
- budget cuts
- reduction in public funding opportunities
- heavy handed "corporatisation" of central services is impeding creativity and innovation.

- bureaucracy
- insufficient access to higher management, line manager seems unwilling to advocate for Museum
- in house I7 provider

- marketing
- internally promoting our service
- uncertain future

- staff turnover. Small team and loss of 1 or 2 members results in loss of skills/knowledge. Often not replaced or gaps in provision of service whilst training new staff, adding extra pressure on remaining staff.
- lack of staff/resources to use/invest in improving services
- lack of senior management understanding limitations of Museum and its assets or changes.

- limited amount of time before HLF grant ends
- limited skills and knowledge across the service (Board, staff, council and volunteers) e.g.. understanding the potential sustainability
- need to identify sustainable sources of funding to ensure service can be run on a day to day basis – staff especially.

- not enough staff members
- funding – very small budget
- Council bureaucracy
- lack of space – no identifiable Museum

- risk averse culture
- reduced capacity
- reduced capacity amongst key partners
- lack of willingness to appear to be spending money

- expertise - training needs
- staffing resources

Key Barriers AND Key Enablers

- supportive head of service, but with many more demands on her time
- potential redevelopment of main site

- Borough wide Service Transformation Programme is both opportunity and threat

Key Enablers

General comments

- If Renaissance leaves London, is there support for a new model for Regional Museums?

- The Renaissance funding stream should be an enabler, though this is currently under review and London is in a particularly difficult position as the presence of the big National Museums mean London may not be prioritised for funding compared to other regions. Whatever happens, Renaissance will be smaller and the challenge will be how bigger Museums can inject capacity into Local Authority Museums.
- Adding capacity to generate income will be key
- Museum of London can support by training Local Authorities to deliver (train the trainers) e.g. a recent best practice under fives programme was rolled out
- Renaissance is pitching to GLA via Boris Johnson as the current plans do little to support community and local agenda. They are also scenario planning for alternative models of delivery, including examining the potential of a consortium model.
- The challenge fund is being stretched very thinly and may not present the opportunities that people hope for.
- The commissioning agenda is a good opportunity, though to take advantage of this, capacity and skills need to be built now. This is going to be increasingly important as the commissions increasingly move in to the realm of procurement and aggregate in size and scope.

Borough Comments

- dedication of staff – only works because all involved give 110%
- very supportive audience for all events and services
lots of repeat users.
- good history of building partnerships
- strong current partnerships with Heritage and local organisations.
- skilled staff
- how much we can offer schools
- links with education/young people a key aim for Council
- strong partnerships throughout the sector
- the current CEO, the Director of C&S and Head of Arts and Heritage are highly aware and supportive (at present)
- in a relatively strong financial position in comparison with other Local Authorities
- have a dedicated fundraiser to identify funding opportunities
- imagination of staff/ staff expertise
- staff team
- Museum culture to innovate and achieve
- political will
- working in partnerships
- Olympics
- commitment to ensure success (Board, staff, volunteers, Council)
- networks and communication to raise Museum’s profile and build partnerships
- willingness of staff to try new ideas

- willingness of staff to work extra unpaid hours
- Museum site is amazing, has great potential to support development

- enablers, staff who are motivated and good at what they do.

- strong track record
- trust
- ability to articulate what we deliver

- volunteer programme
- support from Council and Cabinet member.

Where Would You Need Support to Transform and Improve?

Shared Posts

General Comments

- What can we offer struggling independent museums?
- Need commercial and legal support to develop commercially

Borough Comments

- shared documentation post
- Conservators

- examples of how new shared posts have led to income generation/savings

- interested in opportunities around collections, exhibitions, fundraising, marketing

- access to shared conservation services

- if this happens support with. service amalgamation, joint strategies and planning

Exploration of Alternative Management Models

General Comments

- Shared services
- Business exploitation of poorly invested assets.

Borough Comments

- number one priority

- support over issues if trust status was taken forward e.g.. VAT
- working alongside a trust/charity and realising full potential benefits

Exploring Back Office Efficiencies

General Comments

- Already pared to the bone
- Already give good value for money (proof yet to come)
 - using volunteers to assist with back office functions
 - need further support to ensure this is running effectively

Development of Volunteering Capacity

General Comments

- only way forward for some areas
- volunteer management is too time consuming

Borough Comments

- developing more varied volunteering opportunities that support staff (and also where to locate them etc.)
- would like to take on/ use more volunteers but need more help with management, projects, training, timings etc.
- examples of private sector taking over and using volunteers to run facilities in Museums e.g. café.
- established teams of volunteers for this new Museum service strong, viable model
- volunteer recruitment and training and management
- managing expanding group of volunteers

Developing New Revenue Generating Services

Borough Comments

- revenue generation – filming/photographic locations large scale corporate events

- developing retail/commercial strategy and plan to implement across Museum/Archives/libraries
- exploring E-commerce
- use of spaces for income generation
- examples of investment needed to develop income generator
- advice on possible new services
- about to apply for licence for wedding and civil ceremonies - practicalities

Partnership Development/Business Development

General Comments

- Community easy
- Business difficult, relationship maintenance not possible due to project funding

Borough Comments

- exploring move and understanding motivations for new partnerships
- pitching/skilling staff
- commissioning
- new partnerships
- support for access to business opportunities
- building partnerships with the council and other external partners
- need capacity to do more (ref shared posts)
- would like to stay in the in the consortia conversation?

Rationalising Facilities

Borough Comments

- examples of benefits of changing opening hours to result in more visitors, even if open less days/hours
- examples of how reducing opening hours leads to better services/income generation opportunities/collections came through better use of resources

- or programmes? Commissioning/handing over to volunteers/3rd sector

Involvement in Wider Transformation

Borough Comments

- development of main site = involvement, influence, advocacy
- wants to step back from it a little
- want help to be involved

Collaboration Grid

Delegates were asked to place their Borough on a grid based on their capacity and willingness to collaborate/share, from low to high.

General Comments

- What do we mean by collaboration?
- Capacity is limited by staff
- Politicians, no problem, as not aware of Heritage, but unaware of need to collaborate
- Museums are really keen to collaborate
- Should collaboration consider inter-dependence of collection
- What is practical and accessible for users

What are the limiting factors to collaboration?

- Lack of Staff/resource
- Can sometimes creep in under the radar
- Joint projects between Boroughs but not at higher level
- Lack of knowledge amongst senior managers
- Merged services/trusts etc. depend on political agenda in Borough.

Strong and Unwilling

N/A

Strong and Willing

- very willing to share
- getting involved in more loans and partnership projects
- restricted by staff, time and money

Weak and Willing

- very willing to share
- getting involved in more loans and partnership projects
- restricted by staff, time and money

- capacity since we have so few staff
- great will to collaborate

Weak and Unwilling

N/A

Heritage Change Programme

Archives / Historic Assets Workshop Notes

Date: 9 November, Venue: Valence House London Borough of Barking & Dagenham

Attendees

Name	Job title	Borough
Tahlia Coombs	Borough Archivist	Barking & Dagenham
Tamsin Bookey	Heritage Manager	Tower Hamlets
Adrian Autton	Archives Manager	Westminster
Ruth MacLeod	Heritage Officer	Wandsworth
Simon Finch	Local Studies and Archives Manager	Bromley
James Marshall	Local Studies Librarian	Hounslow
John Clark	Local Studies Officer	Enfield
Val Munday		Enfield
Carolynne Cotton	Local Studies, Archives and Museum Manager	Hillingdon
Richard Durack	Archivist	Newham
Jane Allen	Principal Library Manager	Sutton
Caroline Kearey	Principal Conservation Officer	Merton
David Mander	Steering Group Member (Observing only)	Archives of London
Justine Page	Senior Planner (Conservation & Design)	Wandsworth

Name	Job title/role	Organisation
Duncan Wood-Allum	HCP – Project Director	SLC
Elizabeth Oxborrow-Cowan	HCP – Archives Associate	SLC
Paddy McNulty	HCP – Museums Associate	SLC
Tina Morton	Programme Manager, London Cultural Improvement Programme	London Cultural Improvement Programme

PLEASE NOTE: Anonymised and general comments only have been documented.

How Sustainable do you Believe Your Service is in The Next 3 Years?

- Not just about money
- Lack of Advocacy, re: success and involvement in strategy
- Not enough political support

Borough Comments

Sustainable

Increased

- Impact of wider service issues
- Partnership development
- Senior management
- Political support – short term
- Heads of service unstable

None

Unsustainable/Closures

Sustainable but with reduced service

How Would You Rate Your Service's Ability to Innovate?

Commercial Development of Opportunities

Borough Comments

4 Very Good

- Needs commercial skills
- Precedent for not low charging
- Needs shift of culture to commercial ways

- Trading a/c
- Ancestry
- images

3 Good

- new charging structure
- income target
- possible commercial partner
- re-marketing of images etc
- digitisation?? Partner
- starting from a poor position
- currently reviewing and benchmarking reproduction fees etc

2 Poor

- looking at more charges for services
- starting from a poor position
- currently reviewing and benchmarking reproduction fees etc
- lack of experience and appropriate support

– developing commercial opportunities

1 Very Poor

- library shop at site shut 1 year ago
- local studies sales largely abandoned as “unprofitable”

How Would you Rate Your Service's Ability to Innovate?

Innovative Use of Assets/ Collections

Borough Comments

4 Very Good

- HLF bids
- education
- digitisation

3 Good

- partnership with BBC Turn Back Time series
- 2 shopping history displays of local collection pictures in libraries and on corporate website
- increasing use of search room??? Out of hours
- greater use of collections/images in council publicity/publications
- working much more closely with our Museum services, trying to work with non-traditional user groups and bring the collections out and about (not originals!)
- renting out of space
- education service
- hiring out of meeting rooms

2 Poor

- there is limited opportunity to generate money from building
- increasingly using collection resources with schools and charging for this service
- backlog of collections management also affects ability to develop use of assets
- innovative use of assets

1 Very Poor

None

How Would you Rate Your Service's Ability to Innovate?

- Innovation stifled by hierarchical management and lack of geographical Proximity to network

New Markets

- Need to know who to talk to
- Need to be able to participate in the right networks
- No time to develop new markets
- Don't necessarily need additional skills support

Borough Comments

4 Very Good

- Working with other council staff
- Starting schools outreach
- Connecting w/local BME communities

3 Good

- Ancestry.com
- Local businesses
- Internal regeneration – sports/arts
- Looking at increasing demographic through special events for say ethnic minority groups

- More of an internal service to DC – policy etc

- Schools/education
- Image library/exploitation
- New partners
- Increasing partnerships
- Successful funding bids
- Strong profile
- BUT all takes time and resources are stretched

- Community outreach

2 Poor

- More of an internal service to DC – policy etc

N/A

1 Very Poor

- Innovation requires investment and resources
- Improvisation is cheaper

How Would you Rate Your Service's Ability to Innovate?

Exploiting New Technologies

Borough Comments

4 Very Good

- Online catalogue
- Digitisation
- Community website
- Blog/twitter/s...??...

3 Good

- Websites
- Digitisation programme and images
- Collaboration with libraries
- Funding available to make content available online
- Funding for CALM from library service
- Existing technology sufficient to achieve aims

2 Poor

- Innovation requires investment and resources
- Improvisation is cheaper
- Existing technology sufficient to achieve aims
- Documentation
- Costs

1 Very Poor

- Predominantly 1 but small part 2 poor
- Plans afoot to create digital catalogue
- Are/will be serious issues with staffing/staff buy-in

- No financial investment
- Lack of support from corporate IT

Additional observation:

LCIP has produced marketing guidance including social networking and web design

It would be useful to capture a case study for successful use of social media and identifying the cost – benefit of its use both within Local Authorities and also by comparison from an organisation which is NOT bound by the constraints of Local Authorities.

Identifying the Key Enablers and Barriers to Making Improvements / Developing Your Service

General comments

- Online technologies = increase in email and remote enquiries which are very time consuming
- Management misconception that increases in online lowers demand on services. OPPOSITE IS TRUE .

Key Barriers

General comments

- Lack of independence from political interference
- Bureaucracy stifles external relationships
- Poor /unsuitable ICT and ICT services
- SILO working/hierarchy
- Lack of time – not enough staff to do development work but sometimes non vague.....
- Lack of skills for stakeholder management

Borough Comments

- Heritage Service strategy out of date
- Reactive decision making
- Current climate
- Available grants are too narrow in focus
- Resources to improve standards

- Place in organisational structure
- Lack of capacity to develop funding bids as staff spend majority of time on frontline
- Lack of finance, resources and staffing
- Management culture – blocks working outside “silo”
- Lack of staff time

- Local studies are managed by library service managers who are too preoccupied with 10 public libraries and their staffing to care as much as they would like to about “me” and what I do. Everybody hopes I’ll carry on regardless
- Lack of resources – day to day servicing of DC service prevents longer term projects working that would set in place the necessary policies etc.
- Lack of staff
- Low/no definite budget

- Need to maintain public service
- Cataloguing/documentation backlog
- There is only one me!
- Staffing issues – empty posts etc
- Need to staff searchroom

- Ignorance of what we do/add to council
- Scale of collection management problem
- Change of management issue
- Political silliness re: technology

- Lack of knowledge of funding streams bids, etc
- Corporate policy – marketing, IT etc
- Lack of resources, in particular time
- Management structure
- “silo” working – do we get to talk to other departments?

- Time – service to run as well as new things do
- Size of Archives Vs other services lead = management priorities
- Drowned out by 13 libraries Vs 2 archivists
- Funding uncertainty

- Shifting priorities
- Lack of support services including contracted out services
- Unrealistic public(political) expectations and pressure
- Corporate ICT
 - Culture of outsourcing to 3rd parties
 - Institutionally intransigent

Key Enablers

General comments

- Additional £20,000 additional each year to spend as you wish
- Strong reliant strategies with senior support
- Good stakeholder management
- Getting embedded in central council functions. Be careful which department!
- It is about good relationships

- Autonomy through acknowledgement of professional expertise

Borough Comments

- Volunteers
- Team Heritage
- Environment
- Partnership working with other departments and local community groups

- Support from Cabinet member
- Active service
- Innovative

- Lots of ideas
- Pressure from customers
- Volunteers

- Staff very committed
- Volunteers
- Possible new IT

- Staff team working
- External funding
- Public support

- Good fortune to be able to rely on a superb volunteer to run half of the enquiry service for 12-15 hours each week, who has been here for 3 years so far.

- Flexibility
- Low cost base
- Partnership – council and outside
- Volunteers
- Outside funding

- Political capital/support of senior management
- Job mandate/will to change
- Innovative use of technology (i.e. open source)
- Demonstrating usefulness, saving etc
- Staff ability and enthusiasm for searchroom

- External funding streams, e.g. HLF
- Local partnerships and schools improvement
- Support from leaders

- Internal political support
- External funding
- Management support

- Strong team
- Approved strategy

- Local History partnership
- Other local partnerships, i.e. Other departments using us, local Museum etc
- Management giving us a level of autonomy

- Quality of staff
- Infrastructure
- Political support

Where Would you Need Support to Transform and Improve?

General Comments

- Fundraising from external bodies to support transformation
- Funding is often for very narrow areas & twisting projects to meet funders needs

Shared Posts

General Comments

- For conservation

Borough Comments

- Given the decline of conservation officer posts what about a “consortium” of conservation specialists serving the Boroughs in a more practical way than English Heritage do, i.e. producing conservation area appraisals, policy input, DC advice etc

- Possible shared posts for education work

Exploration of Alternative Management Models

General Comments

- Overcome silo working

Borough Comments

- Possible East/North East London service

Exploring Back Office Efficiencies

General Comments

- What back office?!

Development of Volunteering Capacity

Borough Comments

- Learn management skills
- Volunteers are valuable BUT making use of them requires time that is already spoken for providing and running my service from day to day
- Guidance and advice
 - Especially on how to promote volunteer work without giving the impression that volunteers run the local service!

Developing New Revenue Generating Services

General Comment/Ideas:

- Do not have skills
- Ability to negotiate contracts/pricing
- Commercial development need is specific to individual service
- No time to develop commercial products – could take up more time than it's worth
- London wide commercial service e.g.. commercial facilities
- Reuse of existing assets e.g.. digitized images
- Support to identify new possible partners
- Innovative working
- Not all obvious partners are easy to work with
- Lack of business skills to do business partnership
- Online forums don't work and Facebook – Council prohibits access.
- Need exemplars - what worked and what did not, including presentations.

Borough Comments

- Could do it better
- Interested in case studies of income generation in other authorities
- Looking at reproduction fees and it looks as if I'll be creating a fee structure from scratch. Reviewing that would be nice, as would advice, case studies etc on how else I can raise money
- Case studies of paid research service!
- How to....idiots guide to revenue generation services
- Commercial use of collection items

Partnership Development/Business Development

General Comments

- Community easy
- Business difficult, relationship maintenance not possible due to project funding

Borough Comments

- Would be interested to know more about this
- Help with IT development

Rationalising Facilities

Borough Comments

- Engaging with library services who are already going through this process
- A “how to”..guide on” what to do when they sell off your building”
- Maximising capacity of existing premises by shared provision with another Borough

Notes of verbal comments from Heritage Change Programme Workshop

Tuesday 9th November 2010

Valance House, Barking and Dagenham, London

Audience: Archive services and Historic Environment

The audience consisted mainly of archivists, with 2 delegates attending who had direct responsibility for Historic Environment.

Introductions took place and delegates were asked what their current situation was and what they wanted to see from HCP. Answers were of varying levels of detail – main points recorded.

Library service already involved in a cross Borough project (6 Boroughs exploring how library services can work together); Archive is part of the library service – but need to explore the synergies between library service and Archive. Networking and sharing best practice would be a good HCP outcome. There is already partnership working– sharing of technical services but is still embryonic at present. What are the implications of closer Borough working and the opportunities?

Would like HCP to look at income generation, business development of Archive, and advocating the service. Archive is part of Heritage service.

How are services going to be shared? Keep local outlook? And where is the funding for this?

Would like to know about shared service, alternative management models, and redevelopment programmes.

Archive managed by library service . Previously a trust but this failed (Trust for 10 years). The outlook is not good, understaffed and underfunded. 2 sites (at other ends of the Borough) and only 2 members of staff; therefore reduced services; Cannot see cross Borough services working Hounslow as even within the Borough one side of the Borough doesn't work effectively with the other.

Library and Heritage services currently trying to defend budget. facing 40% funding cuts by March. Doesn't know what will happen but worries that it will be too late.

We need to show how our services add value facing 28% cuts. The service has just completed a re-organisation. Collections management is an issue.

Archive has 2 members of staff; part of Heritage Service (of 5 members of staff, of which 3 are being made redundant). How do we continue to provide services with reduced resources?

Massive re-structure by 2011. Looking at alternative deliver models and shared services. Chief Executive listened but didn't seem to understand value of Heritage Service.

Borough is not interested in shared working across Boroughs (from senior officers)

Very small service, want to make sure it is sustainable.

Comments during discussions:

Service already has a low status within Council

Already conducted a finance review of services. Archive was removed from 'to stop' list. Need to secure existing level of service

Reduced service already (hours cut). Might lose the 'Heritage stuff' as the Mayor has no interest in Heritage (more sport and leisure)

Service cut 2 years ago. There is no opportunity for shared services with neighbouring Boroughs as they have no comparable services – risk to losing specialist advice in conservation matters review already started, real risk of losing Heritage Service posts and specialists to be replace with more generalist staff. Ideas of shared posts within services (i.e. Education over Libraries, Archives, and Heritage). Collections work is at risk.

There is no interest in the Borough to sustain Archive services. No investment. CIPFA scores good, local users keen, local media have political clout and appreciate service. Resources are an issue as it is short staffed, catalogue 'is a nightmare', and 'something has to give' Trusts are always pushed as the way forward but are they really. Trusts need to set up to sustainable, not just an easy way. Networks are important – Archives for London is okay but strategic –need an effective network

Digitising is time consuming. We don't have time to train staff. Risk of too many generalists

Councils are taking Historic Environment (HE) decisions without specialist advice. There are no actual HE networks and therefore no collective HE voice. HE needs a collective voice and there is a strong risk of HCP being Museum and Archive focused.

Existing staff can be major barrier to change. Not only in their attitude but also in the level of responsibility they can be given in a change programme. A Head of Service without specialist knowledge can be an advantage – use your specialist knowledge to your advantage.

Services' needs champions to advocate them. Advocacy to higher levels always an issue. There needs to be effective regional advocacy. The National Archives is not effective and pushes its own agenda. Self Assessment is blunt tool and services get little return for their investment from TNA.

Could HCP facilitate a network and find a balance between local and regional advocacy?

Group: Income from Archives is difficult. They could charge for some services but will never be cost neutral. Charging for search room is out of the question, but could we charge for anything extra?

Different charges for different users – e.g. public and commercial. charges for reuse of any images on top of image fee (copyright and licensing).

Charging for education sessions?

Group: discussion on digitisation. Has huge cost implications, and little commercial incentive to digitise – 95% collections aren't digitised and there is financial driver to do so, if there was a commercial company would already have done it.

A cloud group of HE Specialists/Conservation officers (in a way a regional consortium) could be an idea, but the details and practicalities could be difficult

How could a cloud idea for Archivists work? Local knowledge is vital to an Archivists role and customer service roles (Look at South Yorkshire Records Management/Archive group for risks and problems.

Group: what HCP could do are:

- Produce advice guides (shared working, commercial exploitation of assets (income), advocacy)
- Facilitate workshops - sharing best practice and shared working
- Look at clusters of LA services and stakeholders.

Post Workshop:

Heritage Trust for London has an annual meeting of conservation officers and so may be able to help facilitating or providing info on an HE network.

APPENDIX C: LIST OF STAKEHOLDERS INTERVIEWED

Contact/Interviewee	Organisation/title
David Pearson	City of London - Director of Libraries, Archives and Guildhall Art Gallery
Carole Stewart	London Borough of Ealing - Assistant Director Arts, Heritage and Libraries
Pauline Scott Garrett	London Borough of Croydon - Director of Culture and Sport
Diana Edmonds	London Borough of Haringey – Head of Haringey Libraries, Learning, and Culture
Myfanwy Barrett	London Borough of Harrow - Treasurer
Marianne Locke	London Borough of Harrow - Divisional Director Community & Culture
Val Murphy	London Borough of Enfield - Museums, Archives and Local Studies Manager
Julie Gibson	London Borough of Enfield - Head of Libraries and Museums
Madeleine Barratt	London Borough of Enfield - Deputy Head of Libraries and Museums
Judith Mitlin	London Borough of Bexley - Head of Libraries, Arts and Archives
Dr Scott Cooper	London Borough of Hammersmith and Fulham – Director of Fulham Palace
Gareth Morley	London Borough of Redbridge –Library Service Manager
Nick Kingsley	The National Archives
Fiona Talbot	HLF London Region/Head of Museums, Libraries and Archives
David Mander	Chair Archives for London
Mark Taylor	Museums Association - Director
Martin Wyatt	London Museums Group – Vice Chair

APPENDIX D: ONLINE SURVEY QUESTIONNAIRE

Heritage Change Programme

Our vision is that The Heritage Change Programme will support Local Authorities Heritage services to improve service standards, demonstrate their impact and deliver greater efficiencies. This will be achieved through greater collaboration and new ways of working leading to smarter and more effective provision.

Help us to help your service

To enable us to assess the current state of your service and that of others within London, we would like you to complete this Current State Questionnaire, which will be a key element to shape the programme. Your input is vital.

PLEASE NOTE: if you are unable to fill in all parts of the questionnaire please ensure you pass it on to colleagues who are able to complete those sections

1. Please provide your details below. Any feedback you provide will be reported anonymously.

Name:

Job Title:

Organisation:

Borough:

Email :

Phone:

2. Are you responsible for your Boroughs Archive service? Yes/No

PLEASE NOTE: if you are unable to fill in all parts of the questionnaire please ensure you pass it on to colleagues who are able to complete those sections

3. How sustainable do you believe your Archive service will be in the next three years? Scoring guidance: '4 Increased' means you are in a strong position, and '1 Unsustainable' means you will have to close the service

4 Increased

3 Sustainable

2 Sustainable but with reduced service

1 Unsustainable

4. Do you have sufficient and reasonable quality space for future collecting?

Room for growth

Room for sustained collecting

Satisfactory at current levels

Insufficient at current levels

Capital £K
 Staffing £K
 Other £K

36. Please provide your actual expenditure figures for 2009/2010– split between capital, staff and other.

Expenditure MUSEUMS

Capital £K
 Staffing £K
 Other £K

37. Please provide your actual expenditure figures for 2009/2010– split between capital, staff and other.

Expenditure HISTORIC ASSETS

Capital £K
 Staffing £K
 Other £K

38. Please provide your budget expenditure figures for 2009/2010– split between capital, staff and other

ARCHIVES

Capital £K
 Staffing £K
 Other £K

39. Please provide your budget expenditure figures for 2009/2010– split between capital, staff and other

MUSEUMS

Capital £K
 Staffing £K
 Other £K

40. Please provide your budget expenditure figures for 2009/2010– split between capital, staff and other

HISTORIC ASSETS

Capital £K
 Staffing £K
 Other £K

41. Please provide the following Archives staffing information identifying members of full time permanent staff, identifying any vacant posts as shown on the example below:

Example:

Professional Archivist(s).....1
Conservator(s).....3 + 1 vacant
Education and Outreach.....4
Administration and Other.....3

Professional Archivist(s)

Conservator(s)
 Education and Outreach
 Administration and Other

42. Please provide the following Museums staffing information identifying members of full time permanent staff, identifying any vacant posts.

Management/Curatorial
 Collections Care/Conservation
 Education and Outreach
 Exhibitions
 Administration
 Other

43. Please provide the following Historical Assets staffing information identifying members of full time permanent staff, identifying any vacant posts.

Planning Professional(s)
 Conservation Officer(s)
 Archaeological Officers(s)
 Education and Outreach
 Administration
 Other

44. Please also identify provision of staffing from/to other departments (e.g. Conservation Officers are normally placed within Planning) in the box below:

45. Are any of your Heritage services (Archives, Museums, Historic Assets) within your Council are currently shared across Boroughs?

Yes No

If you answered Yes, Please briefly describe arrangements below

46. What is the total buildings repair and maintenance backlog (in £k) for your Council's Heritage services as shown below?

Archives
 Museums
 Historic Assets

47. What are your future planned repair and maintenance requirements (in £k) for your Council owned Heritage Assets over the next three years?

Please split into:

Archives
Museums
Historic Assets

2011/2012
 2012/2013
 2013/2014

48. What is you likely budget (in £k) for planned repair and maintenance requirements for the following Council owned Heritage Assets over the next three years (if

known)?

Please split into:

Archives

Museums

Historic Assets

2011/2012

2012/2013

2013/2014

49. Please add any additional explanatory comments below:

50. If known, what are the future planned repair and maintenance requirements (in £k) for the following non Council owned Heritage Assets within your Council boundary over the next three years?

Please split into:

Archives

Museums

Historic Assets

2011/2012

2012/2013

2013/2014

51. If known, please explain what level of provision is identified and ring-fenced from other sources to address this

52. Does your Heritage Service have an up to date audit of historic buildings/assets in the Borough? (e.g. last three years including all historic buildings and assets not just Council owned)

Yes

No

Please add any comments below

53. Does your Heritage Service have an Officer with direct responsibility for the management for these historic buildings/assets within the LA?

Yes

No

Please add any comments below

54. If known, what barriers are there to the reuse/alternative use of historic buildings/assets owned by your Council (e.g. deeds on gifts to the Council, locations, state of repair, etc)?

Strategic Issues

55. Are your Heritage services (e.g. Museums, Archives and Historic Assets) subject to any other wider Council transformation / change programme?

Yes

No

56. a) If yes, please describe briefly below

65. In response to the current budget constraints / reductions, are there other measures you are exploring to identify efficiencies? Please add your comments below:

Archives

Museums

Historic Assets

66. What would you like to see as an outcome for your Council from the Heritage Change Programme?

PLEASE NOTE: if you are unable to fill in all parts of the questionnaire please ensure you pass it on to colleagues who are able to complete those sections.

End.