



County Offices
Newland
Lincoln
LN1 1YL

14 January 2019

Public Protection and Communities Scrutiny Committee

A meeting of the Public Protection and Communities Scrutiny Committee will be held on **Tuesday, 22 January 2019 at 10.00 am in Committee Room One, County Offices, Newland, Lincoln LN1 1YL** for the transaction of the business set out on the attached Agenda.

Yours sincerely

A handwritten signature in cursive script that reads 'Debbie Barnes'.

Debbie Barnes OBE
Head of Paid Service

Membership of the Public Protection and Communities Scrutiny Committee
(11 Members of the Council)

Councillors N H Pepper (Chairman), A N Stokes (Vice-Chairman), W J Aron,
C J T H Brewis, K J Clarke, Mrs P Cooper, Mrs C J Lawton, C R Oxby,
M A Whittington, L Wootten and R Wootten

**PUBLIC PROTECTION AND COMMUNITIES SCRUTINY COMMITTEE AGENDA
TUESDAY, 22 JANUARY 2019**

Item	Title	Pages
1	Apologies for absence/Replacement Members	
2	Declarations of Members' Interests	
3	Minutes of the previous meeting held on Tuesday 11th December 2018	5 - 12
4	Announcements by the Chairman, Executive Councillors and Lead Officers	Verbal Report
5	Council Budget 2019/20 <i>(To receive a report by Michelle Grady, Head of Finance – Communities, which describes the budget proposals for the next financial year based on the four year funding deal announced by Government as part of the 2016/17 Local Government Finance Settlement. The report specifically looks at the budget implications for Community and Resilience & Assets; Protecting the Public; and Sustaining & Developing Prosperity through Infrastructure)</i>	13 - 18
6	Future of the Heritage Service <i>(To receive a report from Nicole Hilton, Chief Engagement Officer, which invites the committee to consider a report regarding the future of the Heritage Service. The report will be considered by the Executive on the 5 February 2019. The views of the Scrutiny Committee will be reported to the Executive as part of the consideration of this item)</i>	19 - 186
7	Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services Report <i>(To receive a report by Nick Borrill, Chief Fire Officer, which provides the Committee with an opportunity to consider the report by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services which was published on 20 December 2018)</i>	187 - 234
8	Stay Safe Partnership - resources to protect and safeguard Children and Young People <i>(To receive a report by Sara Barry, Safer Communities Manager, which provides the Committee with an overview of the Stay Safe Project)</i>	235 - 240
9	Public Protection and Communities Scrutiny Committee Work Programme <i>(To receive a report from Daniel Steel, Scrutiny Officer, which enables the Committee to consider and comment on the content of its work programme for the coming year to ensure that scrutiny activity is focused where it can be of greatest benefit)</i>	241 - 248

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Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

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**PUBLIC PROTECTION AND
COMMUNITIES SCRUTINY
COMMITTEE
11 DECEMBER 2018**

PRESENT: COUNCILLOR N H PEPPER (CHAIRMAN)

Councillors A N Stokes (Vice-Chairman), W J Aron, C J T H Brewis, K J Clarke, M A Whittington, L Wootten and R Wootten

Councillors: attended the meeting as observers

Officers in attendance:-

Steven Batchelor (Senior Manager), Les Britzman (Deputy Chief Fire Officer), Nicole Hilton (Chief Community Engagement Officer), Pete Moore (Executive Director, Finance and Public Protection), Clare Newborn (Community Safety Manager), Claire Seabourne (Partnership and Commissioning Manager), Daniel Steel (Scrutiny Officer), Emily Wilcox (Democratic Services Officer) and Sean Taylor (Lincolnshire Fire and Rescue)

39 APOLOGIES FOR ABSENCE/REPLACEMENT MEMBERS

Apologies for absence were received from Councillors C R Oxby and Mrs C J Lawton.

40 DECLARATIONS OF MEMBERS' INTERESTS

There were no declarations of interest.

41 MINUTES OF THE MEETING HELD ON TUESDAY 23RD OCTOBER 2018

RESOLVED:

The minutes of the meeting held on Tuesday 23rd October be approved as a correct record and signed by the Chairman, subject to the below amendment:

- Minute 30 – Apologies for Absence/Replacement Members – 'C K T H Brewis' to be amended to read 'C J T H Brewis'.

42 ANNOUNCEMENTS BY THE CHAIRMAN, EXECUTIVE COUNCILLORS AND LEAD OFFICERS

The Chairman was pleased to inform the committee that Executive Councillor for Culture and Emergency Services had endorsed the committee's recommendation to

the Executive to waive the £4 statutory fee of copy certificates for still-births at the registration for stillbirths and for all deaths under the age of 18.

The Executive Director for Finance and Public Protection announced that Lincolnshire Fire and Rescue had received their first statutory inspection by Her Majesty's Inspectorate, with a report soon to be produced. It was agreed that the key conclusions of the inspection would be circulated once available.

43 VOLUNTEER ENGAGEMENT POLICY

The committee received a presentation from the Chief Community Engagement Officer, which provided an update on Lincolnshire County Council's revised Volunteer Engagement Policy and its supporting documents.

It was noted that the council currently hosted around 600 volunteers across 30 sites, all of which made great contributions to many services and projects across the council.

Members were advised that the Volunteer Development and Support Group members had undertaken a review of the Volunteer Engagement policy and its supporting documents to assure a consistent approach was followed when engaging volunteers. As a result of this review, a number of minor amendments had been made to the policy.

Members were referred to the Appendix A, B and C of the report, which included the Volunteer Welcome Book, Supervisor's Handbook and Paperwork Pack.

The Chief Engagement Officer explained that the volunteering area of the council's website was the main source of all information on volunteering and helped to encourage people to volunteer.

Members were invited to ask questions, in which the following points were raised:

- Members were encouraged to engage with individual audiences to convey the message about volunteering.
- It was clarified that volunteering was used to supplement a service, and that volunteers did not carry out the same roles as those in paid employment.
- Members were assured that statutory services were not reliant on volunteers.
- Members were pleased to see a high number of volunteers engaging with the council.
- On behalf of the committee, the Chairman thanked all volunteers for their services to the council.

RESOLVED:

1. That the committee considered and endorsed the revised Volunteer engagement Policy.

44 ROAD SAFETY PARTNERSHIP ANNUAL REPORT

The committee received a report from the Senior Manager for the Road Safety Partnership, which provided an update on fatal, killed and serious injury (KSI) casualty figures for Lincolnshire.

Members were informed that there had been 49 fatalities and 517 people seriously injured on Lincolnshire's roads in 2017, which represented a decrease in fatalities but a significant increase in the recorded serious collisions.

A proportion of the increase in serious collisions was attributed to the change in recording mechanisms employed by Lincolnshire Police. The use of mobile data terminals had meant that a higher proportion of collisions were reported in the serious category, meaning the statistical accuracy had improved.

The following points were made in relation to the KSI analysis and trends:

- KSI collisions were more likely to occur in rural areas and casualties were more likely to be male.
- 80% of fatal casualties in 2017 were male and 20% were female.
- 20% of the fatal casualties in 2017 were young adults aged 17-24 and 22% were mature adults aged 60+.
- In 2017, the number of fatal collisions that occurred in the morning had decreased.
- Drivers accounted for the majority of fatal casualties in 2017 with 75% being caused by drivers/riders.
- The majority of fatal collisions in 2017 happened in fine weather without high winds.

Members were informed that as part of the Community Speed Watch initiative, the council had enabled local communities to tackle their own speeding issues. Community Speed Watch members could now register to carry out speed checks within their parish, using their own groups of volunteers, with the use of 'reactive' speed indicating devices such as speed guns. Volunteers required training before using the authorised equipment.

There had currently been 49 expressions of interests from Parish Councils and 113 volunteers were already trained on the use of the new devices. It was noted that 5 Parishes were already operating and sending out letters.

The Senior Manager for the Road Safety Partnership was pleased to inform members that Lincolnshire County Council had been successful in all three of its Department for Transport (DfT) Safer Roads Fund bids:

- A1084, Caistor to Brigg (North Division) - £1,245,000 starting 2019/20
- A631 (West) Middle Rasen to Bishop Bridge (North Division) - £645,000 starting 2019/20

PUBLIC PROTECTION AND COMMUNITIES SCRUTINY COMMITTEE
11 DECEMBER 2018

- A631 (East) Market Rasen to Louth (North & East Division) - £2,725,000 starting 2020/21

In addition, North East Lincolnshire was progressing with the A18 route as the lead authority. This bid had a total of £2,282,000 and would begin in the 2018/19 financial year. Approximately £300,000 of the allocation was for works inside Lincolnshire, between the A16 and County Boundary.

Members were invited to ask questions, in which the following points were raised:

- Officers were unable to make a direct correlation between the reduction of Road Traffic Officers on Lincolnshire's roads, and the increase in KSI's.
- It was hoped that the introduction of the Lincolnshire Police Safer Roads Team into communities, along with community speed initiatives, would ease the impact of the reduction of Road Traffic Officers on roads.
- Average Speed Cameras continued to be the most effective way of reducing speed on long stretches of road.
- In response to a question, it was clarified that there were no plans to remove the road signs which stated how many people had been killed on a particular road, as it was thought that they have an impact on some road users.
- Officers had not found there to be any increase in accidents as a result of street lights being turned off. The Senior Manager of the Road Safety Partnership agreed to investigate the matter further and provide any instances in which a collision could be specifically related to a change in street lighting.
- It was noted that within the recording of collisions, it was recorded whether the street lights were on or off.
- It was clarified that the A1 was managed by Highways England. Members were assured that Highways England had acknowledged that a large number of accidents took place on the road, and were currently looking at ways to improve the road and decrease accidents.
- The Executive Director for Finance and Public Protection suggested that for future reports, more information be provided on the actions being taken by the Road Safety Partnership to improve the roads and reduce KSI's.
- Members were assured that officers dedicated a lot of recourse to keeping young people safe outside of schools and that they took the need to educate young road users very seriously.
- Members thanked the Senior Manager of the Road Safety Partnership for the report and efforts made to reduce KSI's.

RESOLVED:

1. That the committee considered the report and the comments made be noted.
2. That the committee were reassured on the work being undertaken by the Road Safety partnership to reduce the number of people killed and injured on county roads.

45 FIRE AND RESCUE - EMERGENCY MEDICAL RESPONSE UPDATE

The committee received a report from the Area Manager for Planning, Prevention and Protection, which provided an update on Lincolnshire Fire and Rescue's (LFR) co-responding and Joint Ambulance Conveyance capability in regards to its emergency medical response support.

Members were informed that there had been a significant reduction in the calls responded to so far in 2017/18.

Officers outlined the following in relation to co-responding:

- Benefits
- Resourcing
- Funding
- Outcomes

The Area Manager for Planning, Prevention and Protection reminded members that in 2014, Lincolnshire Fire and Rescue (LFR) and East Midlands Ambulance Service (EMAS) had received funding from the DCLG's Transformation Challenge Award to conduct a pilot project aimed at enhancing ambulance provision within the County. As a result, the Joint Ambulance Conveyance (JAC) had been established.

Members were informed of the key benefits of JAC, which included the following:

- Reduced patient transport times
- Increase availability of EMAS Dual Crewed Ambulances
- Provision of a cost effective method of meeting demand for the growing number of ambulance calls
- Less time on scene for responders
- Improved patient care at the initial scene as a result of enhanced firefighter co-responder medical skills.
- Substantial returns of social value for the investment made which can be translated into real tangible financial savings.
- Alignment with the national drive for closer collaboration between blue light services.

It was noted that there had been an average of 300 conveyances a year to hospital by the JAC crews, although it was anticipated that there would be a reduction in calls for 2018/19 due to the instruction of the Ambulance Response Programme.

Following the introduction of the Ambulance Response Programme (ARP), further analysis was being conducted with EMAs to explore how best to optimise the current JAC capability, which would be completed over the next 12 months with a view to identifying an appropriate way forward.

**PUBLIC PROTECTION AND COMMUNITIES SCRUTINY COMMITTEE
11 DECEMBER 2018**

The committee were invited to ask questions, in which the following points were raised:

- In response to a question, officers clarified that there had previously been large waiting times for ambulances when arriving at hospitals, but large wait times had now ceased.
- Not all of the £4000K funding received from DCLG had been spent and the remainder would be put back into the EMAS fund.
- It was noted that co-responding was quite unique to Lincolnshire, so there was no national funding model for the services.
- Officers felt a high proportion of the success of LFR's co-responding programme was the charity 'Lives'.

RESOLVED:

That the committee considered the report and the comments made be noted.

46 QUARTER 2 PERFORMANCE REPORT

The Chairman referred the committee to the Quarter 2 Performance data shown in the appendices of the report.

Members were invited to consider and comment on the data, in which the following points were raised:

- Officers agreed to circulate data showing how many re-offending adults had previously been through the restorative justice system.
- In response to a question, it was explained that districts did not report data on reoffending to the county council, and therefore this data was not included in the figure shown. It was noted that a new case management system was now in place so all district council and police information would be provided in future to hopefully give a more accurate picture in future.
- It was clarified that voluntary libraries had been given the choice as to whether they wanted to record their own performance data, and it was not compulsory for them to do so.
- It was highlighted that there was a changing pattern of behaviour and people were not using libraries in the same traditional way or perhaps not physically visiting as frequently.
- Local hubs were becoming more popular as they offered a range of services, and there was ambition to create more local hubs.

RESOLVED:

That the report and comments made be noted.

47 PUBLIC PROTECTION AND COMMUNITIES SCRUTINY COMMITTEE
 WORK PROGRAMME

The Committee considered a report which provided an opportunity to consider and comment on the content of its work programme for the coming year.

It was noted that the meeting scheduled for 22nd January 2019 would also consider a report on the Fire and Rescue breathing apparatus equipment.

It was suggested that a visit be planned to the new blue light campus once it has been opened, with the possibility of holding a future committee meeting at the Emergency Planning Centre.

RESOLVED:

That the committees work programme be endorsed.

The meeting closed at 11.55 am

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**Open Report on behalf of Executive Director of Finance & Public Protection
and the Interim Executive Director of Place**

Report to:	Public Protection and Communities Scrutiny Committee
Date:	22 January 2019
Subject:	Council Budget 2019/20

Summary:

The report describes the budget proposals for the next financial year 2019/20, based on the four year funding deal announced by Government as part of the 2016/17 Local Government Finance Settlement. This report specifically looks at the budget implications for the following commissioning strategies:-

- Community Resilience & Assets
- Protecting the Public
- Sustaining & Developing Prosperity through Infrastructure (Heritage Services only)

The budget proposals are now open to consultation. Members of this committee have the opportunity to scrutinise them and make comment, prior to the Executive meeting on 5 February 2019 when it will make its final budget proposals for 2019/20.

Actions Required:

The Public Protection and Communities Scrutiny Committee is asked to consider this report and members of the committee are invited to make comments on the budget proposals. These will be considered by the Executive at its meeting on 5 February 2019.

1. Background

1.1 The Executive are currently consulting on a single year financial plan for revenue and capital budgets to take the Council to the end of the four year funding deal from government. The Council continues to face significant reductions in government funding, growing cost pressures from demand led services such as adult and children's social care, waste disposal and the Council's responsibility to pay staff and some contractors the National Living Wage. Uncertainty around government funding beyond the four year funding deal (which runs from 2016/17 to 2019/20) means the Council doesn't consider it practicable, to develop sustainable long term financial plans into the next decade. Work on this has started and will continue next year as information starts to emerge about the future funding framework.

1.2 The budget process carried out a year ago considered budgets for both 2018/19 and 2019/20. This year, the 2019/20 budgets have been reviewed in light of the latest available information to arrive at the proposals set out in this report. In developing its financial plan the Council has considered all areas of current spending, levels of income and council tax plus use of one off funding (including use of reserves and capital receipts) to set a balanced budget.

1.3 All areas of service expenditure have been reviewed to identify cost pressures which must be funded and savings which can be made, through efficiencies and by reducing the level of service provided.

1.4 On an annual basis the Council has the opportunity to review the level of Council Tax. Central government sets thresholds above which a local authority would be required to hold a referendum for Council Tax increases. In the provisional Local Government Finance Settlement, the Secretary of State announced that the referendum threshold for general council tax would be 3.00% for 2019/20. Together with a 2% council tax increase for Adult Social Care allowed for a final year in 2019/20, this means that Lincolnshire County Council may increase council tax in 2019/20 by up to 5%.

1.5 At its meeting on 18 December 2018 the Executive agreed proposals for the Council's revenue and capital budgets to be put forward as a basis for consultation and made the decision to consult on a proposed council tax increase of 4.95% for 2019/20.

1.6 The budget proposals for these commissioning strategies have allowed for a pay inflation increase of 2% for 2019/20.

Community Resilience & Assets and Heritage Services

1.7 Table A shows the total proposed revenue budget for the commissioning strategy 'Community Resilience & Assets'

TABLE A

COMMUNITY RESILIENCE & ASSETS	Original budget	Pay Inflation	Cost Pressures	Savings	Other Changes	Proposed Budget 2019/20	% Change
	£000	£000	£000	£000		£000	
1 Advice , Information and Volunteer Sector Infrastructure	808	11	329	0	-26	1,122	38.82%
2 Community Engagement and Development (Contribution to Sports Centres)	283	0	0	0	26	308	9.13%
3 Library and Information Services	5,565	0	42	0	19	5,627	1.10%
4 Customer Services Centre	3,441	19	0	0	-19	3,441	0.00%
Total	10,097	30	371	0	0	10,498	4.0%

1.8 Within the Community Resilience and Assets strategy there are proposed cost pressures of £0.371m in 2019/20. These relate committed inflationary increases in

the Library service contract (£0.042m); support to Lincolnshire Association of Local Councils (LALC) (£0.005m); and a new cost pressure to replace temporary funding for a Prevent Officer to meet the responsibility of the Council under the Counter Terrorism and Security Act 2015 (£0.046m).

1.9 The budget to support the Citizens Advice Bureaux (CAB) in Lincolnshire was removed in February 2017 by the Council, and the service has received support by use of reserves during the last two years. The proposal is to re-instate a budget to support the core services of CAB (£0.278m).

1.10 The Heritage service (which is reported within the commissioning strategy 'Sustaining & Developing Prosperity through Infrastructure') is moving towards a break even model of delivery, so savings of £1.019m had been included for 2019/20 in the budget proposals. However, at its meeting of 18th December 2018, the Executive decided to reverse this saving, until after the public consultation had been undertaken on the future delivery model of the service. This is the basis for the budget consultation for this service.

Protecting the Public

1.11 Table B shows the total proposed revenue budget for the commissioning strategy 'Protecting the Public'.

TABLE B

PROTECTING THE PUBLIC	Original budget	Pay Inflation	Cost Pressures	Savings	Other Changes	Proposed Budget 2019/20	% Change
	£000	£000	£000	£000	£000	£000	
1 Registration, Celebratory and Coroners	1,381	31	58	-100	0	1,370	-0.82%
2 Preventing & Reducing Crime	308	8	0	0	0	316	2.67%
3 Tackling Domestic Abuse	340	2	0	0	0	342	0.54%
4 Preventing & Tackling Fires and Emergencies	18,895	325	331	0	0	19,551	3.47%
5 Trading Standards	1,290	24	60	0	0	1,374	6.49%
6 Planning and Responding to Emergencies	314	7	0	0	0	321	2.38%
7 Improving Road Safety	306	15	0	0	0	321	5.02%
Total	22,835	413	449	-100	0	23,596	3.3%

1.12 The Protecting the Public strategy is proposing to make savings £0.100m in 2019/20 and has proposed cost pressures of £0.449m.

1.13 The Fire & Rescue Service have total cost pressures of £0.331m. These pressures relate to increased rates costs of fire stations (£0.023m); Emergency Services Network costs (Airwave replacement) (£0.029m); increased software costs for recording operational training records (£0.022m) and operational mobilising technology enhancement (move to Vision 4) (£0.057m) .

1.14 Changes in legislation have increased the number of Retained Duty System (RDS) Firefighters opting into the pension scheme, creating a cost pressure for the service (£0.120m).

1.15 In order to meet the services risk based inspection programme for fire prevention a capacity issue has been highlighted by HMICFRS, a cost pressure of £0.080m has been identified to recruit to Fire Protection posts to meet these requirements.

1.16 There are cost pressures in 2019/20 within Trading Standards relating to the increased costs of product safety testing (£0.020m) and safeguarding checks required for scams on vulnerable victims (£0.040m).

1.17 There are also cost pressures identified within the Coroners Service (£0.058m) and savings (£0.100m) which relate to the new model of service delivery for the Coroners Service within Lincolnshire.

County Council Capital Programme

1.18 The proposed capital programme covers the remainder of the current year and 2019/20, as well as major schemes which stretch into future years. Schemes comprise: a number of major highways schemes; the rolling programme of renewal and replacement of fire fleet vehicles, gritters fleet and vehicles at the Waste Transfer Stations; improvements and review of property portfolio; information technology (IT) developments and rephasing of existing schemes.

1.19 The gross programme is set at £381.315m from 2019/20 onwards, with grants and contributions of £110.308m giving a net programme of £271.007m to be funded by the County Council.

1.20 Table C shows the proposed net capital programme for these commissioning strategies.

Table C

Capital Programme	Net Programme 2018/19 £000's	Net Programme 2019/20 £000's	Total Net Programme Including Future Years £000's
Community Resilience and Assets	348	150	498
Protecting The Public	6,462	9,874	22,548

1.21 The following additions have been made to the net capital programme in as part of the budget setting process:

Finance and Public Protection

- Firefighters' personal protective equipment (PPE) and breathing apparatus and maintenance of fire safety programme - £0.325m in 2019/20 and £2.953m in future years. This is to replace damaged items, to provide PPE to new recruits, a full refresh of PPE, to support fitting of smoke detectors in the private homes of vulnerable members of the community, and ensure adequate water provision for firefighting across the county.
- Replacement of fire mobilising system for fire and rescue £0.875m in 2019/20. The mobilising system provides the mechanism for the Council's Fire Control function to alert and inform fire crews of an emergency incident on station.
- The system provides remote alerting to the Lincolnshire Fire and Rescue 'On Call' staff, who have an Alerter (pager). The funding includes the replacement of Alerters, which are coming to the end of their life.

Further consultation

1.22 A consultation meeting with local business representatives, trade unions and other partners will take place on 25 January 2019.

1.23 The proposals will be publicised on the Council website together with the opportunity for the public to comment.

1.24 All consultation comments and responses will be available to be considered when the Executive makes its final budget proposals on 5 February 2019.

2. Conclusion

2.1 These budget proposals reflect the level of government funding available to the Council and the proposal to increase Council Tax in 2019/20 by 2.95%. The Adult Social Care "Precept" is proposed to increase by 2.00% in 2019/20 and this will give a total council tax increase of 4.95%.

2.2 A thorough review of Council's services was carried out during last year's budget process, which covered both the 2018/19 and 2019/20 financial years. This year further unavoidable cost pressures as well as some savings have been identified, and the capital programme has been reviewed – the 2019/20 budget has therefore been refined this year. The budget proposals therefore aim to reflect the Council's priorities whilst operating with the resources available to it.

3. Consultation

a) Have Risks and Impact Analysis been carried out??

No

b) Risks and Impact Analysis

An Equality Impact Assessment will be completed for the proposed increase in Council Tax. This will be reported to the Executive at its meeting on 5 February 2019. Further risk and impact assessments will need to be undertaken on a service by service basis.

4. Background Papers

Document title	Where the document can be viewed
Council Budget 2019/20 - Executive Report 18 December 2018	Democratic Services, County Offices , Newland, Lincoln

This report was written by Michelle Grady, who can be contacted on 01522 553235 or Michelle.Grady@Lincolnshire.Gov.uk.

**Open Report on behalf of Andy Gutherson,
Interim Executive Director of Place**

Report to:	Public Protection and Communities Scrutiny Committee
Date:	22 January 2019
Subject:	Future of the Heritage Service

Summary:

This item invites the Public Protection and Communities Scrutiny Committee to consider a report regarding the future of the Heritage Service. This report is due to be considered by the Executive in the meeting on 5 February 2019 and the views of the Scrutiny Committee will be reported to the Executive as part of consideration of this item.

Actions Required:

- (1) To consider the attached report and to determine whether the Committee supports the recommendations to the Executive in the meeting on 5 February 2019.
- (2) To agree any additional comments to be passed to the Executive in relation to this item.

1. Background

This report provides a summary of the proposals for the Future of the Heritage Service. A copy of the full Executive report is attached at Appendix 1. The report seeks approval to conduct a public consultation on proposed changes to the Council's Heritage Service based on a move to a Cultural Enterprise Model. A Cultural Enterprise is an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or surplus if a not-for-profit or public body) which are then used to ensure the enterprise's long-term sustainability and development. A Cultural Enterprise requires a culture of creativity, commercialisation and medium risk-taking.

This change would involve moving from a microsite to supersite approach. A microsite is a museum, gallery or heritage site which offers access to a single narrative through a highly specialized collection whereas a supersite is a heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events, which enables the broadest

range of audiences to engage with the widest range of experiences, and which maximizes the potential for commercial return.

The Detailed Business Case proposes that the Heritage Service offer should consist of a mixed economy of microsites and supersites as detailed in the report and DBC.

2. Conclusion

On 5 February 2019 the Heritage Service plans to present an Executive Summary, Detailed Business Case and Equality Impact Analysis to the Executive and will be seeking support for the preferred option and approval to enter into public consultation. Ahead of that meeting, the Public Protection and Communities Scrutiny Committee are requested to consider whether it supports the recommendations in the report and whether it wishes to make any additional comments to the Executive.

3. Appendices

These are listed below and attached at the back of the report	
Appendix 1	Executive Report – Future of the Heritage Service

4. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Nicole Hilton, Chief Community Engagement Officer, who can be contacted on 01522 553786 or nicole.hilton@lincolnshire.gov.uk .

**Open Report on behalf of Andy Gutherson,
Interim Executive Director of Place**

Report to:	Executive
Date:	5 February 2019
Subject:	Future of the Heritage Service
Decision Reference:	I016025
Key decision?	Yes

Summary:

This report seeks approval to conduct public consultation on proposed changes to the Council's Heritage service based on a move to a Cultural Enterprise Model. A Cultural Enterprise is an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or a surplus if a not-for-profit or public body) which are then used to ensure the enterprise's long-term sustainability and development. A Cultural Enterprise requires a culture of creativity, commercialisation and medium risk-taking.

This change would involve moving from a microsite to supersite approach. A microsite is a museum, gallery or heritage site which offers access to a single narrative through a highly specialized collection whereas a supersite is a heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events, which enables the broadest range of audiences to engage with the widest range of experiences, and which maximizes the potential for income generation.

The Report also proposes changes to the mix of sites that the Council should continue to deliver as part of its heritage offer.

Recommendation(s):

That the Executive:-

- 1) approves the carrying out of a public consultation on the proposed changes set out in the Report to the Council's Heritage Service and
- 2) delegates to the Interim Executive Director of Place in consultation with the Executive Councillor for Culture and Emergency Services, authority to determine the detail of the consultation to include scope, timing, content and methodology.

Alternatives Considered:

1. Maintain the status quo.
2. Offer a different mix of sites as part of the Council's heritage offer.
3. Closer integration of the archives service with other heritage collections to create a combined archive and museum.

All of the above alternatives considered are set out below in section '1.7 Options considered'.

Reasons for Recommendation:

The reasons for the recommendation are:-

1. Reductions in government funding with increased demand on mandatory services leave discretionary services such as the large majority of the Heritage Service at risk of cuts in service.
2. At the same time Heritage contributes significantly to the wider economy. An increase in engagement with culture and heritage increases economic performance and growth through increased employment and visitor numbers as well as improving health and wellbeing and reducing pressures on NHS services.
3. If these benefits are to continue to be realised the Heritage Service will have to move to a cultural enterprise model. This will involve the service becoming more commercially minded and financially self-sustaining.
4. The current Heritage offer in Lincolnshire is based on a model of multiple microsites which are limiting and fixed in the stories that they tell. Microsites lack the size and flexibility to enable a changing offer which enables differentiated narratives and experiences to be offered. As well as giving rise to a static, unchanging heritage experience microsites do not create the conditions for financial self-sustainability through attracting an increase in visitors through attracting new audiences or repeat visits.
5. This would be partly remedied by creating a new supersite at The Collection Museum and Art Gallery to add to the one at Lincoln Castle. This would represent a change to a more modern, responsive and relevant heritage service, telling a range of stories and offering a range of heritage experiences that aims to enrich the cultural experience the Council and Lincolnshire has to offer to residents and visitors alike. It would also enable the generation of greater income to support the financial sustainability of the service.
6. The strategic goals of moving to the supersite model would then be enhanced by the retention of three microsites, Museum of Lincolnshire Life (MLL), Battle of Britain Memorial (BBMF) and Heckington Windmill, given their uniqueness and inability to be recreated within the supersites.

7. Under the proposed model, the Council would cease to operate the Usher Gallery as an art gallery but the art collection would remain within The Collection Museum and Art Gallery. The Council would return operation of Gainsborough Old Hall to English Heritage. The Council would seek to transfer ownership and/or operation of remaining microsites at Discover Stamford, and Ellis Mill, Burgh le Marsh and Alford Windmills but if that was not possible they would close as heritage attractions.
8. Prior to taking a decision whether this should be the future direction of the Heritage service the views of the public should be ascertained including on the principle of the cultural enterprise model and a change to supersites and the mix of sites included in the Council's Heritage Offer.

1. Background

1.1 Analysis of the current position

This Report sets out the result of a review of the Council's heritage service in the form of a Detailed Business Case (DBC) for a future model of the heritage service attached at Appendix A and the drivers for this review are set out in the Strategic Case at section one of the DBC.

The recommendations of the DBC respond both to the changing appetite for culture and the fundamental challenge of how to make a heritage service financially sustainable in the face of the continuing financial challenges facing local government and Lincolnshire County Council.

Traditionally heritage services (including in Lincolnshire) have operated on the basis of two fundamental principles:-

- That expert heritage professionals interpret collections and present those collections to the public for their education and enjoyment; and
- The presentations of those collections are carried out for the public good and publicly funded through a grant-in-aid model except for some peripheral income generation.

Both of these principles have come under pressure during the period of financial challenge affecting the public sector but also due to changes in the public appetite with how they engage with culture. In particular, financial pressures have led to heritage organisations, including Lincolnshire, having to find new ways of funding their services. This in turn has led to a consideration as to the best model for the heritage service.

Lincolnshire and Lincolnshire County Council are not immune to these financial pressures. The County Council has had to make savings of £130 million since 2015 as a result of central government cuts and has experienced a 38% reduction

in its funding between 2009/10 and 2016/17 with cost pressures expected to continue.

The provision of heritage services is not a statutory duty. A significant risk therefore arises that the Council's discretionary spending will get squeezed between reduced funding and increasing cost pressures from mandatory services. The current model therefore, is likely to be unsustainable.

As a result the Heritage Service has been given the challenge of exploring possibilities for reducing the funding it needs from the Council. Work has already been done to make savings through a staffing re-organisation in July 2017. This has contributed to the reductions in the amount the County Council puts into the Heritage Service from £1.6m in 2017/18 to £1.1m in 2018/19.

Further review of the Heritage Service has been to identify a model which is as self-sustaining as possible and that will be affordable to the public purse thereby balancing the need for the County Council to make savings. Any proposals, however, will require consideration of the offer and take into account the wider benefit of heritage to the economy and well-being. The full analysis of the changes proposed for consultation is set out in the DBC.

Although the proposals set out in this Report require a more commercially minded approach and are pursued with a view to increased income generation and the potential making of surplus the purpose of the proposals is to secure the continued public provision of access to heritage, art and culture through the continued exercise by the Council of its statutory powers to provide museums, galleries and attractions but in new ways.

1.2 Move to a cultural enterprise model and supersite approach

Cultural Enterprise Model

The DBC makes recommendations to move to a cultural enterprise model. This is a method of operating which can be differentiated from the traditional model currently operated by the County Council.

The cultural enterprise model has two essential characteristics:-

- It creates products and services (exhibitions, events, programmes) based on art, culture and heritage to deliver a wide range of social outcomes; and
- It also seeks to generate a surplus from greater commercialisation of their activity.

Central to the ability to generate surplus from greater commercial activity is a change of mind-set from the delivery of a fixed offer based on the determination of heritage professionals to one that recognises that people are motivated to engage with culture and visit heritage sites for different reasons and seek different experiences and this is what the heritage service needs to respond to through its cultural enterprise model.

Microsites and Supersites

The DBC recommends moving away from what is described in the DBC as a microsite approach, a museum, gallery or heritage site which offers access to a single narrative through a highly specialized collection, which is currently operated by LCC's Heritage Service, to what is called a supersite approach, a heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events, which enables the broadest range of audiences to engage with the widest range of experiences, and which maximizes the potential for income generation.

A supersite therefore is specifically designed to facilitate the kind of programming and activity that engages with visitors through both permanent exhibitions as well as rotating programmes of high quality temporary exhibitions and events encouraging repeat visits and increased revenue opportunities by meeting audience expectations.

With the exception of Lincoln Castle all of the Council's heritage attractions are microsites telling a single story through fixed exhibitions.

It is considered that the changes proposed in this Report would provide a more modern, responsive and relevant heritage service, telling a range of stories and offering a range of heritage experiences that aims to enrich the cultural experience the Council and Lincolnshire has to offer.

The conclusion of the DBC is also that the Heritage Service cannot free itself of the grant-in-aid funding model, and therefore move towards self-sustainability, on the basis of a continued microsite approach. The DBC concludes that the Heritage Service therefore needs to move the focus of its model from a microsite approach to a more supersite approach accepting that it will have a mixed economy of microsites and supersites for the foreseeable (and perhaps in any) future.

1.3 The Lincolnshire DNA

A clear narrative is important to support the stories that we tell at each site and collectively across the service and so the Heritage Service has developed the concept of the Lincolnshire DNA, a framework that offers Lincolnshire's heritage in audience-friendly, accessible, significant and relevant ways and in ways that resonate with audiences welcoming new visitors and encouraging re-visits.

The Lincolnshire DNA themes more fully described at section 1.9.2 of the DBC are;

- **Influence**, the stories of Lincolnshire institutions and residents that have shaped and influenced the UK and worldwide.
- **Innovation**, the stories of innovations from the stone age through to agricultural, industrial and digital revolutions.
- **Integration**: the stories of invasion, migration and integration that have brought significant change to Lincolnshire and the wider world.

1.4 Proposed supersites and microsities

The DBC proposes that the Heritage Service's offer should consist of a mixed economy of microsities and supersites as detailed below. More detail is contained within the DBC.

Lincoln Castle

Lincoln Castle can already be viewed as a successful pilot of the supersite model, being a '*history where it happened*' attraction and having a permanent offer whilst also capitalising on income generating activity through a variety of temporary exhibitions and events. However, there is still scope to increase the availability of temporary exhibition spaces through conversion and re-configuration of existing spaces that will enhance the offer of education and skills and create engagement from schools, adult learners and families.

Collection Museum and Art Gallery

It is proposed that the Collection Museum and Art Gallery (CMAG) will be created as a supersite from the current Collection Museum and Usher Art Gallery, displaying both art and archaeology within the Collection building. The permanent exhibition would be redeveloped to make best use of our collections and exhibition spaces will be expanded to display art and increased flexible space will form the basis for a programme of travelling exhibitions and events supported by the wider Heritage Service commercial plan. Any changes to the building layout will form part of negotiations with the landlord, City of Lincoln Council.

Further information about the future of Usher Gallery is provided under the heading Impacts below at 1.5.

Museum of Lincolnshire Life

The Museum of Lincolnshire Life (MLL) tells an important story about the social history of Lincolnshire through permanent exhibitions. This social history offer would be retained as a microsite and forms part of the Lincolnshire DNA. MLL does not currently have sufficient temporary exhibition space for an effective programme of temporary exhibitions and so cannot become an income generating site unless further exploration and development was completed.

Other Microsites

The Battle of Britain Memorial Flight (BBMF) is a unique Lincolnshire visitor attraction showcasing Lincolnshire's rich aviation history and forms part of the Lincolnshire DNA. The BBMF attraction could not be replicated in the other supersites.

Heckington Windmill is a unique Lincolnshire visitor attraction showcasing Lincolnshire's rich agricultural history and forming part of the Lincolnshire DNA. The uniqueness in this windmill is its eight maintained sails. The Heckington Windmill attraction could not be replicated in the other supersites.

1.5 Impacts

The impacts of the proposals set out in the DBC for a mixed economy of microsites and supersites is the reduction in other sites currently operated by LCC's Heritage Service.

The Usher Gallery

The Usher Gallery would no longer be operated by the County Council as an art gallery. Although a listed building with a strong local resonance, it has inherent drawbacks including;

- It is not flexible enough as a space. The way we engage with art has been transformed and the gallery is increasingly unable to house the kind of exhibitions that we would want to display and engage with wider audiences.
- It is not popular with visitors. Although the Usher has some passionate advocates the gallery enjoys a significantly smaller number of visitors compared to The Collection.
- It is expensive for LCC to maintain. As a separate site it incurs costs of around 100k per annum in staff, business rates and utilities.

It is proposed that many of the Usher Gallery's key art collections would continue to be showcased at the CMAG supersite and around the county. However, the future use of the Usher Gallery and collections, which are both owned by City of Lincoln Council (CoLC), would be part of on-going discussions between LCC, CoLC and other third parties having regard to existing covenants.

The Usher Gallery would be closed as a gallery but LCC would continue to lease the Usher site as it could potentially be used by other LCC departments with a public-facing role. One such use that could be considered is the use of the site for the Registrars & Celebration service. Any change in use for the Usher site would require a renegotiation of the lease with City of Lincoln Council.

Gainsborough Old Hall

Gainsborough Old Hall (GoH) is owned by English Heritage and leased to Lincolnshire County Council (LCC) to operate. That lease can be terminated by either English Heritage or LCC in October 2020 on the basis of a year's notice (in Oct 2019). The real importance of GoH lies in its architectural legacy, rather than the stories associated with the site and as the national body who have the remit to preserve and present it, English Heritage are best placed to interpret and showcase its history. Accordingly, discussions have been had with English Heritage over the future operation of the Hall who have embraced the opportunity to fully engage with this plan. It is therefore the proposal of the Council to surrender the lease and for English Heritage to take over its operation.

If the lease is terminated, the operation of the attraction at Gainsborough Old Hall including the opening hours, event and exhibition programmes and facilitated learning programme would be determined by English Heritage.

Other microsites

Full details can be found within the DBC but in summary the Council would not under the proposals provide the following sites as part of the Council's Heritage offer but the Council would seek to;

- preserve the availability of Ellis, Alford and Burgh Le Marsh windmills through working with community groups and volunteers for them to offer access to those sites;
- preserve the story of Discover Stamford and its collections through the involvement of local and/or a third party organisations and for them to offer access to this collection.

Educational Provision

As a result of the proposals for a reduction in sites, the Education and skills provision currently operated at GoH would no longer be offered by the Heritage service if the operation of it is returned to English Heritage.

As a result of the proposals for the creation of supersites at Lincoln Castle and CMAG, the education and skills provisions, including in respect of children with special educational needs and disabilities, will continue although the space in which it is delivered on those sites may alter. Any offer currently available at any of the proposed retained microsites will remain unaffected.

Community Engagement

In recognition of the fact that both supersites will be located in Lincoln, we are keen to ensure that the service is able to support wider cultural and heritage engagement and activity across Lincolnshire. As part of the Heritage Service's ongoing strategic leadership role within the County we will continue to explore opportunities to support and develop community heritage hubs in addition to the delivery of the supersites. Acknowledging that this will form a different model to the County's library hubs, it will build on the success of these community hubs as well as existing relationships with town and district councils and local trusts.

Our plan, as described at section 1.10.1 of the DBC, is to explore, with the many excellent existing heritage organisations, how this support can best benefit the heritage offer in Lincolnshire, working with existing heritage hubs, parish, town and district councils, libraries, local history societies, trusts, civic societies, village halls and third sector organisations as well as supporting the establishments of new hubs.

Through artefact loans and advice on funding applications as well as the potential to apply for small grants and support on accreditation processes, the service will explore the development of a framework for broader engagement involving the communities, providing easier access to the county's rich heritage including helping those organisations set up their own temporary exhibitions and displays. This will help communities and visitors to engage with and celebrate the rich history of their local area.

Over time this may lead to new and innovative ways of providing culture and heritage which better respond to the needs of the communities as well as exploring wider objectives of co-curation, creativity, the opportunities for volunteering, learning and skills development, local participation and positive impacts on health and wellbeing.

1.6 Consultation

Prior to taking a decision whether what is outlined in the DBC and summarised above should be the future direction for the Heritage Service, the views of the public should be ascertained. It is therefore proposed to conduct a 10 week public consultation between 13 February 2019 and 24 April 2019.

The full detail of the proposed consultation has not yet been determined and under Recommendation 2 of this Report the Interim Executive Director of Place in consultation with the Executive Councillor for Culture and Emergency Services would be granted delegated authority to determine the final detail of the consultation.

However in preparation for this proposed consultation, work has begun on preparing both the proposed methodology and the content of a consultation survey to ascertain the views of the various elements of change highlighted above.

It is envisaged that once the consultation begins the survey will be made available via LCCs online platform and in paper form, by request. The Cultural Management Team will be supported in public engagement activities by the Community Engagement Team during the 10 week consultation period by attending sites and events to publicise the consultation.

The design of the consultation survey is not complete but it will include questions and an opportunity to express views about the proposals including;

- the proposal to move to a cultural enterprise model
- the proposal to create a supersite at The Collection and closing the Usher Gallery
- the future operation of Gainsborough Old Hall, and;
- the proposed mix of supersites with the Council's Heritage Service offer proposals for the future of Discover Stamford, Ellis, Burgh Le Marsh and Alford Mills

Analysis of the consultation responses will also take place throughout the 10 weeks and the results will inform the recommendations put forward to the Executive on the Future of the Heritage Service. These will be publically available papers and will show stakeholders, the general public and all others involved in the consultation how their responses and feedback was captured and taken into account.

1.7 Options considered

Maintain the Status Quo

For the reasons outlined above, subject to consultation views, the existing model of operation and heritage offer is not considered to be financially sustainable. It is foreseen that if the existing model is retained the service will likely be subject to a series of cuts which impact on the scale and quality of the offer. It is currently believed that the proposal set out in this Report and the DBC would enable the service to achieve financial sustainability.

This is not the whole of the story, however, as the changes proposed are considered in any event to represent a change to a more modern, responsive and relevant heritage service, telling a range of stories and offering a range of heritage experiences that aims to enrich the cultural experience the Council and Lincolnshire has to offer.

Offer a different mix of sites

The mix of sites proposed in the DBC is considered to be the mix of sites which is most consistent with the move to a cultural enterprise model and a supersite approach. They are either sites with the potential to act as supersites or they have specific relevance to the Lincolnshire DNA story and their own unique characteristics. Consultees will be able to express views on the mix of sites which they believe the Council should retain during the public consultation.

Integration of the archive on an existing site or creation of a third supersite consisting of a combined archive and museum

One area that was considered was whether an opportunity existed to integrate the archives more fully with the other heritage attractions so as to give access to a combined archive/heritage experience.

The archives however require a range of specialist considerations including specific storage capacity with room for expansion, technical requirements about the fabric of the building itself and the way in which its contents can be stored. As a result it became clear it was technically difficult to incorporate such requirements into any existing site and associated costs would be significant.

The creation of a new archives/museum supersite was considered but with both the technical costs of creating a new archive (as set out above) together with the costs associated with a new capital build of this nature it was concluded that the cost was prohibitive and it was not prudent for the Council to pursue this option within its current financial constraints.

Accordingly, the Heritage service require further time to consider the Council's current and future requirements for the archive and this will now form part of a different work stream. However, if the Heritage service is to have the opportunity to modernise and become more financially self-sustaining, and thereby alleviating the

budget pressure on the Council, it must move forward now with a consultation on the proposed changes to the rest of the heritage service.

1.8 Finances and Funding

The DBC identifies the financial challenge that has faced the Council since 2015 and the savings that have had to be made to achieve a balanced budget. A series of papers have informed the Heritage Service's current operational position, responding to priorities within LCC to reduce costs, increase efficiency and create higher quality services, which were announced in Nov 2015 as part of an effort to cut spending across the Council by at least £130m. The ramifications of this for the Heritage Service were significant as the aspiration was to save £1.8m from the operations budget and become self-sustaining by April 2018.

The service has generally been met on a funded basis, principally funded by the Council but supported by some peripheral income generation. Reductions in required contributions have been made by the service through a staff re-organisation and efficiencies however they still currently operate on a funded basis.

Year	Heritage Service Budget	Heritage Service Income	LCC Contribution
2016/17	£5.5m	£3.0m	£2.5m
2017/18	£5.0m	£3.4m	£1.6m
2018/19	£4.3m	£3.2m	£1.1m*

*Forecast April 2018

The future financial risk of the Heritage Service if it continues this model is that it will become squeezed between reduced funding and the increased cost of mandatory services and therefore heritage sites and services are reduced in response to reductions in the money available to subsidise the services.

1.8.1 The financial benefit

The proposal to move to a cultural enterprise model is forecast to reduce the contributions made by LCC and increase financial sustainability through an income generation programme. Over a 6 year period (2018/19 – 2023/24) LCC contributions are forecast to decrease from just under £1.0m to less than £250k as income generating activity increases, microsites are reduced and any further efficiencies are made. With no change to a cultural enterprise model and no investment into supersites, the Service would still require funding of circa £1m pa.

Year	LCC Contribution (Status Quo)	LCC Contribution (Two Supersites)
2018/19	£959,510	£959,510*
2019/20	£921,844	£813,675
2020/21	£926,076	£648,524
2021/22	£891,584	£504,778

Year	LCC Contribution (Status Quo)	LCC Contribution (Two Supersites)
2022/23	£954,319	£520,421
2023/24	£970,646	£221,666

*Forecast November 2018

More detail is contained within the DBC.

1.8.2 The economic benefit

Impact on the local economy can be improved greatly by culture and heritage within an area and economic impact analysis on the proposal to move to a cultural enterprise model forecasts a reduction in LCC contribution per visitor from £2.34 (2018/19) to £0.60 (2023/24) whereas there would be no reduction for the status quo option.

Across the proposed programme timeline the Supersite model delivers a marginally higher return for both Tourism Impact (1%) and Wider Economic Impact (0.5%) than the status quo; however in 2023/24 under the first full year following the opening of CMAG under the Supersite Model Tourism Impact is 8.5% greater than the Status Quo, while the Wider Economic Impact is 7.3% greater.

More detail is contained within the DBC.

1.8.3 Funding

We estimate the cost for this proposed scheme of work to be £5million, most of which would be to fund capital and exhibition installation at the new CMAG supersite.

We would expect to fundraise for around 70-80% of this figure, which we anticipate would be met from HLF, ACE and other public and private donors. Any expectation to meet 100% of the fundraising goal from external funding sources is unrealistic in today's economic climate, and it would be likely that LCC would have to contribute 20-30% of the total, including cash and in-kind donations. This makes LCC's likely contribution around £1-1.5m, depending on the final scheme of work, and would help to facilitate the following:

- Increased income generation at Lincoln Castle and CMAG
- New temporary exhibition space created at CMAG
- New art gallery for the Usher collection
- New permanent installation at CMAG
- Better utilisation of existing assets at Lincoln Castle

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

An Initial Equality Impact Assessment (EIA) has been undertaken and is included as Appendix B.

The initial EIA has identified a positive impact in that development to an existing site provides an opportunity to enhance language/translation (including Audio Guides) that might make the site more appealing and accessible to

visitors/tourists/students and migrant communities who are visiting or are new to Lincolnshire. Such enhancements will also positively impact access and experience for those with a disability. In addition any improvements to sites will be fully compliant with the Council's legal duties relating to the accessibility of its buildings.

Greater flexibility to change displays and mount temporary exhibitions increases the potential to tell different stories including those that help advance equality of opportunity and foster good relations in relation to people with protected characteristics.

The initial EIA has also identified potential negative impacts mainly in terms of Age and Disability in terms of less heritage sites to access with potentially greater distances to travel. These will need to be explored further and any necessary mitigation measures will be considered.

There would potentially be some loss of educational provision available for children and young people (including those with special educational needs or a disability) at Gainsborough Old Hall depending on what offer is made by English Heritage. Educational provision will be maintained at the other sites forming part of the Council's heritage offer

The initial EIA will be revised following the consultation feedback (and possibly during the consultation period) and assumptions will be tested out with specific groups regarding these and any other identified impacts on those with protected characteristics.

Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

Whilst the impact of these proposals on the JSNA and JHWS is difficult to quantify there is research to assess the cost savings on NHS services due to the reduced likelihood of GP visits and psychotherapy services as a result of visits to museums, galleries and heritage sites. The findings suggested that engagement with different forms of culture will deliver a different range of savings depending on the kind of visit that takes place. Further details of such considerations can be found at section 2.6 in the Economic case of the DBC.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area

The Heritage Service plays a crucial role in tackling social exclusion, contributing to regeneration, to promoting safer communities, encouraging healthier lifestyles, providing opportunities for voluntary and community activity and stimulating lifelong learning. The Heritage sector has a significant role to play in achieving this aspiration, by providing inspiring, engaging and educational experiences, promoting a sense of place for all who visit, live and work. Lincolnshire has a strong sense of place and its museums and heritage sites play an important part in helping residents and visitors alike to understand the deep roots of its cultural identity and its traditions, giving our visitors and non-visitors what they want and developing new activities which will encourage them to visit and return on a regular basis, whilst also creating a sense of place and helping deliver social cohesion.

3. Conclusion

The Heritage service has developed a Detailed Business Case to support a case for change and a way forward for the future of the heritage service within an affordable financial envelope.

The Executive is asked to consider this report and attached appendices and to approve the carrying out of a public consultation on proposed changes to the Council's Heritage Service.

4. Legal Comments:

The Council has a power but not a duty to provide museums and art galleries pursuant to the Public Libraries and Museums Act 1964. It is possible that other heritage attractions could be treated for the purposes of this Act as provision of a museum but if not then the power to provide such attractions would otherwise be covered by the general power of competence under the Localism Act 2011.

The DBC outlines proposals to consult on changes to the Council's heritage service which would be within the power of the Council to deliver should such proposals be approved by the Executive in due course following consultation. It is now appropriate for them to be subject to public consultation.

If, after public consultation, these changes were approved then the Council would use its powers under these Acts to make improvements at the existing supersite at Lincoln Castle and the proposed supersite at The Collection Museum and Art Gallery but would also cease to use its powers to provide an art gallery at the Usher and cease to use its powers to provide the other heritage attractions of Gainsborough Old Hall, certain windmills and Discover Stamford.

The Executive must conscientiously take into account the results of public consultation before reaching a final decision.

The decision is consistent with the Policy Framework and within the remit of the Executive.

5. Resource Comments:

Accepting the recommendation within this report to undertake public consultation on proposed changes to the Heritage service, should have no material impact on the Council's budget.

Whilst the report sets out the proposals for the service in looking to achieve a self-sustaining heritage offer, the impacts on the revenue operational budget for the service will need to be assessed if a new model of delivery is approved following the consultation. The report identifies the need for capital investment to support the changes to the Heritage Service, these can be met from the currently approved capital programme via, a bid to the new developments capital contingency fund on the production of a suitable capital appraisal and secured external funding.

6. Consultation

a) Has Local Member Been Consulted?

Yes

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

This decision will be considered by the Public Protection and Community Scrutiny Committee at its meeting on 22 January 2019 and the comments of the Committee will be reported to the Executive.

d) Have Risks and Impact Analysis been carried out?

Yes

e) Risks and Impact Analysis

Section one of the Detailed Business Case details the risks and impacts analysis.

7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Detailed Business Case Future of the Heritage Service + Appendices
Appendix B	Equality Impact Analysis

8. Background Papers

Document title	Where the document can be viewed
Future of the Heritage Service (Executive Report 04/10/16)	Available on Request

This report was written by Nicole Hilton, Chief Community Engagement Officer, who can be contacted on 01522 553786 or nicole.hilton@lincolnshire.gov.uk .

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Lincolnshire County Council

Detailed Business Case

Future of the Heritage Service

Prepared by

Alex Drago, (Interim) Commercial Programme Manager, County Heritage Service

Sponsor

Nicole Hilton, Chief Community Engagement Officer, Economy & Environment Directorate

Project overview

Project	Future of the Heritage Service
Summary	<p>A detailed business case to create long-term sustainability of the Heritage Service through a transformation programme – called a FuturePlan - which will see its operating model shift from a traditional council-led service funded through grant-in-aid, to an audience-focused Cultural Enterprise which will be primarily funded through commercial operations.</p> <p>This will necessitate a number of changes, including the development of two supersites at Lincoln Castle and The Collection Museum & Art Gallery to maximise commercialise opportunities through more innovative and audience-focused programming, the rationalisation of the property portfolio, and cultural and operational change within the Heritage Service to ensure successful delivery.</p>
Investment Aim & Objectives	<p>The aim of this DBC is to establish the Heritage Service as a Cultural Enterprise that will allow it to leverage the full value of Lincolnshire's world-class culture and heritage to the full benefit of the county and its visitors. The four Investment Objectives (IO) are as follows:</p> <p>IO1: Establish a Cultural Enterprise model to support the long-term financial sustainability of the heritage service.</p> <p>IO2: Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.</p> <p>IO3: Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.</p> <p>IO4: Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.</p>
Key points to be aware of	<ul style="list-style-type: none"> • Requires capital investment and fundraising to enable the Supersite concept to be realised at both Lincoln Castle and The Collection to unlock commercial returns. • Substantial cultural and structural change in the way the Heritage Service operates is required, most notably in its audience focus and success criteria which now have to be more fully connected to the commercial performance of the service. • Some sites will cease to be in LCC's portfolio and will be operated by third parties or will experience a change of use.
Current status	We are seeking approval to start implementing this scheme of work as outlined in this DBC.
Funding profile	<ul style="list-style-type: none"> • Over the course of this scheme of work LCC's contribution to the operation of the Heritage Service will be reduced from around £960k in 2018/ 19 to about £222k in 2023/24. • We also propose to fundraise for approx. £5m to cover capital works at The Collection & Lincoln Castle to transform them into more commercially viable Supersites. LCC is likely to have to contribute between £1-£1.5m to support this investment.
Key dates	Key dates are outlined within the Management Case.
Key risks	<ul style="list-style-type: none"> • Failure to fundraise for capital works at Lincoln Castle and The Collection. • Failure to make cultural and operational changes within the Heritage Service to run as a Cultural Enterprise.

Executive Summary

Introduction

As a result of ongoing austerity, LCC has had to make £130m of funding cuts since November 2015. This continues to affect many council services, including the Heritage Service, which has introduced efficiency savings to reduce LCC's grant-in-aid, as outlined below.

Year	Heritage Service Budget	Heritage Service Income	LCC Contribution
2016/17	£5.5m	£3.0m	£2.5m
2017/18	£5.0m	£3.4m	£1.6m
2018/19 ¹	£4.3m	£3.2m	£1.1m

Although the Heritage Service's budget has been reduced and Lincoln Castle continues to perform, no new income streams have been developed which means that long-term financial sustainability is unachievable under the current business model. The purpose of this business case, then, is to propose a new business model which will lead to long-term financial sustainability for the Service. This is expressed through four objectives:

1. Establish a Cultural Enterprise model to support the long-term financial sustainability of the heritage service.
2. Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.
3. Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.
4. Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.

Moving from grant-in-aid to a cultural enterprise model

The Heritage Service currently looks after a diverse portfolio of ten sites, most of which are defined as microsites - museums, galleries or heritage sites which offer access to a single narrative through a highly specialised collection. However, microsites² offer little motivation for visitors to return and have limited commercial potential as a result. Their installations have reached the end of their lifespan and are increasingly irrelevant to younger generations. Visitor numbers are in decline.

This business case proposes that the Heritage Service should shift from its current grant-in-aid model which supports microsites and their traditional forms of heritage and cultural engagement, to a cultural enterprise model, in which the Heritage Service becomes more entrepreneurial in the way it delivers culture-based products and services with an explicit intent to generate a surplus, which is then used to ensure the enterprise's long-term sustainability and development. The intention is to transform the public's perception of the Heritage Service through its offer so that it is seen as the key driver for a more vibrant cultural life in Lincolnshire, rather than *just* being the service which looks after old buildings and artefact collections.

¹ Forecast as of April 2018/19

² Lincoln Castle is the exemption as it has created a compelling visitor offer through free to access, paid for entry and a rotating events programme which invites visitors to return often, however it requires investment to ensure it can perform.

Developing two new supersites

By their nature, successful cultural enterprises have to be more audience-focused, creative, relevant, and commercial in their approach, but they also require the right physical spaces to facilitate more diverse programming. We have called these spaces Supersites - heritage sites, galleries or museums that offer multiple experiences, including permanent and temporary exhibition as well as a rotating programme of events, to enable the broadest range of audiences to engage with the widest range of experiences, and which maximises the potential for commercial return.

We propose two Supersites, one at Lincoln Castle and the other at The Collection Museum & Art Gallery (CMAG) which would run under a Freemium business model, offering a small free-to-access offer and a wider commercial offer of temporary exhibitions and events.

To create the CMAG Supersite we propose a range of changes that would reinvent the museum experience completely. The basement would become a 'white cube' gallery to house the Usher art collection, the main gallery would be reconfigured to create a larger temporary and a smaller permanent gallery, and a smaller range of physical changes would help to re-energise the museum. We also propose to retain control of the café operation which is currently operated by Stokes.

Lincoln Castle requires a number of changes to ensure it can perform successfully as a supersite and drive the overall growth of the Heritage Service. These are business as usual, essentially musical chairs, which would see office and learning spaces in the prison block freed up to create more flexible exhibition and event space, while also making better use of the Heritage Skills Centre as a dedicated learning centre for all, rather than just for traditional craft skills for a very small niche.

We also propose to dispose of a number of microsities - Discover Stamford, Gainsborough Old Hall, Usher Gallery, and Ellis, Burgh le Marsh and Alford Mills, which would be administered by third parties. Remaining microsities (MLL, BBMFC and Heckington Mill) will be maintained within the Heritage Service. This will create operational savings and increase the capacity of the service to focus on developing the offer at the two proposed supersites.

Cost of capital works

The cost of this is estimated at approx. £5m with 70-80% expected to be fundraised through HLF, ACE and other funders. LCC's contribution would be £1-1.5m, depending on the final scheme of work agreed. This is very good value for money as it would contribute in large part to the successful delivery of the objectives noted earlier. The proposed changes to Lincoln Castle would be undertaken immediately, but given the process for fundraising and design we expect that CMAG would not reopen as a Supersite until 2023/24.

Development of a commercial programme

Development of an income-generating programme would begin immediately with income being generated through a formalised programme of audience-focused paid-for temporary exhibitions and events, as well as improved café and retail activity from the associated increase in visitor numbers. This would be supported by a wide range of other income-generating initiatives, including an annual pass for both Lincoln Castle and The Collection which would substantially drive up ticket yield by offering better value to holders, as well as the development of a range of fundraising, sponsorship and patronage schemes for individuals and businesses. These are now standard across the sector.

Expected financial performance

The business case proposes that the Heritage Service's income will increase year on year, thus also reducing LCC's contribution year on year, although this would be affected temporarily by the capital work to create the CMAG supersite in 2022/23. This is outlined in the table below and represents a substantial saving to LCC given that the status quo would require a similar commitment as that projected in 2018/19 going forward, probably leading to a situation where further cuts would be required which would impact on the performance of the Heritage Service.

Year	Heritage Service Budget	Heritage Service Income	LCC Contribution
2018/19 ³	£3,975,809	£3,016,299	£959,510
2019/20	£4,070,308	£3,256,633	£813,658
2020/21	£3,900,743	£3,252,219	£648,524
2021/22	£3,700,319	£3,195,541	£504,778
2022/23	£3,644,094	£3,123,672	£520,421
2023/24	£3,656,911	£3,435,245	£221,666

While the programme outlined in this business case ends in 2023/24, we anticipate that similar performance levels would be maintained from 2024/25 onwards given the investment in supersites.

Wider impact

Total visitor numbers across the six year programme are 2.75million under the Supersite model compared to 2.69million under a status quo model.

Across the proposed schedule the Supersite model delivers a marginally higher return for both Tourism Impact (1%) and Wider Economic Impact (0.5%) than the status quo; however in 2023/24 under the first full year following the opening of CMAG under the Supersite Model Tourism Impact is 8.5% greater than the Status Quo, while the Wider Economic Impact is 7.3%.

A DCMS model has been used to calculate Health & wellbeing savings on NHS services due to the reduced likelihood of GP visits and psychotherapy services following engagement with culture & heritage. As with the economic impact assessment, the Supersite model delivers marginally more (0.4%) combined Health & Wellbeing savings than the Status Quo model; however, in 2023/24 the savings are 7.5% more than the same year in the Status Quo model.

Management approach

All work would be undertaken using LCC's own project and programme management methodologies, and which already includes a dedicated programme board. However, we also propose a new advisory board for the Heritage Service comprising a range of sector-specific expertise to ensure that the service remains focused on its audiences and is supported in its development.

It is likely that an organisational restructure of the Heritage Service would take place in order to redistribute resources to reflect the needs of a cultural enterprise, but also to ensure that required areas of expertise are introduced into the service and support the cultural change journey that must take place. However, it should be noted staffing budgets would not exceed those outlined in this

³ Forecast as of November 2018/19

business case. As with all organisational change at LCC, any proposed change in the Heritage Service would be undertaken in partnership with HR using LCC's Organisation Design Toolkit.

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Introduction

Following engagement with the Commercial Team, it was agreed that a Detailed Business Case was required for the Future of the Heritage Service programme and it was agreed that this would follow the Treasury's Green Book approach.

The Treasury Green Book methodology⁴ is the UK Government's approved approach for appraising and evaluating policies, projects and programmes. It is considered best practice around the world in ensuring good value for public money invested in policies, projects or programmes.

This methodology proposes the creation of up to five different documents which take an idea from initial development through to a Full Business Case (or Business Justification for smaller investments). During the course of this process for development of a policy, project or programme, a number of options are assessed in an Outline Business Case (OBC), followed by a Detailed Business Case (DBC) which focuses on the single preferred option agreed during the OBC decision-making process.

Both the OBC and DBC use a five business case approach which offers a 360 degree assessment of the policy, project or programme. It is laid out as follows:

1. Strategic Case – This sets out the strategic context and the case for change, together with the supporting investment objectives for the scheme. It seeks to answer questions about the drivers for change for the proposed operation.
2. Economic Case – This sets out how value for money will be optimised given the required investment. It seeks to answer questions around value for money given the investment required to deliver the proposed operation.
3. Commercial Case – This sets out how the policy, project or programme will operate in delivery mode. It seeks to answer questions around the suggested method of delivery of the proposed operation.
4. Financial Case – This highlights likely funding and affordability issues and the potential balance sheet. It seeks to answer questions around the viability of the proposed financials to deliver the proposed operation.
5. Management Case – This demonstrates that the scheme is achievable and can be delivered successfully in accordance with accepted best practice. It seeks to answer questions around how the proposed operation will be managed.

⁴ See <https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

Key Definitions

A number of terms are used in this business case in order to help describe the Heritage Service's transformation. These have been noted below for convenience.

Microsite

A museum, gallery or heritage site which offers access to a single narrative through a highly specialised collection.

Supersite

A heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events, which enables the broadest range of audiences to engage with the widest range of experiences, and which maximises the potential for commercial return.

Cultural Enterprise

A Cultural Enterprise is an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or a surplus if a not-for-profit or public body) which are then used to ensure the enterprise's long-term sustainability and development. A Cultural Enterprise requires a culture of creativity, commercialisation and medium risk-taking.

Business Model

A business model describes the rationale of how an organisation creates, delivers, and captures value.

Building successful business models is an integral component of developing a successful strategy as it details the resources required to deliver a specific value proposition and the income that must be derived from such activity to ensure long-term sustainability.

Value Proposition

A value proposition describes the benefits customers can expect from your products and services. A value proposition can also apply to an entire organisation, either whole or in part, or particular audience segments.

Together with business model design, value proposition design is an integral part of successful strategic development because satisfying customers is the source of sustainable business models.

1 Strategic Case

1.1 Introduction

The purpose of the Strategic Case is to demonstrate the spending proposal provides business synergy and strategic fit. It is predicated on a robust and evidence-based case for change which outlines why intervention is required, the scope for change and the proposed outputs and outcomes. As such, it seeks to identify and answer questions about the drivers for change.

This business case looks at the UK's wider economic and political context within the UK, followed by changes within the visitor economy and cultural policy, before providing context for Lincolnshire. A full strategic analysis has then been undertaken on the Heritage Service before making a recommendation on future strategy.

1.2 UK economic and political context

Having experienced their highest ever levels of funding in 2009-10, councils in England have since borne the brunt of austerity policies designed to cut the national deficit. This has seen overall government grants to councils cut by 38% and collective council tax revenue fall by 8% between 2009-10 and 2016-17. In response, cuts have been instituted by all councils, and Culture (approx. 40% cut), Libraries (approx. 35% cut) and Planning & Development (approx. 58% cut) have all been particularly affected⁵.

From 2011, regional growth has been stimulated, in part, through the UK Government's city deals (later devolution and growth deals) and to date there are 45 such deals in place. Such deals tend to favour urban areas, however, and there is no growth deal operating in Lincolnshire at present. Work within LCC (and other rural areas) is ongoing to ensure fairer funding and growth policies for rural areas.

The period since 2016 has been dominated by the Brexit referendum and subsequent declaration to leave the EU. This was followed quickly by the development of the UK Government's Industrial Strategy⁶, designed to create a foundation for future growth outside of the EU and also address long-standing structural challenges to the UK economy, which also contributed to the dissatisfaction with the status quo and the EU referendum result. The strategy has five pillars; Ideas – *the world's most innovative economy*, People – *good jobs and greater earning power for all*, Infrastructure – *a major upgrade to the UK's infrastructure*, Business environment – *the best place to start and grow a business*, and Places – *prosperous communities across the UK*.

The national agenda is driven by twin priorities – ongoing financial prudence in local and national government and driving economic growth in the regions.

⁵ See *A time for revolution? British local government finance in the 2010s*, Institute for Fiscal Studies, <https://www.ifs.org.uk/uploads/publications/comms/R121.pdf#page=6>

⁶ See *Industrial Strategy: Building a Britain Fit for the Future*, HM Government, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664563/industrial-strategy-white-paper-web-ready-version.pdf

1.3 Current growth in the UK's visitor economy

Tourism is one of the UK's great ongoing success stories. It is an exciting, confident and dynamic sector, and one that welcomes visitors from home and abroad who come to experience the best of Great Britain and leave inspired by our unique cultural offer that is the envy of the world. The sector employs 3.1m people across every nation and region and across every local authority, and contributes almost £127bn, equivalent to 9% of GDP. At present, £6.1bn of this is based in the East Midlands, ranking 7th of 9 regions, with London, the South East and South West dominating the UK tourism sector.

However, in-line with the industrial strategy and its focus on Place, VisitBritain, the government's body responsible for supporting tourism, has now developed a strategic priority to support the growth of markets outside the traditional tourist powerhouses noted above as part of their sector deal development. As England's competitive advantage in tourism is based on its culture and heritage, this makes Lincoln well-placed to exploit a growing market, especially given that global tourism is set to grow by 3.9% year on year until 2027⁷, the UK's inbound tourism has grown at an average of 6% since 2010⁸ and that Lincolnshire's own tourism growth is currently 3% year on year.⁹

1.4 Culture and Heritage – UK Policy Context

While the industrial strategy has an economic focus, it's also acknowledged by the UK government that culture and heritage also has a role to play in creating and sustaining economic growth. The mission of the Department for Digital, Culture, Media and Sport (DCMS), for example, is to 'drive growth, enrich lives and promote Britain abroad'¹⁰ by supporting the growth of the creative industries, one of Britain's great economic success stories, and exemplified in such initiatives like the UK City of Culture.

Hull's tenure as UK City of Culture in 2017, for example, attracted almost six million visitors, up from 4.75 million when the award was announced in 2013, but also created 800 new jobs and attracted £220m of investment in the same period. Government investment in the initiative was £15m, representing a substantial return on investment. Evaluation from previous winners in Londonderry and Liverpool suggests that the transformation continues long after the year-long festival has come to an end¹¹, indicating that culture and heritage has a key role to play in making places attractive to live in, work, visit, and invest – and therefore in creating and sustaining economic growth.

It's also worth noting the 'heritage premium' as identified by the HLF, which states that those listed buildings occupied by businesses deliver £13,000 GVA¹² per annum than non-listed buildings.¹³ Rather than being isolated in the past, heritage has a key role to play in supporting future growth.

Collectively, this approach is referred to as placemaking, a process which capitalises on local assets, inspiration and potential in order to create places that promote a wide range of social and economic

⁷ See Travel & Tourism Global Economic Impact & Issues 2017, World Travel & Tourism Council, <https://www.wttc.org/-/media/files/reports/economic-impact-research/2017-documents/global-economic-impact-and-issues-2017.pdf>

⁸ See <https://www.visitbritain.org/visitor-economy-facts>

⁹ See <https://www.lincolnshirelive.co.uk/news/local-news/tourism-booming-new-figures-show-1919116>

¹⁰ See <https://www.gov.uk/government/organisations/department-for-digital-culture-media-sport>

¹¹ See Does being UK City of Culture create a lasting legacy?, BBC, <https://www.bbc.co.uk/news/uk-england-43485141>

¹² Gross value added (GVA) is a productivity metric that measures the contribution of a corporate subsidiary, company or municipality to an economy, producer, sector or region. Gross value added provides a dollar value for the amount of goods and services that have been produced, less the cost of all inputs and raw materials that are directly attributable to that production. It is important because it contributes to the calculation of Gross Domestic Product (GDP), which is a key indicator of economic wealth.

¹³ See New ideas need old buildings, HLF, see <https://www.hlf.org.uk/new-ideas-need-old-buildings>

benefits. As well as delivering a wide range of social impacts, culture's role is shifting toward one of placemaking.

1.4.1 Culture White Paper

The Culture White Paper (2016) sets out the government's ambition and strategy for the cultural sector. This highlights that the role of culture in the UK should be one that is audience-focused, rather than one that is to preserve access for the elite. Its recommendations were:

- Everyone should enjoy the opportunities culture offers, no matter where they start in life;
- The riches of our culture should benefit communities across the country;
- The power of culture can increase our international standing; and
- Cultural investment, resilience and reform.

1.4.2 Mendoza Review of Museums

A recommendation from the Culture White Paper, the Mendoza Review of Museums¹⁴ was the first government-sponsored report into the future of museum development for over a decade. This report recommended the following to help museums develop greater levels of resilience and sustainable business models¹⁵ in the future:

- Adapting to today's funding environment
- Growing and diversifying audiences
- Dynamic collections curation and management
- Contributing to placemaking and local priorities
- Delivering cultural education
- Developing leaders with appropriate skills and diversifying the workforce
- Digital capacity and innovation
- Working internationally

These recommendations have been taken forward by leading government funders including the HLF, ACE, DCMs and also national museums. This opens up the scope for culture and heritage to be more audience-focused, demand-driven and commercial in their approach of delivering wider social and educational objectives and outcomes.

1.4.3 Culture is Digital (2018)

This DCMS report¹⁶ highlighted how culture and technology, two of Britain's competitive advantages, could work together to drive audience engagement, boost the capability of cultural organisations and unleash the creative potential of technology to deliver wider innovation. Its themes were:

- Audiences: Digital experiences are transforming how audiences engage with culture and are driving new forms of cultural participation and practice.
- Skills and the digital capability of cultural organisations: Cultural organisations are increasingly using technology to help them deliver across many areas of their business. Research shows that organisations that benefit most from digital technology are those who are digitally mature.

¹⁴ See The Mendoza Review, published by DCMS, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673935/The_Mendoza_Review_an_independent_review_of_museums_in_England.pdf

¹⁵ A business model describes the rationale of how an organisation creates, delivers, and captures value.

¹⁶ See https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/687519/TT_v4.pdf

- Future Strategy: The UK cultural offer is the key to our soft power, as well as an important source of exports and inward investment. Soft power is most accessible to visitors through tourism.

1.4.4 Statutory duties related to museums

There are no statutory duties related to the provision or operation of museums for councils. Rather, the Council has a power but not a duty to provide museums and art galleries through the Public Libraries and Museums Act (1964). Other attractions will probably be treated as museum under the 1964 Act but would otherwise be covered by the general power of competence under the Localism Act (2011).

The Council has a wide degree of discretion as to the scope and nature of the services it provides in relation to museums and galleries. Lawfulness will therefore come down to the overall rationality of the proposals based on a combination of considerations including heritage reasons, sustainability and costs, and taking into account mandatory factors such as the Public Sector Equality Duty and consultation views.

However, it should be noted that Arts Council England (ACE) operates a voluntary accredited museum scheme which sets out national standards for museums in the UK. This includes baseline quality standards to support the efficient operation of museums and provide a high quality experience to visitors.

1.4.5 Key national drivers for future cultural provision

The key national drivers for the future development of culture are as follows:

- Culture and heritage can play a larger role in promoting economic growth through placemaking;
- Everyone, regardless of their age or personal circumstances, should be able to enjoy the benefits of culture and heritage;
- Cultural organisations must adapt to today's economic climate and become more enterprising in their approach;
- Becoming audience-focused is integral to future success;
- Digital helps to create new opportunities for engagement;

1.5 Lincolnshire Context

Situated in the region of the East Midlands, Lincolnshire is the second largest county in England by area and 18th largest by population (around 750,000 people). Quality of life in Lincolnshire is good overall; property is competitively priced and the cost of living is low, reflecting that average salaries are lower than many parts of the country (approx. 12% lower than the national average).

Key drivers for economic growth include agri-food and manufacturing, and both sectors perform well within the current economic climate, as well as the visitor economy, which while growing, is currently underdeveloped. Substantial growth in the local economy is hampered by the lack of investment in road and rail infrastructure, although ongoing investment continues to deliver progress in these areas. For example, from May 2019 Lincoln would get direct trains to and from London every two hours, an investment which would also see around 20 minutes cut from the average journey time.¹⁷ Such initiatives would directly support growth in the visitor economy and facilitate stronger business relationships.

The county also has two universities, the University of Lincoln and Bishop Grosseteste University, both of which enjoy world-class within their respective specialisms. The county enjoys a wide range of open spaces, including many parks and a designated Area of Outstanding Natural Beauty – the Lincolnshire Wolds, as well as world-class heritage.

1.5.1 Greater Lincolnshire LEP

This LEP has identified six sectors which have a competitive advantage and can offer real growth potential. One of these targeted areas is the visitor economy, in particular by strengthening the quality of the visitor experience and improving business performance.

This acknowledges the sizeable contribution of the visitor economy to Lincolnshire which now stands at around £1.9bn per annum across Greater Lincolnshire. The Heritage Service is increasingly recognised as a key driver for the visitor economy.

1.5.2 Lincolnshire's heritage

By any standard, Lincolnshire has a rich heritage and there are very few places in the UK that can compete with its range of histories and sense of continuity over time. This stretches from Iron Age settlements through to the Romans, Vikings and Normans, the rise and then slow decline of religious power, key stories from the Tudor era, significant Civil War battles, the Agricultural and Industrial revolutions, and major contributions to the First and Second World Wars. Many major historic figures have originated from Lincolnshire, including Isaac Newton, Margaret Thatcher, George Boole (creator of Boolean logic which is central to computer science), the naturalist Joseph Banks (who was instrumental in the founding of Kew Gardens and the colonisation of Australia), and one of the greatest Victorian poets Alfred, Lord Tennyson. All of this has helped to shape a distinct identity, what is often referred to as the Lincolnshire DNA.

Yet curiously, although heritage may be deeply embedded, perhaps even intrinsically woven into the fabric of Lincolnshire life, it's yet to be fully appreciated by both domestic and inbound tourists, as the county has an underdeveloped visitor economy. This is in part due to the transport challenges that arise out of the rural nature of the county, however there is still work that needs to be done in

¹⁷ <https://thelincolnite.co.uk/2018/03/11-new-direct-trains-lincoln-london-start-2019/>

telling the stories of Lincolnshire in a way that resonates with local residents but which is also a sufficient attractor to external visitors. Two key questions arise from this discussion; how do we use our heritage to tell a strong story of the distinctive identity of Lincolnshire? And, how can this heritage be leveraged for the county's wider benefit, including delivering against key LCC priorities?

1.6 LCC's strategic priorities

Since the onset of austerity, LCC has had to find savings of £245 million¹⁸ to balance its books, and the current financial environment continues to be challenging. Key priorities have reflected this and can broadly be defined as:

- Ongoing emphasis on a wide range of efficiency savings;
- Increasing productivity;
- Strategic investment in service areas that deliver the best value for the public, and
- Investment in those areas which contribute to the growth of the county's wider economy

1.6.1 Commercialisation and Commissioning Strategies

Commissioning is the cycle of assessing the needs of people in an area, designing, and then achieving appropriate outcomes based on those needs. The services required to deliver these outcomes may be delivered by the public, private or civil society (a.k.a. third sector) sectors.

This strategy sets out LCC's increasingly commercial approach to service provision, where increasingly the Council sees itself as a commissioner of services whether that be from in-house providers, external contractors, shared services or other similar arrangements. The view is that Commissioning Strategies would ensure;

- the better matching of need and improved services
- the better development of services in accordance with priorities
- better balance between tiers of services e.g. an increase in preventative services
- increased causal connectivity between services and desired outcomes
- better engagement with service users, the market and commissioning partners

In order to balance future budgets the Council needs to embrace commercialisation and the opportunities that presents for both income generation and improved service.

There is significant potential for the Heritage Service to exploit the potential of a commercial approach to service provision, not only to deliver better outcomes for users but also to ensure increased financial sustainability.

1.6.2 Community Resilience and Assets Commissioning Strategy

The Community Resilience and Assets Commissioning Strategy (2017-21) sets out how by working together, the Council, communities and partners can make a real difference and have a central role to play in continuing to make Lincolnshire a great place. Its vision – working for a better future – would be realised through:

- Building on our strengths;
- Protecting your lifestyle;
- Ambitious for the future

¹⁸ See Our Plan For Lincolnshire: the Conservative Group Manifesto for the Lincolnshire County Council elections on Thursday, 4th May 2017, page 17

Purpose:

- Investing in infrastructure and the provision of services
- Commissioning on outcomes based on our communities' needs
- Promoting community wellbeing and resilience;
- Influence, coordinating and supporting other organisations that contribute to the life of Lincolnshire; and
- Making the best use of our resources

There are specific elements of this strategy that are directly relevant to Heritage Services. This refers to two aspects, first through feedback from stakeholders, and second through LCC priorities.

1. Feedback from stakeholders around what they want from their cultural services:
 - Share stories that inspire through engagement with our Heritage sites and collections.
 - Create experiences that put our visitors at the heart of all we do.
 - Value heritage so that it can be enjoyed now and by future generations.

2. LCC's five priority areas are noted, together with agreed heritage priorities below these headline priorities:
 - Our citizens are informed and engaged
 - Provide engaging spaces at all our sites, plus an online presence that engages with communities
 - Provide active interpretation of exhibits and other products attached to the history of their local area
 - Citizens who do it for themselves
 - Provide intergenerational opportunities and learning
 - Help individuals to build their confidence, skills and experience
 - Facilitation of the transfer of resource to enable community action
 - Our assets are protected and celebrated
 - Heritage sites and collections are valued and protected so that they can be enjoyed now and by future generations
 - Sites and collections are interpreted so that they are accessible for all audiences
 - Develop a strong sense of place
 - Connect people and places by sharing stories of Lincolnshire that inspire
 - Celebrate the county's history at Heritage Service sites
 - Build a service that has volunteering at its heart

1.7 LCC Heritage Service

The Heritage Service currently manages the visitor experience for a wide range of properties which are noted below:

- Lincoln Castle
- Heritage Skills Centre (inside Lincoln Castle but not part of the core visitor offer)
- The Collection, including Usher Gallery
- Museum of Lincolnshire Life
- Gainsborough Old Hall
- Battle of Britain Memorial Flight Visitor Centre
- Discover Stamford
- A range of windmills including Heckington Mill, Alford Mill, Ellis Mill and Burgh le Marsh

This is a diverse portfolio which, as a whole, tells an unfocused and incomplete story of Lincolnshire, largely as a result of legacy acquisitions and the microsite¹⁹ approach, even if individual experiences are high quality. Overall, the portfolio does not add up to more than the sum of its parts, does not match the rich heritage that Lincolnshire enjoys, or support the long-term financial sustainability of the Heritage Service.

1.7.1 Heritage Service – Current Operational Position

A series of papers have informed the Heritage Service's current operational position, responding to priorities within LCC to reduce costs, increase efficiency and create higher quality services, which were announced in Nov 2015 as part of an effort to cut spending by at least £130m.

Future of the Heritage Service (04/10/2016 - I010710) placed these proposed changes within LCC's wider strategic context and also highlighted a long list of governance options which could support greater levels of financial self-sustainability while increasing the quality and impact of the public offer. At the time the LCC Executive gave approval to explore ways to reduce the cost of its service while improving and enhancing its public offer and the results of the thinking and research associated with this are represented in this business case.

Since that time the Heritage Service's budget has been reduced over time, as outlined in the table below.

Year	Heritage Service Budget	Heritage Service Income	LCC Contribution
2016/17	£5.5m	£3.0m	£2.5m
2017/18	£5.0m	£3.4m	£1.6m
2018/19	£4.3m	£3.2m	£1.1m

This represents significant progress in meeting LCC's direction to make ongoing efficiency savings and to commercialise the heritage service, particularly with the ongoing success of Lincoln Castle. While this is positive, as it currently stands, the Heritage Service will not generate sufficient income to reduce LCC's contribution and so key questions need to be answered; how can we improve the quality of our offer to engage a wider range of audiences and then create greater levels of sustainability for the Heritage Service as a result?

1.7.2 Current Heritage Offer

An overview of the Heritage Service's offer is noted below.

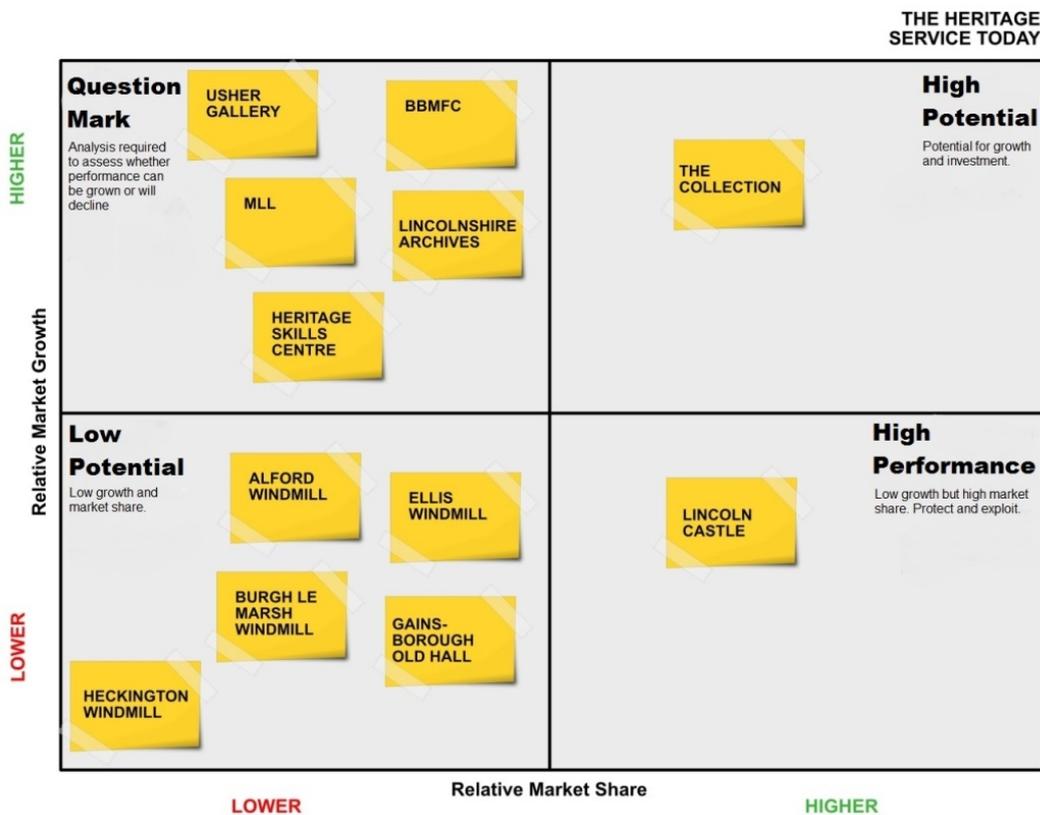
Site	Overview
Lincoln Castle including Heritage Skills Centre	The Castle's performance as a visitor attraction, both financially and as a visitor experience, has impressed since it reopened in 2015. Admissions remain strong and the commercial programme is growing. The Heritage Skills Centre, on site at Lincoln Castle, is tied into a number of funding streams, including from the EU and HLF which will come to an end in 2021/22.

¹⁹ A microsite is broadly defined as a heritage site, gallery or museum which offers a single story or experience.

The Collection	<p>The Collection, which opened in 2005, is a highly regarded space although its permanent installation is now 13 years old and requires updating. Temporary exhibitions are delivered at this site but space limitations reduce its overall capacity to leverage more revenue from this approach. Visitor numbers are now declining and the site is also subject to a punitive rates bill. Internal works would need to be undertaken to create the additional space needed to support a vibrant temporary and ticket-able programme.</p>
Usher Gallery	<p>The Usher Gallery, opened in 1927, and its collection of art and objet d'art were gifted by one of Lincoln's greatest benefactors, James Ward Usher. However, it attracts only 20,000 visitors a year, around 1/6th of the total for The Collection. Its visitor experience is also in need of a substantial refresh to reflect a general shift in the way we now engage with art. The building is leased by LCC from City of Lincoln Council and any significant change in the use of the building would require renegotiation with the leaseholder. Around 80% of the art in the collection is owned by City of Lincoln Council with the remainder being loaned to or owned by LCC.</p>
Museum of Lincolnshire Life	<p>Although MLL is situated in a highly distinctive building with listed status, its location and offer limits its ability to attract visitors. The visitor experience is in need of a substantial refresh as there hasn't been investment in the social history displays since the 1980s, although the displays about the Lincolnshire Regiment were installed around 15 years ago. The Butterworth store, which houses substantial number of large items, and Ellis Windmill are also located at MLL.</p>
Gainsborough Old Hall	<p>Although a stunning example of a surviving medieval manor house with some interesting Tudor history, GOH's real importance lies in its architectural legacy, rather than the stories associated with the site.</p> <p>Gainsborough Old Hall's location also means that it does not enjoy a significant number of visitors to make it a strong commercial proposition. The hall is owned by English Heritage and remains within its portfolio, but is leased to LCC. Break clauses exist within the contract which would allow us to reconsider our involvement with the site.</p>
Battle of Britain Memorial Flight Visitor Centre	<p>BBMFC tells a key story for Lincolnshire – that of the Battle of Britain and the role Lincolnshire played in it. The site comprises a hangar with historic aircraft, all of which are owned by the RAF. However, as a result of a lease between LCC and the RAF, a Visitor Centre has been provided (by LCC) which facilitates public access to the site. LCC also manages the provision of volunteer-led guided tours managed by the Heritage Service.</p> <p>Access to the sites is dependent on RAF permissions, and changing MOD priorities may mean that the site and/or access to the planes are moved</p>

	outside of LCC control.
Discover Stamford	<p>Discover Stamford is a small heritage offer in Stamford Library that was adapted from the Stamford Museum that was closed in 2011. There is also a museum objects store in the same site (but not in the same building).</p> <p>There are opportunities to engage with a third party who are interested in the transfer of the collections to their ownership so that they can engage the public. Should that happen it would also facilitate the closure of Discover Stamford which would then be released to the library for their use.</p>
A range of windmills including Heckington Mill, Alford Mill, Ellis Mill and Burgh le Marsh	<p>While the mills represent a substantial period of Lincolnshire's agricultural history, and represent some key innovations in the history of mills, given their respective locations they enjoy much smaller numbers of visitors. Their upkeep, particularly of the sails, can be substantial, which is met by LCC Property Services. Contractual agreements vary and there are opportunities to better engage third parties to operate these locations who are passionately engaged with the mills and their histories.</p>

The following Boston Consulting Group Growth-Share Matrix indicates the current performance of the entire portfolio. This is a planning tool to help organisations decide where investment should take place to support growth.



Key points of analysis:

- At present, only Lincoln Castle is generating surplus income. The others are generally locked into business models which are unsustainable as they currently deliver insufficient income, do not charge for admission, are hampered by substantial running costs, or lack the space needed for income generation.
- In all cases except Lincoln Castle, the visitor experience is outdated, and certainly doesn't work as a means of driving visitors to these sites.
 - The Collection's permanent exhibition has not been changed since 2003 when it opened and MLL's permanent exhibition was opened in the mid-1980s while the Regimental Museum was opened around 15 years ago.
 - Of these sites only The Collection, including the Usher, has the potential for temporary exhibitions that can drive income, but even these spaces are not sufficiently large or flexible enough to be used as a commercial proposition.
 - All in all, there exists little to drive visitors to these sites and even less to encourage them to return even if they have already visited. In other words, they are losing their relevance, and with it, their visitors.

Given this assessment, the status quo is unsustainable. Lincoln Castle is the only high performer and generates a surplus, and while this success is acknowledged, it is insufficient to drive the rest of the service. The foundation of financial sustainability, as with all enterprises, is to create value for its customers. New ideas and approaches are required in order to create relevance, galvanize investment, breathe new life into old sites and their stories, and facilitate greater opportunities to generate commercial income. It is this combination that will increase financial sustainability.

1.7.3 Stakeholders

With such a broad portfolio, the Heritage Service has a wide range of internal and external stakeholders, reflecting the wide range of users and the role of culture across multiple sectors of the Lincolnshire economy. Considerable work has been done in order to ascertain our stakeholders and the nature of our relationships with them.

These are summarised as follows. Please note that this is not an exhaustive list but an indication of the breadth of stakeholders with which we engage:

Type of Stakeholder	Examples
Key organisations	Friends of Lincoln Museums and Art Gallery (FLMAG), Lincolnshire Family History Society, Lincoln Cathedral, Survey of Lincoln, Alford Town Council, University of Lincoln, Bishop Grosseteste University, Stamford Town Council, Lincoln Crown Court, Friends of Lincoln Castle, Bailgate Guild, Friends of Old Hall, Usher Trust, English Heritage, Schools in Lincolnshire, Lincoln BIG, Heritage Lincolnshire, Historic Lincoln Trust, West Lindsey District Council, City of Lincoln Council (Usher Gallery & Collection), Society for Lincolnshire History & Archaeology, Lincolnshire Artists Society, Lincolnshire Co-operative, and many others.
Key funders	Heritage Lottery Fund, Arts Council England, David Ross Foundation, Art Fund, Heslam Trust, Lincolnshire Co-operative, Peter Hodgkinson Trust, Headley Trust, and others
Key individuals	Lord Cormack, District Councillors, David Ross, Lord Lieutenant, Liz Bates

Considerable resources are already invested in maintaining good relationships with many individuals and organisations alike and previous engagement with stakeholders took place Nov 2017 – Feb 2018 which has helped to shape the position reflected in this business case. Pre-engagement is already taking place to establish stronger relationships and establish a worthwhile dialogue to help shape the future of the service.

In order to formalise the contribution that key stakeholders can make to the future development of the Heritage Service, we would also be looking to establish an advisory group of senior officials. This is discussed further in the Management Case.

1.8 Future Business Strategy

In developing a future business strategy for the heritage service a full strategic analysis has been undertaken. The purpose of this analysis is to ensure that the strategic case fully supports key LCC and national priorities, while also looking at the commercial potential of the service in-line with opportunities to improve the visitor experience.

1.8.1 PESTLE – Analysis of the External Environment

The purpose of the PESTLE is to assess the external environment in which activity would take place to ascertain key factors that would contribute to the development of the business strategy. The full PESTLE is in appendix 1A, however headlines are noted below.

Political	The main political driver is placemaking and both culture and heritage have a key role to play in making Lincolnshire a great place to live in, work, visit, and invest, which in turn helps to create more highly paid jobs. Culture and heritage, therefore, has a key role to play in the placemaking and the Heritage Service is one of LCC's key drivers in this process.
Economic	<p>The key LCC driver is to enhance the sustainability of the Heritage Service by reducing its financial investment over time, but also to ensure that the Heritage Service can adapt to delivering a more commercial service. This can be facilitated externally by the ongoing growth of the visitor economy which is forecast to grow by 3.9% until 2027 and is likely to be further enhanced in the UK by the relative weakness of the pound which would increase inbound visitors and persuade domestic visitors to staycation. Taking advantage of this would support a fundamental shift in the Heritage Service's business model.</p> <p>Capital funding is available from public bodies (ACE, HLF), however it is generally available in smaller amounts and joint-funding is increasingly expected.</p>
Social	Changing engagement trends are increasingly shaping the cultural experience today, which are increasingly narrative-based, experiential and participatory in nature. This is being driven by demographic change and a need to be more audience-focused. Collectively, this reflects a substantial change to the static and passive experiences that have dominated cultural and heritage institutions in the recent past. These approaches would also

	<p>deliver wider social outcomes which are important to wider LCC strategic priorities.</p> <p>Taking advantage of these changes in cultural engagement would support the Heritage Service in substantially improving the visitor experience across its portfolio.</p>
Technological	<p>Increased prevalence of digital technology is creating a wide number of new opportunities for engagement, particularly in the creation of new experiences. Technology also facilitates better ticketing facilities and more focused marketing opportunities, which lend themselves more effectively to commercialisation.</p>
Legal	<p>As previously stated, no statutory duties related to the provision or operation of museums for councils currently exists. Rather, the Council has a power but not a duty to provide museums and art galleries through the Public Libraries and Museums Act (1964) and as such it enjoys a wide degree of discretion as to the scope and nature of the services it provides in relation to museums and galleries.</p> <p>There is also the potential for LCC to face legal challenges if the consultation process is not delivered effectively.</p>
Environmental	<p>A range of environmental and sustainability benefits can be realised through the redevelopment of sites, though these are not going to be drivers for change unless they become legal necessities.</p>

1.8.2 SWOT – Internal Analysis of the Heritage Service

The SWOT is designed to assess the competitive position of the Heritage Service in terms of its strengths, weaknesses, opportunities and threats. It sits alongside the PESTLE and highlights areas that would require a renewed focus. The full analysis is available in Appendix 1B; however the key factors from the SWOT analysis are as follows:

- The success of Lincoln Castle Revealed has proved that strategic investment in key cultural initiatives to improve the visitor experience can contribute to greater levels of self-sufficiency for the Heritage Service, wider economic growth for Lincolnshire, and help to make Lincolnshire a more attractive place to live in, work, visit, and invest.
- Setting ambitious goals which tell the under-developed story of Lincolnshire in innovative and exciting ways for our audiences would attract income from funders.
- Focusing on our audience needs, wants and preferences would lead to increased visitor numbers and a greater commercial return.
- Delivering this would require investment in and transformation of the heritage service in order to create an efficient, audience-focused and commercial Cultural Enterprise.²⁰
- The status quo is an unsustainable long-term solution. Maintaining a portfolio of disparate sites which offer a patchy experience and are not sufficiently well developed to diversify the

²⁰ A Cultural Enterprise is an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or a surplus if a not-for-profit or public body) which are then used to ensure the enterprise's long-term sustainability and development.

offer and attract visitors would lead to further cutbacks and lead to death by a thousand cuts.

1.8.3 Porter's Five Forces – Assessing the Competitive Environment

This exercise identifies and assesses the five competitive forces²¹ that shape every industry, thus helping to determine its strengths and weaknesses, and ultimately, to inform whether investment in that industry would deliver an appropriate return on investment. Each investment is graded as LOW, MEDIUM or HIGH. The full analysis is in Appendix 1C, however a summary is provided below.

Given that the power of suppliers (funders) is HIGH; this project would require what is often called a BHAG (Big Hairy Audacious Goal) which is aligned to funder's wider priorities, as they would want to see impact for their investment. Also, given the power of customers is HIGH, it would be essential to provide a highly differentiated experience to attract and maintain a more diverse range of audiences. Incremental improvements to the current model that would not substantially improve the visitor experience are unlikely to strike a chord either with funders or audiences, and would not help to deliver a more financially sustainable or resilient Heritage Service.

An investment to deliver a BHAG that would significantly improve the visitor experience would also help to make Lincolnshire a great place to live, work, visit and invest, and would allow Lincoln to compete with York and other major tourist destinations. This BHAG would provide the golden thread that connects Lincoln's distinctive cultural heritage to its visitors through an improved visitor experience provided by the Heritage Service, which can then be used as soft power on a national and international stage.

How this can be achieved given the current portfolio and business model operated by the Heritage Service is discussed in further detail below.

1.8.4 Strategies for growth – Building a better business model

There are two main strategies for growth, **Cost leadership** (lowest price products sell more) and **Differentiation** (Products and services that create wider value sell more).

Museums generally mix these approaches, for a number of different reasons. As culture is part of our shared human experience – *it belongs to each of us equally* – it's generally considered that it should be accessible. This usually means delivery free at the point of delivery, paid for through grant-in-aid by the UK Government, either directly or indirectly through a range of public bodies, including DCMS, as well as city or county councils.

At the same time, because museums represent a niche interest, they also offer a highly differentiated experience. However, provision of museum services with such specificity is generally not economically sustainable unless collections are of such relevance that a large customer base is available who are prepared to pay for access, or grant-in-aid to cover costs can be justified.

Lincolnshire's current culture and heritage offer, which is largely based on cost leadership through grant-in-aid which makes culture free at the point of access, is not sustainable because LCC itself is moving toward a more commercial model. However, it needs to be acknowledged that the population of Lincolnshire (including tourists) is not yet large enough to generate commercial

²¹ These are the Threat of new entrants, Power of suppliers, Power of customers, Threat of substitutes, and Competition in the industry.

demand for a differentiated experience based on current displays of our collections. In other words, switching from one business model to another overnight is not sufficient to deliver the requisite increase in commercial value needed to sustain the Heritage Service as it currently exists.

The only way to overcome this is to develop an approach to the delivery of culture and heritage that is based on differentiation and aligned to our audiences and their preferences, and the value it creates for them, rather than a traditional view in which LCC dictates the kind of value that its visitors should generate from their heritage or cultural offer. This approach would ensure that the maximum number of audiences would engage with the widest range of experiences we provide, thus delivering the highest income levels by creating the greatest amount of value for our audiences.

This approach requires the development of a new operating model that:

- Supports the delivery of audience-focused cultural experiences which consistently delight audiences with their quality, diversity and innovation.
- Generates genuine value for a wider range of audiences so that they will want to return often.
- Generates economic value, either directly or indirectly, to financially sustain the service.
- Creates an agile Heritage Service that is efficient, innovative and resilient.

This is most often encapsulated in what is called a Cultural Enterprise - an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or a surplus if a not-for-profit or public body) which are used to ensure the enterprise's long-term sustainability and development.

Facilitating this change to a Cultural Enterprise, then, is the purpose of this business case.

1.9 Aims and Objectives for the Future Heritage Service Programme

Reflecting on the analysis above creates the following investment aim and objective for this programme of work as follows:

Key investment aim

Transform the Heritage Service through the establishment of a Cultural Enterprise that can leverage the full social and economic value of Lincolnshire's world-class culture and heritage to the full benefit of the county and its visitors.

Investment Objectives

IO1: Establish a cultural enterprise model to support the long-term financial sustainability of the heritage service.

IO2: Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.

IO3: Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.

IO4: Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.

1.9.1 Creating a Heritage FuturePlan as a *Big Hairy Audacious Goal*

The objectives noted above are business-like and are appropriate for a business case but the language is unlikely to fully resonate with the public. To achieve this it is suggested that they be encapsulated within a FuturePlan which can capture the spirit of what we are trying to achieve with the transformation of the Heritage Service. A *Big Hairy Audacious Goal* represents a goal that everyone in LCC, as well as the audiences we serve within the Heritage Service, can get behind and on which resources can be focused.

And by focusing our entire change programme on what our visitors want to see (rather than pushing our collections onto people) we would open up a range of new opportunities about how we can use culture and heritage to engage more people and create wider commercial viability.

For example, a FuturePlan which encapsulates this could look like this:

LCC's Heritage FuturePlan

Purpose: An ambitious programme of development to transform LCC's Heritage Service so that it can continue to delight and inspire the public with Lincolnshire's world-class culture and heritage.

Vision: To place culture and heritage at the heart of Lincolnshire life.

Mission: We help *everyone* explore the story of Lincolnshire, its identity and significance, through its unique geography, history and culture.

Our FuturePlan has four stands:

Strand 1: Investing for the future

- Creating new spaces for public engagement at our sites
- Transforming the way we tell our stories

Strand 2: Focusing on our audiences

- Improving and diversifying the visitor experience
- Delivering experiences that are relevant to everyone

Strand 3: Transforming the way we work

- Increasing our resilience by developing our commercial acumen
- Becoming more agile and efficient as a service

Strand 4: Supporting LCC's ambitions for Lincolnshire

- Helping to make Lincolnshire a great place to live in, work, and invest
- Supporting growth in the visitor economy

This FuturePlan gives a clear indication of direction of travel:

Lincolnshire has strong cultural foundations and a rich heritage and many people have benefited (and continue to benefit) from the investment we have made in our Heritage Service. But we also recognise that over time preferences for cultural engagement change and that looking ahead we need to find new ways to remain relevant so that we can continue to delight and inspire our audiences.

We need to challenge ourselves to make sure that the way we deliver culture and heritage at LCC is both sustainable and resilient. This means investing in our spaces so that we can make culture and heritage accessible, engaging, and inspiring for everyone, from those who have visited museums many times before to those who have not yet been enthralled by the stories of our shared heritage, as well as everyone in between. But it also means changing the way we work, becoming more audience-focused to ensure that culture and heritage resonates with the young and old, working more efficiently to deliver better value for money, and becoming more commercial in our outlook to increase the sustainability of our service.

That's why our FuturePlan is important and with the right level of support and investment we can make that a reality.

1.9.2 Transforming the way we tell our stories: Introducing the Lincolnshire DNA

Recent work by the Cultural Management Team (CMT) and supported by wider members of the Heritage Service has developed a clear narrative that would inform the stories that we tell at each site and collectively across the service. We call this the Lincolnshire DNA and at its heart it is the story of the people that have lived in, visited or worked in Lincolnshire, the impact they have had, and how that has shaped Lincolnshire, the UK and the wider world, and how that resonates with our lives today.

The purpose of this framework is to narrow down the range of available stories, offering Lincolnshire's heritage in audience-friendly, accessible, significant, relevant and where appropriate, drama-filled, ways, but to do so in such a way that they resonate with our audiences. To make the Lincolnshire DNA accessible we have developed three²² themes:

Influence: the stories of how Lincolnshire's institutions and notable (and notorious) residents have shaped the county and influenced the UK and the wider world. Key stories are:

- Lincolnshire Explorers
- Sir Joseph Banks sailed with Captain Cook on The Endeavour to 'discover' Australia (1768 – 1771)
- Matthew Flinders was the first to circumnavigate the Australian mainland (1802-03)
- Sir John Franklin's efforts to uncover the North West Passage (1845)
- John Smith and the founding of Jamestown in the New World (1607)
- Alfred, Lord Tennyson – Poet Laureate and one of the greatest Victorian writers
- Baroness Margaret Thatcher – First female Prime Minister and the longest serving Prime Minister for over 150 years.
- Magna Carta – a great symbol of English law and the limitations of Royal power
- Sir William Cecil – Elizabeth I's Chief Councillor and the power behind the throne
- Religious dissenters – The Mayflower pilgrims and Lincolnshire Rising (1536)
- Great songwriters – Bernie Taupin and Rod Temperton who ruled the radio airwaves in the 1970s and 1980s
- Mint in Lincoln – the economic edge of royal power pre and post Norman invasion

²² There's a case to be made that this headings could be widened – for example, Leadership, Power & Influence; Ideas, Innovation & Impact; and Invasion, Migration & Change. Such an approach would widen out the range of stories that can be told and with greater nuance to reflect the strengths of the collection and audience segmentation.

Innovation: the stories of innovation that have originated in Lincolnshire, from the stone age through to the agricultural, industrial and digital revolutions.

Key stories are:

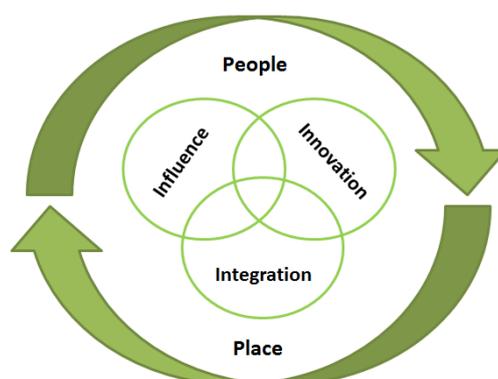
- George Boole – creator of Boolean logic which is key to the development of computer programming.
- Sir Isaac Newton – one of the founding fathers of Physics, the Master of the Mint at the Tower of London and the scourge of coin counterfeiters.
- Agricultural – long history of increase in productivity in agriculture to feed a growing nation, from the agricultural revolution, to the proliferation of windmills across the county, and from the industrialisation of food production in the 19th century through to GM crops in the late 20th century.
- Military – the development of the tank during WW1, and the crucial role of the RAF in the Battle of Britain and beyond.
- Industrial – the growth of the steam train industry and how it dominated Lincolnshire industry in the 19th century.
- Inward innovation from the Romans and Vikings, for whom both Lincoln was a key strategic town to support wider colonial ambitions.

Integration: the stories of invasion, migration and integration that have brought significant change to Lincolnshire and the wider world.

Key stories are:

- Stone age settlers and their early migration to what would become Lincolnshire some 250,000 years ago. This is the start of a key story, one of continuity amid radical change and why we are drawn to the idea of place.
- Roman Lincoln was a key city of the Roman Empire and connected London to York.
- The Anglo-Saxon kingdom of Lindsey, its transition into Mercia.
- The Viking invasion which began in AD865 and the later establishment of Danelaw.
- The Norman invasion and the building of Lincoln Castle.
- First and Second World Wars and the Lincolnshire experience.
- Long story of economic migration, including Jewish communities, Huguenot refugees, the Dutch in the 17th century through to the economic migration of the 21st centuries.

As a diagram, the Lincolnshire DNA can be represented as follows:



The Lincolnshire DNA

1.9.3 Redefining the Heritage Service as a Cultural Enterprise

A Cultural Enterprise is an entrepreneurial organisation that delivers culture-based products and services to generate a profit (or a surplus if a not-for-profit or public body) which are used to ensure the enterprise's long-term sustainability and development. It has two main characteristics:

1. A cultural enterprise creates products and services (such as exhibitions, festivals, events, programmes, etc.) based on arts, culture, heritage, etc., which are delivered either onsite at a museum, gallery or heritage site, offsite within a community setting, or online through digital engagement. These products or services deliver a wide range of social outcomes and other impact factors as detailed by the enterprise and its sponsors.
2. A cultural enterprise also seeks to generate a profit (or a surplus if it's a not-for-profit or public institution), from their activity, which is then used to sustain and further develop the enterprise.

If the first characteristic is common to all cultural organisations, the second is not. Indeed, like most cultural organisations, LCC's Heritage Service currently deviates from a cultural enterprise in the second characteristic, as LCC provides grant-in-aid to run the service and any income is largely seen as a bonus, rather than as a means of sustaining and developing the service so that it can expand its impact.

The success of a cultural enterprise is based on its ability to create a range of products and services that have such a compelling value proposition²³ that they can continually generate sufficient revenue through the associated business model that the enterprise can be sustained and developed.

This doesn't necessarily mean that a charge is attached to every public-facing initiative; income could be derived from any combination of sponsorship, grant-in-aid, fundraising, retail or café activity, admissions income, or any other appropriate source. However, it does mean that the service needs to reassess the kind of value it creates for its audiences and how income can be derived directly or indirectly from that value.

It follows that if the Heritage Service is to succeed as a cultural enterprise it must be able to continually deliver a sufficient range of differentiated experiences so that a wider range of audiences will be prepared to pay for its services. This places an explicit emphasis on developing an unrelenting focus on audiences, improving and diversifying the visitor experience, and investing in new experiences at our sites.

1.9.4 Creating two Supersites to support the Cultural Enterprise model

At present, almost all LCC's heritage portfolio can be defined as a microsite – a museum, gallery or heritage site which offers access to a single narrative through a highly specialised collection. While the individual experience may be of a good quality, over time there is no compelling reason to return, leading to a decline in visitor numbers. While sites with this model have merits, they are difficult to maintain in a Cultural Enterprise model because they are not typically operated on a self-financing model, and the only opportunities for commercialisation are then directly linked to visitor numbers, usually in the form of a café and/or retail activity.

²³ A value proposition describes the benefits customers can expect from your products and services.

Shifting toward a cultural enterprise model requires the Heritage Service to move away from a microsite model in order to improve and diversify the visitor experience in ways that will unlock the commercial potential of its portfolio. This is embodied in what we have called a Supersite approach.

A supersite is a heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events, which enables the broadest range of audiences to engage with the widest range of experiences, and which maximises the potential for commercial return.

The Supersite model is designed specifically to facilitate the kind of programme that enables visitors to return often through the provision of a hub and spoke model. In practice this means that a supersite would provide a permanent offer, effectively the hub, as well as a rotating programme of high quality temporary exhibitions and events, effectively the spokes, which diversify and improve the visitor experience and support the development of commercial revenue streams. A Supersite would also have an individual identity or collections focus, providing complementary approaches so that sites don't compete with each other.

The permanent offer at each Supersite would be based on the Lincolnshire DNA framework, providing an engaging and inspiring story of Lincolnshire and how it has evolved over time – helping Lincolnshire residents to understand how the county has developed its unique identity and offering a distinctive experience for visitors from outside the county to engage with its culture and heritage.

However, each supersite would also deliver a series of temporary exhibitions, events and experiences – effectively the spokes for each hub – across the year. These temporary exhibitions would empower the Heritage Service to deliver a wide range of new experiences that have a contemporary resonance, are designed to engage specific audiences, or which facilitate the display of the best of the UK's rich culture to be on display in Lincoln through the use of travelling exhibitions.

The market for temporary exhibition providers is growing in the UK and internationally, including from national portfolio museums. This is discussed in some detail in the Commercial Case (Section 3.5); however it should also be noted that the Heritage Service already has experience in developing its own temporary exhibitions and partnering with other institutions to hire temporary exhibitions, so this approach builds on existing experience.

Given the diversity of offers and larger audience base that can be delivered at Supersites, more commercial opportunities also exist. This creates greater potential for increased ticketing revenue, either through single tickets or a membership scheme, as well as higher levels of café and retail activity, and so on. Naturally, delivering this programme requires each supersite to have both permanent and temporary exhibition space, and also requires the Heritage Service to develop a range of other commercial activities (detailed in the Commercial Case), in order to ensure long-term sustainability.

This approach is audience-focused because the financial sustainability of the Heritage Service is linked to increasing the number of visitors. As a result, it will force us to diversify our offer, engage a wider range of audiences, deliver the widest range of health and wellbeing outcomes, and work more commercially.

We believe that the Supersite approach will also protect the integrity and authenticity of our sites and their collections because it requires us to ensure that our offer is constantly refined and made relevant for our audiences.

We are proposing to create two supersites at the following locations:

- Supersite 1: Lincoln Castle
- Supersite 2: The Collection Museum & Art Gallery

1.9.4.1 Supersite 1: Lincoln Castle

The identity of Lincoln Castle would be characterised as follows:

- Experiential – immersed in heritage
- History where it happened... and which still resonates today
- A world-leading visitor attraction that offers a great day out

Lincoln Castle²⁴ should be viewed as a successful pilot of the supersite model. It exemplifies the experience of 'history where it happened', offering a great day out that creates memories for all who visit, and has been a huge success since it reopened. However, given that it must now act as the high performer for the Heritage Service, additional targeted investment is required in order to ensure that it can deliver more to support a successful Cultural Enterprise model.

At present there is more space dedicated to the Learning programme (for schools) than there is to the general public. While Learning (for schools) should and always will remain a core part of our service, the use of such extensive premium space does not support the wider income-generating programme of exhibitions, events and commercial hire which is necessary to support the Cultural Enterprise, as at present temporary exhibitions must share the space with the main story in the prison. This limits the scope of our exhibitions and also dilutes the prison story.

In order to create a more commercially successful Lincoln Castle and support the learning programme we propose to make changes in the Heritage Skills Centre and Prison Block.

Heritage Skills Centre

This is an underutilised space and the level of custom for such niche activity cannot support the associated staffing and facilities costs. We propose to make minor changes to the existing workshop and gallery spaces in order to make them suitable for all learning audiences, creating a dedicated learning centre with 270m² of workshop space.

We propose that Learning then use these spaces in order to deliver an amended programme, while also supporting the heritage skills programme as appropriate. Such a space also expands the scope of what the Learning programme can achieve, creating greater opportunities for innovation to respond to support local schools.

Prison Block

We propose to create additional exhibition space on the first and second floors of the prison block by converting current Learning and office space to create up to 180 m² of premium space that can be used flexibly, either for exhibitions, events or commercial hire.

²⁴ A full description and images to reflect the Lincoln Castle Supersite can be found in Appendix 1D.

Crown Court

Lincoln Crown Court utilises a building with the environs of Lincoln Castle. Our long-term ambition is to be able to use this space which would create more opportunities for visitor engagement and increase the castle's commercial viability. However, we also understand that any plans for the change of use of this space are subject to the decisions of a wide number of stakeholders and so we do not anticipate that it would become available within this scheme of work.

We expect this range of changes to be able to support an incremental growth in visitor numbers that is outlined in the Commercial Case (Section 3.11) and represented within the Financial Case (Section 4.3.1).

1.9.4.2 Supersite 2: The Collection Museum & Art Gallery

The Collection is a well-regarded museum and striking architectural space but its current exhibitions and spaces do not offer the flexibility required to support the Cultural Enterprise model. As with Lincoln Castle, a number of changes are required, including updating the concept of the museum and a number of physical changes to the building that will convert it into a genuine Supersite.

The identity of The Collection Museum & Art Gallery would be characterised as:

- A first-class museum experience – a classic object-focused museum with a contemporary twist in a stunning piece of contemporary architecture.
- A new permanent exhibition that displays the best of our art and archaeology collections, telling a much more refined and engaging story about the history of Lincoln and/or Lincolnshire.
- A rotating programme of exhibitions that bring the best experiences to Lincoln from the UK's national museums and collections.

A full description of the proposed concept for The Collection Museum & Art Gallery (CMAG) can be found in Appendix 1E, however creating this supersite would necessitate the closure of the Usher Gallery and the installation of its collection within a new gallery at The Collection. Although a listed building with a strong local resonance, it has inherent drawbacks. These include:

- It is not flexible enough as a space. The way we engage with art has been transformed in the last 92 years since the Usher Gallery was opened and the gallery is increasingly unable to house the kind of exhibitions that we would want to display and which would resonate with wider audiences.
- It is not popular with visitors. Although the Usher has some passionate advocates the gallery enjoys a significantly smaller number of visitors compared to The Collection (20,000 compared to 120,000). Its displays do not, therefore, serve the wider public.
- It is expensive to maintain. As a separate site it incurs costs of around 100k per annum in staff, business rates and utilities.

To create a new Supersite at The Collection Museum & Art Gallery we propose a number of changes that would significantly alter how we use that space in order to improve and diversify the visitor experience and maximise commercial opportunities. These include:

- Creation of new space in the basement in order to accommodate the Usher Collection, including using the current staff offices. This would give the Usher collection a new contemporary home of approx. 500m² that befits its status.

- Reconfiguration of galleries on the ground floor to create space for a smaller permanent gallery (333m²) and a larger temporary gallery (500m²) to support a three season programme of exhibitions.²⁵
- A new permanent exhibition which offers a focused narrative of key themes and stories highlighted within the Lincolnshire DNA, rather than the current chronological approach.
- A redesign of the Orientation Hall to make it a more welcoming and purposeful space. This would also include the installation of 'wow!' objects and moving the ticket/reception into this space.
- Closing in the external courtyard to allow for more private events and for the safe install of large-scale objects.
- Retaining control of the café which is currently run by Stokes.
- A wider reassessment of all other spaces in the museum, including the Auditorium, Mezzanine, Courtyard Gallery and the current play area next to the entrance, to ensure that the permanent collection gets enough space, as well as the Learning programme and staff offices. Because of the use of glass in some of these spaces, significant and expensive intervention is required in order to bring them up to required standards for museums display.

We expect this range of changes to have a transformative impact on the museum's performance by driving as it will fundamentally change the nature of the space and improve its commercial potential. The impact of these changes is discussed in more detail in the Commercial Case (Section 3.11) and represented within the Financial Case (Section 4.3.1).

1.10 Proposed Heritage Service Portfolio

As well as the two stated Supersites at Lincoln Castle, Collection Museum & Art Gallery, we also propose to maintain three other unique microsites that will further support our strategy to improve the visitor experience and tell a more relevant range of stories through the Lincolnshire DNA framework. These are:

- Battle of Britain Memorial Flight Visitor Centre (BBMFC) would be retained because of the importance of aviation to the Lincolnshire DNA and the unique nature of the exhibits which cannot be exhibited in any of the supersites.
- Heckington Windmill would be retained because of its importance to the story of agriculture forming part of the Lincolnshire DNA and again its uniqueness as an 8-sailed windmill which could not be exhibited in any other way.
- The Museum of Lincolnshire Life (MLL) would be retained as it tells an important story about the social history of Lincolnshire. This site has the potential for future development in another phase of the FuturePlan.

This would create the following public facing offer:

Supersites	Microsites
Lincoln Castle	BBMFC
The Collection Museum & Gallery	Heckington Windmill
	MLL

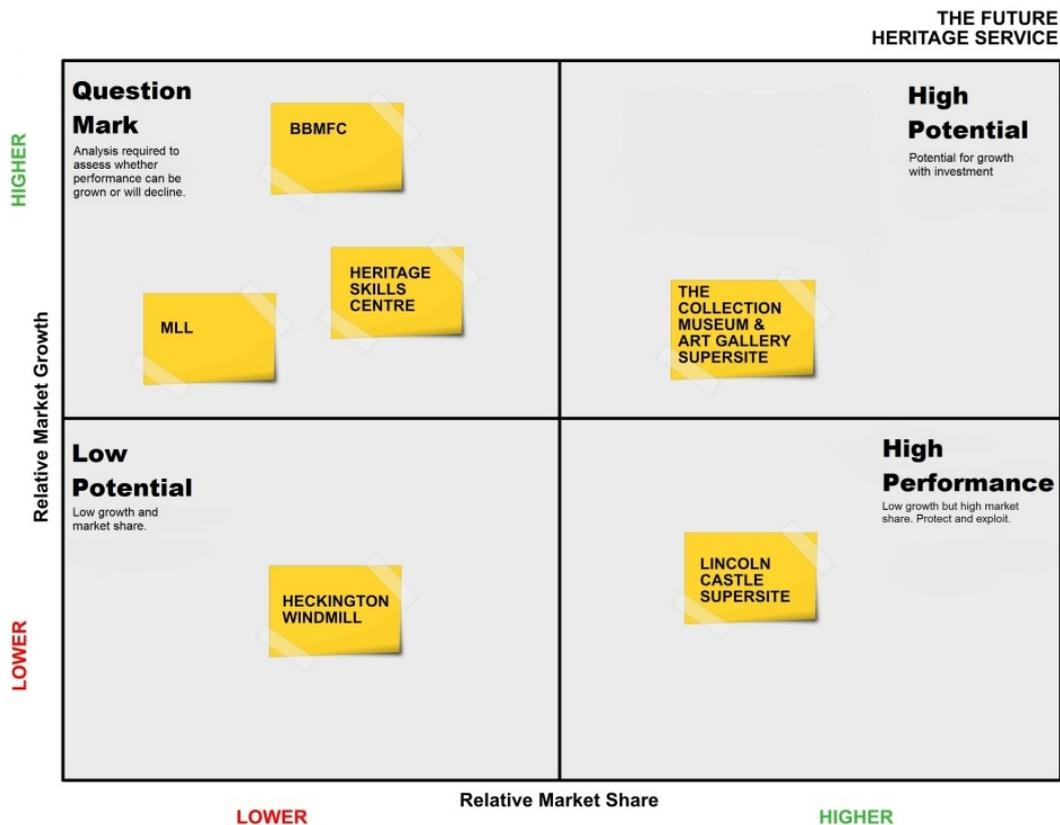
²⁵ See section 3.5 for more detail about the market for temporary exhibitions.

The impact on our offer would be as follows:

Site	Proposed status	Comments
BBMFC	Maintain	As previously stated, this would remain within our portfolio as it is a key Lincolnshire DNA story.
Heckington Mill	Maintain	As previously stated, this would remain within our portfolio as it is a key Lincolnshire DNA story.
Alford Mill	Disposal	There is potential for this to be transferred to the control of a third party in order to manage it. The intention is that the site would still remain open to the public.
Gainsborough Old Hall	Disposal	Given that it represents a nationwide architectural story rather than a core Lincolnshire DNA story, we propose to dispose of the property in line with our current contract with English Heritage, who has expressed an interest in returning the site to their portfolio. It is expected that GOH would remain open to the public should a transfer of operational ownership take place.
Burgh le Marsh Mill	Disposal	Burgh le Marsh is currently run by a third party and we would work with them to ensure they can manage the site efficiently and effectively, while keeping it open to the public.
Ellis Mill	Maintain	A number of surveys are being undertaken to better understand alternate uses and/or its potential for disposal.
Discover Stamford	Disposal	A third party has expressed an interest in integrating displays into their own buildings to make them accessible to the public. This process would transfer collections to that group and return spaces to the Stamford Library for their own use.
MLL	Maintain	MLL would be retained as it is at present - a social history museum. Its development would be considered in another phase of the FuturePlan.
Usher Gallery	Repurpose	The Usher Gallery would be closed as a gallery but would remain within LCC as it could potentially be used by other departments with a public-facing role. This would require a renegotiation of the lease with City of Lincoln Council, but it's likely that some art would still be displayed to meet leasing conditions. The art collection itself would be displayed in The Collection Museum & Gallery Supersite.

Lincoln Castle	Maintain	Already developed as a supersite, we would seek to reconfigure use of space (see section 1.9.4.1) to improve the visitor offer to maximise engagement and income potential.
Heritage Skills Centre	Maintain	We are committed to a programme of delivery until the end of 2021/22 but as previously indicated we intend to make better use of the workshop spaces to support the growth potential of the castle.
The Collection Museum	Redevelop	As previously outlined (see Section 1.9.4.2), in order to leverage its potential as a supersite The Collection would need redevelopment in order to create additional display space to support a temporary exhibition programme and house the Usher collection. We propose to pilot certain approaches to learn more about its potential in the interim.

Assuming this scheme of work goes ahead, we would expect the Heritage Portfolio to perform in the following categories as detailed in a new Boston Consulting Group Growth-Share Matrix, building long-term capacity to improve the offer and increase income generation to support the investment aim and objectives as stated above.



Key points of analysis are as follows:

- Crucially, both Lincoln Castle and The Collection Museum & Gallery Supersites offer the opportunity to unlock greater levels of audience impact and commercialisation in the future.

- Lincoln Castle remains the high performer and protecting and growing this revenue stream is integral to achieving all four investment objectives.
- The Collection Museum & Art Gallery will require investment in order to unlock its full potential.
- MLL has potential for redevelopment, however further work would be needed in order to ascertain future direction of travel under another phase of the FuturePlan. In the interim, it can be maintained as is.
- While the growth potential at both Heckington Mill and BBMFC are limited, the stories they represent are integral to the Lincolnshire DNA concept and can be maintained with a small financial outlay.
- The Heritage Skills Centre is locked into funding agreements and is out of scope for this business case; however we have proposed to use it more widely as a learning space to ensure that we're getting more value from this space.
- Further work and discussion will be necessary to assist in the development of an interpretation strategy that helps identify those stories and core collections which are key to Lincolnshire's DNA. This will include collections that are currently on display or are stored from our art, archaeology, and social history collections.

1.10.1 Ensuring a service for the whole of Lincolnshire

Given that both supersites will be located in Lincoln, we are also putting measures in place to ensure that the service is able to support wider cultural and heritage engagement across Lincolnshire.

The Heritage Service already plays a strategic leadership role within the County and supports the delivery of three key themes across Lincolnshire directly aligned to the Lincolnshire Cultural Strategy:

1. Inspiring Children and Young People,
2. Growing Participation, Engagement and
3. Wellbeing, and Strengthening Communities and Places.

To further develop their delivery around these themes, the Heritage Service will work with stakeholders to deliver SMART outcomes. These can already be evidenced through the Community Resilience and Assets Commissioning Plan where, in partnership with LCC's Community Engagement Team, priorities have been given to *Our Citizens are informed and engaged*, *Our Citizens do it for themselves*, *Our assets are protected and celebrated*, and *Development of a strong sense of place*. The Heritage Service will continue to work in partnership with other heritage organisations across the County, including strengthening our strategic partnerships with Lincoln University. These partnerships will help to strengthen the impact of our outcomes and ensure we remain connected with the wider heritage community.

The Heritage Service, in support of and in partnership with, Destination Management Organisations (DMOs) will look at the development of a new web portal promoting the county's heritage, signposting visitors to the rich culture and heritage offer we will be providing.

The supersites will continue the development of a national profile permanent and temporary (events and exhibitions) offer, bringing visitors to the county through the highest quality profiling of sites and activity, increasing the critical mass of attraction to the county.

The opportunity to develop a Community Museum hub, building on the successful Library Hub model will be explored, delivering a framework for broader engagement involving communities in decision making and provision of the heritage offer.

To assist Community Hub Museums, as well as other community organisations such as libraries, local history societies, village halls and third sector organisations, the Heritage Service will invest in the procurement of temporary display cases. These will provide easier access to its significant collections to help those organisations set up their own temporary exhibitions and displays, as well as encourage the setting up of pop-up museums in other local organisations facilitated by a touring programme of collections. This will also allow collections pertinent to communities to be made publically available.

External funding opportunities would be identified to help facilitate the development of a wider learning & engagement programme. This would include a review of the current loans box offer, development of self-facilitated sessions or support through living history costumed interpreters, as well as a review of our schools programme in order to ensure that we can support. This could include support and/or assistance for schools to develop their own local community history projects that are then displayed at the school in its own temporary 'museum'. Schools could then link this project to other areas of the National curriculum including geography, art etc.

Lincs to the Past, delivered through Lincolnshire Archives, already makes our collections digitally available. As part of the service's future digital review, *Lincs to the Past* will also be redeveloped to make it more navigable, improve the search engine, and make more digital content available.

1.10.2 Other heritage-focused work provided by LCC

The Heritage Service is not the only department that engages the public with heritage. A detailed breakdown is provided in the Appendix 1F, and it should be noted that of all the projects listed only two have a Lincoln focus.

1.11 Benefits & risks, constraints & dependencies

1.11.1 Benefits

The following benefits are linked to the Investment Objectives:

- Support the long-term sustainability of the Heritage Service by increasing commercial opportunities and supporting the overall efficiency of the service.
- Tell a better story of Lincolnshire's history to residents and visitors alike.
- Improve the visitor experience and the public's engagement with culture.
- Deliver a wider range of social, education and wellbeing outcomes for a wider range of the population, including perceptions of Lincoln and Lincolnshire.
- Increased footfall in Lincoln city centre.
- Increased economic growth in Lincoln by supporting the visitor economy.
- Improve the status of Lincoln across the UK by using culture as a form of soft power on the political stage.

1.11.2 Risks

The following risks are linked to the Investment Objectives:

Key risks have been identified as follows. (Please note, a separate risk register for the management of the programme of work is also being monitored and is also addressed within the Management Case.)

Risk	Impact	Mitigation
LCC does not want to close Usher Gallery	Limited efficiency savings due to ongoing commitment for Rates, Utilities and Staff costs. Commercial opportunities will offset costs, assuming they can still be delivered.	Usher potentially becomes space for temporary exhibitions but would require additional investment to prepare space. Unlikely to deliver significant commercial return.
LCC does not want to invest in other physical changes at The Collection	Reduced ability to deliver Supersite concept at this site.	Explore potential to remove permanent collection and replace with temporary programme to drive commercial income.
LCC fails to support supersite model	Unable to deliver investment objectives. Likely to result in reduced service provision in other areas in order to make ongoing efficiency savings. Increased reputational risk for LCC as service is reduced.	Heritage Service maintained by cutting costs, leading to long-term decline of the service through ongoing removal of sites from the portfolio. Contractual commitments meant that ceiling of savings is reached within 2-3 years.
LCC supports supersite model but would not invest in concept.	Likely to have short-term impact in the closing of sites to make savings. Reputational risk for LCC.	Fundraising campaign to raise money which would extend the programme by a number of years. Funders unlikely to be persuaded unless LCC is also committing investment.
Loss of sites outside of Lincoln	Lack of LCC visibility in wider visitor economy outside of Lincoln.	Sites outside of Lincoln to be disposed would be kept open by third party. Additional proposals for wider work by Heritage Service in Lincolnshire are noted in section 1.10.2

1.11.3 Constraints and dependencies

This is an ambitious programme of work which carries with it a range of constraints and dependencies. Those which are of the greatest significance and would impact on this scheme of work are as follows:

- The successful delivery of this scheme of work is dependent on the development of a commercial programme to generate income (that is described in the Commercial Case and modeled in the Financial Case), as this is the fundamental purpose of the Supersite concept.

Without this, it is likely that the Heritage Service would continue to make cuts for a number of years, which would have a wider impact on Lincolnshire and its visitor economy. The status quo, therefore, is not a sustainable long-term option and another plan would require development if the Supersite concept is not agreed.

- Investment from a range of funders, including LCC, as well as range of potential external funders including HLF, ACE, and a range of other public or private funding streams, is required to support the development of The Collection Museum & Art Gallery Supersite.
- Structural change to the operation of the Heritage Service would be required to support the transition to a commercially-focused programme and to support the wider efficiency of the service. This would result in a reduction of offers and/or the closing of a number of microsites, as well as the development of new areas of staff expertise.
- Cultural change, both inside the council and within the Heritage Service itself is necessary to support the shift toward a commercial enterprise and away from a traditional service-based provision mentality. Without it, commercial opportunities are likely to underperform, which could have an impact on the future sustainability of the service.
- Growth in visitors to the Supersites is, in part, linked to growth in Lincolnshire's visitor economy. It is assumed that other LCC and stakeholder activity would be taking place to support this growth. This could be achieved through more effective Destination Management, or integration of Culture and Heritage activity within wider strategies, for example signage, pedestrian or road cycling strategies, to facilitate an increase in footfall, or strategic initiatives to support the development of a more vibrant evening economy in Lincoln City Centre.

1.12 Impact Assessments

The following impact assessments have been completed as part of this business case.

1.12.1 Equality Impact Analysis

An Equality Impact Analysis has been completed for this scheme of work and is available for consultation, having been produced by members of the Senior Management Team and the Community Engagement Team.

1.12.2 Privacy Notice and Data Protection Impact assessment

In undertaking this scheme of work both a Data Protection Impact Analysis and Privacy Notice Assessment have been assessed and been found to be not applicable to this programme of work.

1.13 Conclusions

Like many County Councils, LCC continues to face significant shortfalls in its budgets and is required to make substantial and ongoing cutbacks, which are challenging the underlying assumptions which have underpinned their particular business model for many years. The council is looking for new way to make efficiency savings, to leverage economies of scale and scope, but also to develop business models that would improve the visitor experience, generate revenue, and improve the long-term sustainability of its services. The Heritage Service is one such area that must respond to this challenge.

This Strategic Case recommends that the Heritage Service should transition to a Cultural Enterprise model. This which would create opportunities for greater long-term growth and sustainability by

developing two Supersites at Lincoln Castle and The Collection Museum & Art Gallery which would deliver a wide range of audience-focused programmes with an increased commercial focus, as well as rationalising the rest of the Heritage Service portfolio in order to create wider efficiency gains. This would mean that the only microsites that we maintain are Heckington Windmill, MLL, and BBMFC, and all others would be disposed.

Investment is required at The Collection in order to unlock its potential as a Supersite but we believe that there is significant potential to generate a significant proportion of the funding required from external sources. This would deliver a new permanent exhibition, bringing it up to date for younger generations, and the development of new, more contemporary spaces for the Usher art collection, as well as new and larger spaces for a commercial programme of temporary exhibitions. This combination would:

- Improve the visitor experience, making our sites more attractive for a wider range of audiences, especially younger generations who want to engage with culture & heritage in ways that are relevant and meaningful to them.
- Deliver increased investment in our culture & heritage assets to ensure that their future is as important as their past.
- Improve the financial sustainability and resilience of the Heritage Service by generating commercial income.

These changes would form part of a scheme of work called LCC's Heritage FuturePlan in order to make it more accessible and communicate its contents to the public.

2 Economic Case

The Economic case sets out how value for money would be assessed for the investment required to deliver this project. It seeks to answer questions around value for money given the economic investment required in the proposed operation.²⁶

Traditionally, economic investment is assessed through a standardised analysis such as Net Present Value (NPV) or Internal Rate of Return (IRR), measures which emphasize the direct economic return of investment in order to inform decision-making.

While this is an acceptable method for profit-making opportunities, it sits uneasily with investment in culture because such investment is made primarily for social benefit, which is difficult to quantify economically (as a result of market failure). It follows, then, that the use of IRR or NPV alone will present an incomplete picture of the wider market benefits of the provision of culture. As a result, it is important to acknowledge that a number of different approaches are needed in order to properly assess the wider economic return that is generated through investment in culture.

This case, then, is built around exploring the concept of market failure and understanding the other means of measuring economic impact related to investment in culture, namely visitor numbers, Health & Wellbeing impact, as well as Economic Impact which are used to assess the two supersite model when compared with the status quo.

2.1 Market failure

Market failure occurs when the allocation of goods and services by a free market is not efficient, which, in turn, leads to a net social welfare loss. In the case of cultural provision, the market undervalues the wider benefits of cultural engagement, leading to underinvestment in culture and an under supply of goods and services; and/or individuals undervaluing the benefits of engagement leading to a socially inefficient level of demand.

Where market failure exists, the market and individuals, acting alone, cannot be relied on to produce a socially optimum level of supply and demand. Public intervention is then required to overcome market failure, which then leads to an increase in overall societal welfare.

The rationale for cultural development is supported by a number of market failures that support the objectives and intended benefits of this programme of works:

- Financial market and information failures
- Equity
- Placemaking, tourism and inward investment

2.1.1 Financial market and information failures

Creative enterprises such as museums and other cultural institutions often find it difficult to raise finance. This is typically for three reasons:

- They do not operate to create a profit but to deliver a range of charitable or other objectives focused on the public good.

²⁶ Please note that under the Treasury Green Book methodology all operational financial data is detailed in the Financial Case.

- They are legally constituted in such a way that forbids them from raising capital on the financial markets, or which limits access to such capital.
- Information asymmetry or failure exists so that the wider value of their services is either underestimated or not recognised. This could include both the social benefits cultural institutions create as well as their work in conserving material culture of historic importance. As a result, cultural institutions are unable to commercialise the benefits they create.

This combination makes the economic impact of cultural institutions difficult to measure accurately, even though it is recognised that a lack of investment in culture is likely to lead to a decline in overall societal welfare. For example:

- A socially efficient level of consumption can improve the quality of life for all, and not just those that consume cultural content. Engagement with culture allows groups to improve communication within society by raising the quality of public discourse; it can change the way people think and act, support health, wellbeing and social cohesion, as well as being an important tool for reflecting regional or group identities.
- Information failure may exist. This occurs when individuals do not know that consumption of cultural goods would benefit them (or others), especially if those benefits are only realised in the long run.

Overall, not only does this mean that cultural institutions are unable to readily access finance that they need to innovate and grow, they are also unable to respond to sudden changes in the market that demand efficiency and commercial return. At the same time, they must operate within a business culture in which the wider social value they create is not recognised.

2.1.1.1 Supporting evidence - financial market and information failure

While registered charities are able to take on debt finance if their articles allow it, the realistic options for acquiring debt finance are limited to specialist financial institutions including BIGInvest, CAF Bank, Charity Bank and Co-operative & Community Finance and the Community Development Finances Association. They will require a track record of income generation and may require physical assets to secure the loan. However, it is likely that those cultural institutions which operate within a local or county council will not be able to access such funds because they have not previously operated under a business model which would generate the track record required.

A growing body of literature exists which has researched how a range of different cultural interventions deliver health and wellbeing outcomes for specific groups, most notably in the 'Creative Health' report²⁷, published by the UK Government's All Party Parliamentary Group on Arts, Health and Wellbeing in July 2017. The benefits of cultural engagement which have been evidenced include:

- The impact of the arts on healthcare. This has been evidenced to reduce stress, depression, need for medication and even blood pressure²⁸ and is estimated to have a cost savings due to reduced likelihood of GP visits and psychotherapy services.²⁹

²⁷ See http://www.artshealthandwellbeing.org.uk/appg-inquiry/Publications/Creative_Health_Inquiry_Report_2017.pdf

²⁸ ACE (2004) cited in Sport Industry Research Centre and Centre for Regional Economic and Social Research (Sheffield Hallam University) and Business of Culture (BOC) (2015), 'A Review of the Social Impacts of Culture and Sport', CASE, March 2015.

²⁹ Simetrica (2015), '[Further analysis to value the health and educational benefits of sport and culture](#)', DCMS, March 2015.

- Arts Council England’s evidence review ‘*The value of arts and culture to people and society*’, found strong research studies since 2010 about relationships between cultural engagement and educational attainment and later life outcomes.³⁰
- Taylor, et al (2015)³¹ found the volume of evidence pointed towards a positive relationship between cultural engagement and social capital. The evidence review suggests that arts participation may lead to greater social interaction, enhanced self-esteem and the development of social relationships and networks, which nurture social capital.
- Previous research has found evidence linking engagement in cultural activities to the promotion of pro-social and anti-criminal behaviours, which can contribute to a reduction in the likelihood of re-offending.

2.1.2 Equity (inclusive growth and participation)

Government intervention is justified in the provision of culture because if left to the free market, cultural services are unevenly distributed across the UK, which then leads to uneven rates of cultural participation across different demographics groups and geographical regions.

2.1.2.1 Supporting Evidence – Equity (inclusive growth and participation)

A regional imbalance of economic investment in culture exists and Arts Council England (ACE) have been criticised in recent years for underinvestment outside of London which resulted in a Commons Select Committee undertaken by DCMS. This resulted in calls for a better redistribution of cultural investment across England where ACE currently invests 40% of its grant-in-aid in London.³²

2.1.3 Placemaking, tourism and inward investment

Placemaking represents an active shift forward from traditional approaches to urban design. While these were focused on the provision of and access to services, placemaking represents a multi-faceted approach which capitalises on a local community’s assets, inspiration and potential, with the intention of creating public spaces that promote health, happiness and well-being. This, in turn, also supports economic growth and wider forms of prosperity by making places attractive to visit, work in and to invest.

Placemaking also helps to shape the visitor economy. This is because it is much easier to market the idea of a place, which has a coherent identity, than a single asset within a geographic area. For example, marketing Lincolnshire as a place to relax, enjoy quality food, engage with heritage, enjoy the countryside, etc. is likely to result in a much more significant economic return than marketing Lincoln Castle, or indeed any other destination, as a single asset.

The provision of arts and culture, therefore, plays a key role in placemaking, as it is the tangible evidence of a community that is prosperous, open, engaged and which is able to draw down on the benefits of ongoing cultural engagement to have a positive impact on the health & wellbeing of its residents. It is also a key driver for tourism³³ following the creation of key transport and accommodation infrastructure.

³⁰ http://www.artscouncil.org.uk/sites/default/files/download-file/Value_arts_culture_evidence_review.pdf

³¹ Varah, Iain and Mark Taylor, Chief Culture and Leisure Officers Association, *The role of culture and leisure in improving health and wellbeing*, 2014

³² <https://icon.org.uk/news/countries-culture-calls-better-regional-balance-in-arts-funding>

³³ It is worth noting that despite its ubiquity, tourism receives comparatively little direct investment from government, which typically supports tourism through wider investment in infrastructure investment and through the funding of arts and culture. The Tourism sector is

2.1.3.1 Supporting evidence – Placemaking, tourism and inward investment

The strongest evidence to support this can be found in Hull and its contrasting fortunes before and after its tenure as UK City of Culture. The successful delivery of this project, which included total direct and indirect UK Government investment of £21m,³⁴ has proved to be deeply transformative, and proved to be a tipping point in the city's history as post-war decline has started to give way to 21st century prosperity.

- Since 2013, the year of the announcement for Hull's City of Culture in 2017, investment in the region has amounted to £3.3 billion, of which £240m is linked to culture or cultural assets. In both the private and public sector almost 7000 jobs have been created in the city³⁵. A number of companies including Smith and Nephew, RB and Croda are investing in research and development facilities at their existing manufacturing plants³⁶.
- The city's employment rate is at its highest recorded rate (120,400 of the city's 260,240 population are currently in work) and the number of businesses is at a record high of 6,060, which is 245 more than last year³⁷. Additionally, there have been 93 new businesses (start-ups or change of use) in Hull City Centre since 2013 – 74% food and beverage, with over 550 new cultural jobs created.
- In the first three months of 2017 hotel occupancy was up almost 14% on the same period in 2016. Hotel booking are reported to have gone up by almost 80% between July and September 2017 and were 60% higher between April and June 2017 than in the same period the previous year³⁸.
- The joint tourism plan for Hull & East Yorkshire is showing positive signs that on the back of UK City of Culture, the value of the visitor economy would exceed £1bn per annum for the first time by 2018/19.
- Over half of the audiences were from Hull with nearly all residents (over 95%) attending at least one cultural activity during the year. The evaluation evidenced a new confidence in local people, with significant increases (+9%) in residents' willingness to take part in a range of cultural and non-cultural activities, including volunteering and sport.³⁹ This is also clear evidence that the success of such initiatives creates new audiences, rather than just displacing audiences from other attractions.

2.2 Economic rationale to support the Future Heritage Service programme

The aim of the section above (2.1) is not only to offer insight into the limitations of traditional forms of assessing the rationale for economic assessment (such as NPV), but also to provide insight into other forms of impact to supplement economic impact which are relevant to the investment aim and objectives for the programme noted below.

supported by VisitBritain which acts mostly as an information and marketing agency and actually provides little financial support for the growth of tourism product or service.

³⁴ Direct funding from GOV/Treasury includes: £5m for refurbishment of Hull New Theatre, £8m legacy projects, £1.5m Ferens Gallery refurbishment and Turner Prize staging, and £0.5m to support the cultural programme. Indirect funding includes £3m grant from ACE and £3m grant from HLF.

³⁵ Source - Hull City Council

³⁶ Source Hull City Council comments <http://www.hulldailymail.co.uk/news/jobs/14200-jobs-created-hull-city-657342>

³⁷ Comments by Hull City Councillor <http://www.hulldailymail.co.uk/news/jobs/14200-jobs-created-hull-city-657342>

³⁸ <http://www.yorkshirepost.co.uk/news/city-of-culture-sends-hotel-bookings-through-the-roof-1-8843655>

³⁹ <https://www.hull.ac.uk/work-with-us/more/media-centre/news/2018/city-of-culture-evaluation.aspx>

Key investment aim

Establish a sustainable heritage service that can leverage the full value of Lincolnshire's world-class culture and heritage to the full benefit of the county and its visitors.

Investment Objectives

IO1: Establish a cultural enterprise model to support the long-term financial sustainability of the heritage service.

IO2: Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.

IO3: Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.

IO4: Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.

We believe that a wider combination of assessments will help to overcome some of the inherent weaknesses of the NPV model which does not take into account market failure and the impact this has on ascertaining a 360 degree assessment of the value of cultural investment.

With that in mind, we propose the following criteria to assess the economic impact:

- LCC contribution to the FuturePlan.
- Visitor numbers – the number of people who will visit our sites.
- Economic Impact Assessment – the tourism and wider economic contribution made by our service.
- Health & Wellbeing Assessment – cost savings due to reduced likelihood of GP visits and psychotherapy service.

We also suggest a number of other criteria going forward in order to retrospectively assess the impact of the service to deliver the investment objectives.

2.3 LCC Contribution to the FuturePlan

We estimate the cost for this scheme of work at both CMAG and Lincoln Castle to be £5million, most of which is to fund capital and exhibition installation at CMAG.

We would expect to fundraise for around 70-80% of this figure, which we anticipate would be met from HLF, ACE and other public and private donors. Any expectation to meet 100% of the fundraising goal from external funding sources is unrealistic in today's economic climate, and it would be likely that LCC would have to contribute 20-30% of the total, including cash and in-kind donations. This makes LCC's likely contribution around £1-1.5m.

While it's not possible to provide a Net Present Value figure at the time as we lack a full range of costings and benefits at present, as a headline figure this represents a good return on investment as it will deliver:

- Increased commercial return at Lincoln Castle and CMAG
- New temporary exhibition space created at CMAG
- New art gallery for the Usher collection
- New permanent installation at CMAG
- Better utilisation of existing assets at Lincoln Castle

As such, this investment is crucial to the success of the Cultural Enterprise model and the long-term sustainability of the Heritage Service and the realisation of the other objectives of this scheme of work.

2.4 Visitors Numbers

The success of the Cultural Enterprise model is based on being able to increase the number of visitors to our supersites, which is itself conditional on improving and diversifying the visitor experience. Through this we are able to increase the commercial return and improve financial sustainability.

2.4.1 Visitor numbers at Lincoln Castle

Lincoln Castle has experienced substantial growth in visitors since it reopened in 2015/16. Prior to this visitor numbers were 132,000 in 2013/14 and 107,000 in 2014/15, but jumped to 287,000 in 2015/16. Since this time they have declined to 214,000 in 2016/17 and 195,000 in 2017/18.

This experience is not uncommon across the sector as visits tend to spike in the first year after such projects are finished and then trail off after 2-3 years, which is precisely why additional investment is needed to refresh and diversify the offer. The proposed visitor numbers for Lincoln Castle very much reflect an incremental increase based on the proposed changes as outlined in the Strategic Case (See section 1.9.4.1).

2.4.2 Visitor numbers at The Collection Museum & Art Gallery

Having opened to much fanfare in 2004, visitor numbers at The Collection are now in decline and have fallen from 142,000 (2013/14) to 120,000 (2017/18) and are likely to fall further in 2018/19. This is not surprising given the age of the permanent installation. Indeed, the programme outlined in the Commercial Case is designed to arrest this fall and increase visitor numbers through the provision of temporary exhibitions until the investment to transform it into a Supersite will take place in 2022/23 which is likely to cause a temporary decline in visitor numbers.

As a result, we are expecting that a significant growth in visitor numbers would not be experienced until 2023/24 when the site reopens as The Collection Museum & Art Gallery. The proposed visitor numbers of 175,000 in 2023/24 noted below should be considered a conservative estimate, and could actually be higher, taking into account the explosive growth at Lincoln Castle following its reopening in 2015 (see section 2.4.1 above).

2.4.3 Visitor numbers at other sites

For the purposes of this business case we are expecting little change in visitor numbers at other sites which is reflected in the data below.

2.4.4 Comparative Total Visitor Numbers 2018/19 – 2023/24 – Supersite vs. Status Quo

Proposed comparative visitor figures for the new proposed portfolio for the Cultural Enterprise model for the Heritage Service are provided below, together with a line graph on the following page which better details a site by site comparison. Full details for Visitor Numbers can be found in Appendix 2A.

Heritage Service - Comparative Visitor Figures of Key Sites - Supersite Model (2018/19 - 2023/24)

Financial Year	LCC Contribution to Heritage Service	Total Visitors	LCC Contribution per visitor	Lincoln Castle (Supersite)	The Collection (Supersite)	MLL (Microsite)	BBMFC (Microsite)	GOH (Microsite)
2018/19	£959,510	448,000	£2.14	195,000	120,000	70,000	33,000	30,000
2019/20	£813,675	463,000	£1.76	201,000	130,000	71,000	32,000	29,000
2020/21	£648,524	459,000	£1.41	207,000	135,000	68,000	33,000	16,000
2021/22	£514,778	455,000	£1.13	213,000	140,000	68,000	34,000	
2022/23	£520,421	421,000	£1.24	219,000	100,000	69,000	33,000	
2023/24	£221,666	503,000	£0.44	226,000	175,000	68,000	34,000	
Total	£3,678,574	2,749,000	£1.34	1,261,000	800,000	414,000	199,000	75,000

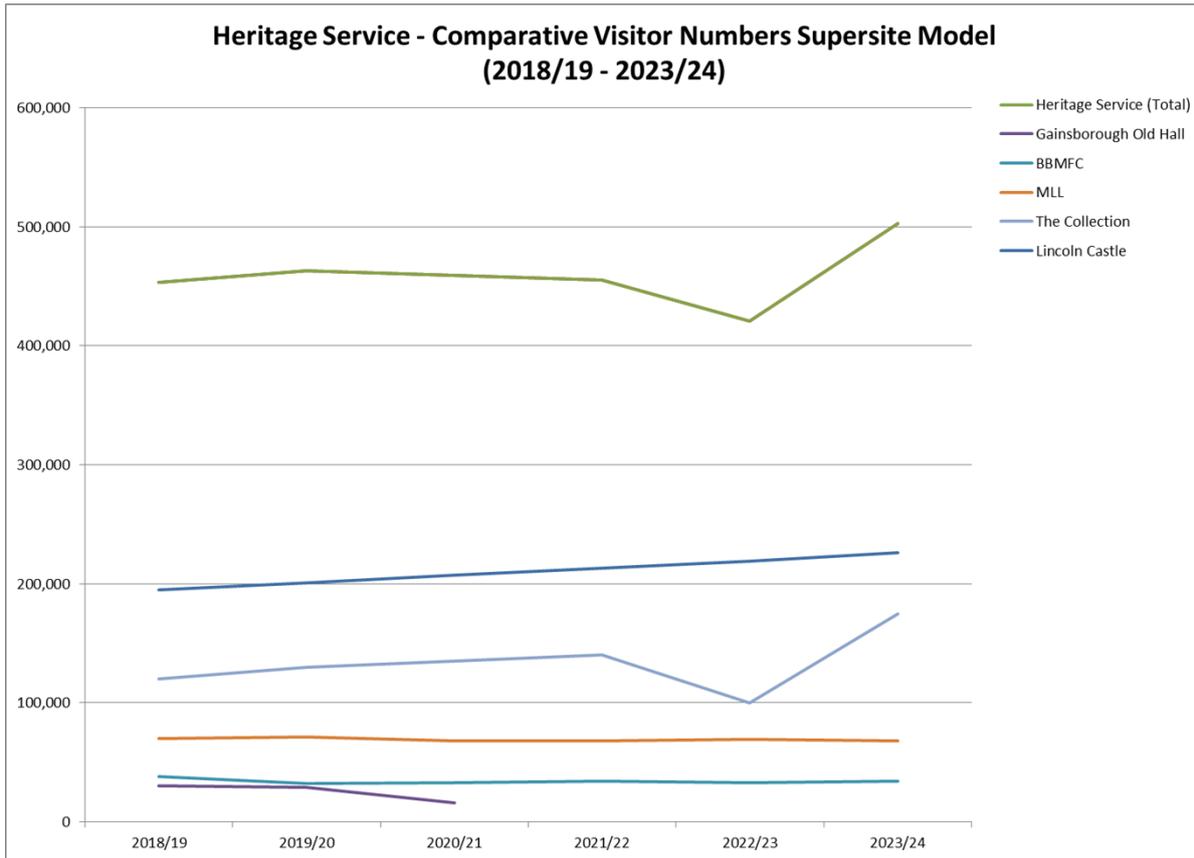
Heritage Service - Comparative Visitor Figures of Key Sites - Status Quo Model (2018/19 - 2023/24)

Financial Year	Total LCC Contribution to Heritage Service	Total Visitors	LCC Contribution per visitor	Lincoln Castle (Supersite)	The Collection (Supersite)	MLL (Microsite)	BBMFC (Microsite)	GOH (Microsite)
2018/19	£959,510	448,000	£2.14	195,000	120,000	70,000	33,000	30,000
2019/20	£921,844	448,000	£2.06	195,000	120,000	70,000	33,000	30,000
2020/21	£926,076	448,000	£2.07	195,000	120,000	70,000	33,000	30,000
2021/22	£891,584	448,000	£1.99	195,000	120,000	70,000	33,000	30,000
2022/23	£954,319	448,000	£2.13	195,000	120,000	70,000	33,000	30,000
2023/24	£970,646	448,000	£2.17	195,000	120,000	70,000	33,000	30,000
Total	£5,623,979	2,688,000	£2.09	1,170,000	720,000	420,000	198,000	180,000

Key points of analysis:

- The list of key sites includes Lincoln Castle, The Collection (including the Usher Gallery as appropriate), MLL, BBMFC & GOH. It does not include those microsites where it is not possible to ascertain visitor numbers.
- Under the supersite model the number of visitors per annum increases from 448,000 in 2018/19 to 503,000 in 2023/24. As the annual number of visitors in the Status Quo model is assumed to be 448,000 per annum, this represents a 12.2% increase in the first full year of the Supersite model.
- Under the Supersite model the number of visits to the two Supersites as a proportion of total visitors increases from 70.3% of all visitors in 2018/19 to 79.7% in 2023/24. (Lincoln Castle's visitor numbers increase from 195,000 in 2018/19 to 226,000 in 2023/24 while The Collection Museum & Art Gallery's visitor numbers increase from 120,000 in 2018/19 to 175,000 following its re-opening in 2023/24.)
- The Heritage Service's financial reliance on LCC is reduced substantially (76.9%) from £959,510 in 2018/19 (£2.14 per visitor) to £221,666 in 2023/24 (£.44 per visitor) under the Supersite model. Across the entire period this averages out at £1.34 per visitor, while under the Status Quo model the average contribution is £2.09 per visitor.
- Microsite performance remains consistent, however as GOH will no longer be managed by LCC from Q3 2020/21 under the Supersite model, the Status Quo model includes around 100,000 extra visitors over the entire period that are not included within the Supersite model.

The graph below indicates comparative visitor figures for each site across the entire period (Supersite model only as the Status Quo model would be the same each year).



2.4.4.1 Visitor numbers beyond 2023/24

It is extremely difficult to ascertain visitor performance for the Heritage Service beyond 2023/24 as this would be the seventh year of the model and any attempt to calculate this would be subject to a wide range of hypotheses so that it would no longer be sufficiently reliable. However, it's also acknowledged that this business case is proposing a case for the long-term sustainability of the Heritage Service and there will be an interest in performance beyond the 2023/24 period proposed.

In this case, it's important to acknowledge the shift to a Cultural Enterprise model and the investment in the Supersite concept. This is intended to increase the commercial returns of the Heritage Service by diversifying its programme and focusing on customer need. More flexible spaces will support this programme and the Commercial case outlines a number of strands of activity that will continue to deliver commercial returns.

It's also worth highlighting some elements already raised in the Strategic Case. Growth in inbound tourism is set to increase until 2027, as is growth in domestic tourism, while rail and road networks are improving in Lincolnshire. This will also contribute to ongoing growth for the Heritage Service.

As a result it can be assumed that the performance of the Heritage Service will remain at those similar levels as described in 2023/24, with potential for further growth in another phase of the FuturePlan, should one be developed. These impacts could be experienced more quickly if the entire transformation process were accelerated; however the nature of both the fundraising and museum design process means that the proposed timeline is realistic.

2.5 Economic Impact Analysis

The Association of Independent Museums has produced a straightforward approach to economic impact assessment⁴⁰ in order to help museums assess the impact they have on their local economy. The Toolkit was produced in 2010, and later revised in 2014 with updated tourism spend metrics, and more detailed geographic assumptions for day visits. This takes into account both the visitor number and operating costs in order to create a reliable and comparative set of metrics to create Tourism and Wider Economic Impact.

We have used the 2014 model in order to assess the economic impact of the proposed scheme of work. Data for non-staff costs and site expenditure on Goods/Services is taken from the projections noted in the Financial Case and are detailed here for illustrative purposes only.

Employment Impact, which indicates the direct impact of employees on the local economy, has not been calculated because we currently lack sufficient data on staff in order to model this and the results would not be reliable.

2.5.1 Economic Impact Assessment 2018/19 - 2023/24

These are detailed in the table below (full data can be found in Appendix 2B) for both the Supersite model and also for the Status Quo.

Please note that this is for Key Sites only, namely Lincoln Castle, The Collection, MLL, BBMFC, and Gainsborough Old Hall (where appropriate) and includes only their respective operational costs. It does not include operational costs for Discover Stamford, Windmills (Except Ellis Mill which is included with MLL), Heritage Skills Centre, Aviation Heritage, Development Activity, Central budgets and HLF Bursary projects, because these strands of work are not appropriate for this particular model. This explains the difference between non-staff costs in the table below and those noted in the Financial Case which, as an operational budget, includes all Heritage Service cost centres.

As previously stated in 2.5, it also does not include salary costs.

Tourism & Wider Economic Impact of Key Sites - Supersite Model - (2018/19 - 2023/24)

Financial Year	Total Visitors	Non-Staff Costs	Expenditure on Goods & Services	Tourism Impact (£)	Wider Economic Impact (£)
2018/19	448,000	£1,639,697	£716,016	£10,020,457	£10,736,473
2019/20	463,000	£1,693,808	£739,645	£10,300,419	£11,040,064
2020/21	459,000	£1,684,671	£731,782	£10,140,655	£10,872,437
2021/22	455,000	£1,673,341	£722,721	£9,960,748	£10,683,469
2022/23	421,000	£1,714,754	£740,713	£9,416,640	£10,157,353
2023/24	503,000	£1,707,911	£738,362	£10,872,324	£11,610,686
Total	2,749,000	£10,114,182	£4,389,238	£60,711,243	£65,100,482

⁴⁰ See <https://www.aim-museums.co.uk/wp-content/uploads/2017/02/AIM-Economic-Impact-Toolkit-2014.pdf>

Tourism & Wider Economic Impact of Key Sites - Status Quo Model - (2018/19 - 2023/24)

Financial Year	Total Visitors	Non-Staff Costs	Expenditure on Goods & Services	Tourism Impact (£)	Wider Economic Impact (£)
2018/19	448,000	£1,639,697	£716,016	£10,020,457	£10,736,473
2019/20	448,000	£1,693,808	£739,645	£10,020,457	£10,760,102
2020/21	448,000	£1,746,316	£762,573	£10,020,457	£10,783,031
2021/22	448,000	£1,800,451	£786,213	£10,020,457	£10,806,670
2022/23	448,000	£1,856,265	£810,586	£10,020,457	£10,831,043
2023/24	448,000	£1,913,809	£835,714	£10,020,457	£10,856,171
Total	2,688,000	£10,650,346	£4,650,746	£60,122,744	£64,773,490

Key points of analysis:

- Overall, the Supersite model delivers a marginally higher return for both Tourism Impact (1%) and Wider Economic Impact (0.5%) than the Status Quo 2018/19 – 2023/24.
- However, the most insightful data is revealed in 2023/24 under the first full year following the opening of The Collection Museum & Art Gallery under the Supersite Model. As a result of the increase in visitor numbers and a more efficient operational model, Tourism Impact is 8.5% greater than the Status Quo while the Wider Economic Impact increases to 7.3% compared to the Status Quo.

2.5.1.1 Visitor numbers beyond 2023/24

It is extremely difficult to ascertain both Tourism and Wider Economic Impact beyond 2023/24 as this would be the seventh year of the model and any attempt to calculate this would be subject to a wide range of hypotheses so that it would no longer be sufficiently reliable. However, it's also acknowledged that this business case is proposing a case for the long-term sustainability of the Heritage Service and there will be an interest in performance beyond the 2023/24 period proposed.

As stated in 2.4.4.1, it's important to acknowledge the shift to a Cultural Enterprise model and the investment in the Supersite concept. This is intended to increase the commercial returns of the Heritage Service by diversifying its programme and focusing on customer need. More flexible spaces will support this programme and the Commercial case outlines a number of strands of activity that will continue to deliver commercial returns.

It's also worth highlighting some elements already raised in the Strategic Case. Growth in inbound tourism is set to increase until 2027, as is growth in domestic tourism, while rail and road networks are improving in Lincolnshire. This will also contribute to ongoing growth for the Heritage Service.

As a result it can be assumed that the performance of the Heritage Service will remain at those similar levels as described in 2023/24, with potential for further growth in another phase of the FuturePlan, should one be developed. These impacts could be experienced more quickly if the entire transformation process were accelerated; however the nature of both the fundraising and museum design process means that the proposed timeline is realistic.

2.6 Health & Wellbeing Impact

DCMS commissioned research to assess the cost savings on NHS services due to the reduced likelihood of GP visits and psychotherapy services⁴¹ as a result of visits to museums, galleries and heritage sites. The findings suggested that engagement with different forms of culture will deliver a different range of savings depending on the kind of visit that takes place.

These have been calculated for the Supersite and Status Quo options in order to provide comparative data for health & wellbeing impacts of the proposed scheme of work. We have used the following amounts advised by DCMS:

- Health
 - £2.59 per adult visitor to a heritage site
 - £1.89 per adult visitor to a museum
- Wellbeing
 - £3.50 per adult visitor to a heritage site
 - £2.55 per adult visitor to a museum

There are several aspects that contextualise our understanding of a Health & Wellbeing assessment.

- Impact is explicitly related to the number of adult visitors only. Therefore, redefining the visitor profile to engage more families, for example, which is an aspiration of the Heritage Service, would lead to a downward trend in the Health & Wellbeing impact even if the overall number of visitors increases. At present there is no way to reliably estimate a similar economic impact for families.
- Simply visiting a site is not necessarily a measure of impact. Lower quality visitor experiences will deliver lower results, even if they are not explicitly measured. In this way, any investment in improving the quality of the experience is more likely to deliver transformative outcomes and also increased savings to NHS and mental health services as a result. At present, the model is not sophisticated enough to reflect this, however it can be assumed that any investment outside of the status quo is likely to deliver deeper impact and improved savings.
- Making a definitive link between cultural engagement and health & wellbeing outcomes does create the potential to develop new strategic commissioning partnerships and audience development opportunities that could deliver wider economic returns in the future.

As with previous analysis, this has been calculated across the full scheme of this work (2018/19 – 2023/24, however this data requires the use of adult visitor numbers only.

2.6.1 Health & Wellbeing impact 2018/19 – 2023/24

These are detailed in the tables below (full data can be found in Appendix 2C) for both the Supersite and Status Quo models.

⁴¹ Simetrica (2015), '[Further analysis to value the health and educational benefits of sport and culture](#)', DCMS, March 2015.

Heritage Service - Health & Wellbeing Impact Data - Supersite Model (2018/19 - 2023/24)

Financial Year	Total Visitor Volume	Total Adult Visitor Volume	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Heritage Service Total per annum
			Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55	
2018/19	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2019/20	463,000	320,936	£479,904	£256,369	£648,519	£345,895	£1,730,686
2020/21	459,000	315,707	£463,758	£258,269	£626,700	£348,458	£1,697,183
2021/22	455,000	310,130	£440,999	£264,335	£595,945	£356,643	£1,657,923
2022/23	421,000	288,468	£449,502	£217,189	£607,436	£293,033	£1,567,160
2023/24	503,000	341,388	£463,760	£306,804	£626,703	£413,942	£1,811,208
Total	2,749,000	1,887,978	£2,771,528	£1,545,812	£3,745,308	£2,085,620	£10,148,268

Heritage Service - Health & Wellbeing Impact Data - Status Quo Model (2018/19 - 2023/24)

Financial Year	Total Visitor Volume	Total Adult Visitor Volume	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Heritage Service Total per annum
			Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55	
2018/19	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2019/20	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2020/21	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2021/22	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2022/23	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
2023/24	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107
Total	2,688,000	1,868,094	£2,841,629	£1,457,077	£3,840,039	£1,965,897	£10,104,641

Key points of analysis:

- Over the period of this scheme of work the Supersite model delivers marginally more (0.4%) combined Health & Wellbeing savings than the Status Quo model.
- However, in 2023/24, when The Collection Museum & Art Gallery opens as a Supersite, the savings are 7.5% more than the same year in the Status Quo model, reflecting the increase in visitors.
- The lower performance delivered in the preceding year under the Supersite model can be attributed to the lower number of visitors at The Collection prior to its reopening as a Supersite and the loss of visitors from the handover of GOH to a third party.

2.6.1.1 Health & Wellbeing impact beyond 2023/24

It is extremely difficult to ascertain Health & Wellbeing Impact beyond 2023/24 as this would be the seventh year of the model and any attempt to calculate this would be subject to a wide range of hypotheses so that it would no longer be sufficiently reliable. However, it's also acknowledged that this business case is proposing a case for the long-term sustainability of the Heritage Service and there will be an interest in performance beyond the 2023/24 period proposed.

As stated in 2.4.4.1 and 2.5.1.1, it's important to acknowledge the shift to a Cultural Enterprise model and the investment in the Supersite concept. This is intended to increase the commercial returns of the Heritage Service by diversifying its programme and focusing on customer need. More flexible spaces will support this programme and the Commercial case outlines a number of strands of activity that will continue to deliver commercial returns.

It's also worth highlighting some elements already raised in the Strategic Case. Growth in inbound tourism is set to increase until 2027, as is growth in domestic tourism, while rail and road networks are improving in Lincolnshire. This will also contribute to ongoing growth for the Heritage Service.

As a result it can be assumed that the performance of the Heritage Service will remain at those similar levels as described in 2023/24, with potential for further growth in another phase of the Future Plan, should one be developed. These impacts could be experienced more quickly if the entire transformation process were accelerated; however the nature of both the fundraising and museum design process means that the proposed timeline is realistic.

2.7 Future forms of assessment

Evidencing the impact of culture is often challenging, though not impossible, and the options provided below are intended to support wider discussion to decide those KPIs which can be used to ensure that the Heritage Service can report against the Investment Aim and Objectives.

All KPIs can be broken down into four key areas. These are:

- Reach – audience size and demographics, including age, ethnicity, gender, etc.
- Quality – Internal efficiency, audit trail, recommendations from and number of repeat visitors
- Impact – softer measures depending on the audience based on three key outcomes: discovery (knowledge-based), participation (active engagement), and transformation (attitude change and/or skill improvement)
- Value – costs, income or other forms of commercial return, etc.

How these are evidenced in relation to the Investment Objectives noted above varies and is dependent on clearly articulating the priorities for the scheme of work, taking into account the resources available to deliver these. The specific KPI would be agreed with LCC and the Heritage Service's Advisory Panel (see the Management Case)

Investment Objective	Proposed evidence format
IO1: Establish a cultural enterprise model to support the long-term financial sustainability of the heritage service.	<ul style="list-style-type: none"> • Financial self-sufficiency of Heritage Service, including income generated. • Ability to secure fundraising investment, including from private, public and corporate sources. • Success of commercial strategy to increase ticketing spend, etc.
IO2: Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.	<ul style="list-style-type: none"> • Adoption of Lincolnshire DNA framework, rollout and evidence of impact – no of stories, people, etc. • Health & Wellbeing measures, including savings to NHS and mental health services. • No of schools visits.
IO3: Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.	<ul style="list-style-type: none"> • Economic impact assessment. • Visitor numbers to our sites and to Lincolnshire. • Increase in employment using VisitBritain measures of x1 FTE is created with £54,000 increase in income.

<p>IO4: Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.</p>	<ul style="list-style-type: none"> • Visitor numbers. • Formal qualitative assessment. • Public perception. • Press articles, mentions, social media activity, etc. • No of temporary exhibitions, subject matter, museum of origin, relative status.
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While resource limitations may not allow the full range of these KPIs to fully assess impact, they can be carefully selected to present both the breadth and depth of impact related to the work that the Heritage Service delivers.

2.8 Conclusions

Four different methods have been used in order to assess the Economic Case related to this scheme of work. These are LCC's estimated contribution to the proposed changes to the development of two supersites, Visitor numbers, Economic impact (Including both Tourism Impact and Total Economic Impact), as well as Health & wellbeing Impacts.

In each case it is clear that a targeted investment through the Supersite model would deliver an increase in Visitor numbers, Tourism Impact and Wider Economic impact, as well as Health & wellbeing. As a direct comparison between the Supersite and Status Quo models there is only a modest improvement in performance with the Supersite model, however greater impact will be unlocked once The Collection Museum & Art Gallery opens as a Supersite in 2023/24. Although it is very difficult to estimate performance beyond this, based on the experience of Lincoln Castle Revealed we can assume an increased level of impact as to that experienced in 23/24. These impacts could be experienced more quickly if the entire transformation process were accelerated; however the nature of both the fundraising and museum design process means that the proposed timeline is realistic.

As a result, the FuturePlan should be seen as a long-term investment to ensure that the Heritage Service is able to maintain relevance for future generations, support its aspirations for greater levels of financial self-sufficiency, and support LCC's wider ambitions to make Lincolnshire an attractive place to live, grow, and invest.

A range of other options have also been provided in order to support ongoing reporting of the performance of the Heritage Service. While these do not support this specific investment, they do address the need for ongoing KPIs to ensure the Heritage Service continues to deliver against the investment objectives across the duration of this scheme of work.

3 Commercial Case

3.1 Introduction

The Commercial Case demonstrates that the proposed operating model represents a commercially viable operation.⁴²

With regards to this business case and the key investment aim - to establish a sustainable heritage service that can leverage the full value of Lincolnshire's world-class culture and heritage to the full benefit of the county and its visitors, the Commercial Case is explicitly concerned with IO1:

IO1: Establish a cultural enterprise model to support the long-term financial sustainability of the heritage service.

Delivering IO1 would then substantially drive delivery of the other three objectives:

IO2: Improve the visitor experience by sharing Lincolnshire's stories in relevant and distinctive ways, while also delivering a wide range of educational, health & wellbeing, and other social outcomes.

IO3: Support economic growth by placing Lincolnshire's world-class culture and heritage at the heart of the visitor economy.

IO4: Placemaking – leverage Lincolnshire's world-class culture and heritage to support the county's ambitions to compete at a higher level on the national and international stage.

It should be noted that this Commercial Case does not significantly challenge the underlying business model of the provision of a number of sites, which are free to access at the point of delivery, notably The Collection, MLL, and to a certain degree, Lincoln Castle. Instead it focuses on the creation of a more successful Freemium model which can derive income from a number of additional sources to create a more financially sustainable Heritage Service.

While it would be possible to make the case that introducing ticketed and chargeable entry for all our sites would make the sites more financially sustainable, the result would be a significant reduction in visitor numbers which would potentially undermine the other IOs in this DBC, as well as a number of LCC's other strategic goals to drive growth in the visitor economy and deliver health & wellbeing outcomes for the benefit of Lincolnshire residents.

3.2 Changing approaches to Commercial Strategy in the museum sector

Museums have tended to follow a commercialisation strategy which was an extension of the UK Government's cultural policy which operated 1997-2010. This model was largely developed for national museums that were well-funded through generous grant-in-aid which covered core costs but which also allowed them to experiment through temporary exhibitions programme without threatening core operating costs if they were not successful. This model also allowed museums to retain income from ticketing, thus rewarding them for their innovation, and also to supplement this income through wider fundraising activity, while also maintaining free access to permanent collections for all visitors.

⁴² Please note that under the Treasury Green Book methodology all operational financial data is detailed in the Financial Case.

Grant-in-aid funding has been reduced substantially over recent years, so much so that it has become essential for almost all cultural organisations to develop alternative forms of income in order to keep the doors open. Over time this has effectively redefined these national museums as Cultural Enterprises rather than as a traditional service subsidised by the public purse. This has been challenging for the entire sector, and while there are success stories, these are largely in national institutions that have the following characteristics:

- They are based in large cities with sizeable populations, thus ensuring that there is sufficient number of people that would be interested in their particular niche.⁴³
- They hold, or at least have access to, world-leading collections within their specific areas of interest, which has, given the scarcity of public access to these collections, allowed them to raise ticket prices substantially⁴⁴.
- They have reduced permanent display space and replaced them with multiple temporary spaces and offered a seasonal programme of exhibitions to increase consumer choice and drive up spend per visitor. This is also reflected in a push toward more annual memberships.
- They are able to leverage large-scale commercial retail and café opportunities to increase secondary spend or to become a destination in their own right.
- They have become more audience-focused through the use of segmentation tools which has necessitated a change in the kind of exhibitions they deliver.
- An explosion of professional fundraising has taken place. This is the key growth area in employment with the sector.
- They have repositioned themselves as key drivers (and beneficiaries) of a growing visitor economy.
- They have developed strong brands which have been used to leverage significant corporate partnerships.

The most successful nationally funded institutions are now able to sustain themselves with around 1/3 of operating income from grant-in-aid and 2/3 of operating income from wider commercial operations, including retail, café, ticketing, sponsorship, fundraising, etc.

However, it should be noted that driving up this commercial income is dependent on demand side factors, most notably the size of the available audience. Indeed, the further you move out of central London, the more challenging it becomes to sustain this particular commercial proposition. This is still the case in major urban metropolis like Birmingham, Manchester and Leeds, whose cultural attractions are still facing a range of financial challenges.

Unlike London, Lincolnshire does not have a population of 7 million and a visitor economy shaped by 42 million inbound tourists who visit annually, so delivering traditional exhibitions that focus only on a particular niche, whatever their inherent museological quality, is unlikely to deliver a successful commercial programme. In other words, even if you could import the V&A (or the NPG, etc.) wholesale in Lincolnshire, it still wouldn't be a commercially sustainable offer because the audience appetite for such a collection is not (yet) large enough.

⁴³ London, for example, has a population of over 7 million and hosts 42 million inbound visitors a year

⁴⁴ For example, TATE now charges approx. £20 for exhibitions, the National Gallery £18 and the British Museum £17, while a day out at the Tower of London is £22.70 and Hampton Court Palace is £19.20.

3.3 Developing a new business model – moving to Freemium

A business model details the way in which a business (including not-for-profit or public institutions) organises its resources to generate sufficient income (or other mission critical impacts) to sustain itself. At present, the Heritage Service's business model is not sustainable as LCC has implemented funding cuts, but the present levels of income are insufficient to sustain the service. The result is that there needs to be a fundamental change in the business model in order to focus on developing greater levels of income.

The success of a business model is dependent on the value that it creates for its customers, who will then exchange money (or time, effort, etc.) for this value. This is called a value proposition. All things being equal, if the Heritage Service is unable to generate sufficient income from its services, it is because the associated value proposition of those services does not sufficiently resonate with enough members of the public to warrant their investment in it through ticketing and other commercial activity.

The Commercial Strategy for this DBC is concerned with ensuring that both the value proposition and business model are aligned. In this way the Heritage Service will be able to deliver the right kind of value to our audiences who will be prepared to pay for the services we provide, thus allowing the Heritage Service to be sustained in line with LCC's expectations.

We are proposing that the Heritage Service's business model shifts to what is called a Freemium business model. The term freemium is coined from 'free' and 'premium'. A basic version of the service is provided free of charge and at minimum cost in the hope that audiences will be converted by the value proposition and be prepared to pay for additional value.

Such a model is already in use at Lincoln Castle and has been integral to the site's success and the contribution it makes to LCC. We are suggesting that this model needs to be implemented at The Collection, following the proposed development works, which would create a smaller 'free' offer and a larger 'premium' offer with larger commercial potential. At the same time, this needs to be scaled up across the entire service to take advantage of the opportunities this provides for fundraising, membership, events, sponsorship, etc.

Developing this approach requires a fundamental shift in the value the Heritage Service creates for its audiences and therefore for itself. It must be understood that commercial success will not come from the traditional approach of worthy but dull exhibitions because there is insufficient interest in Lincolnshire to justify the financial investment, let alone the commercial return. Instead, the value we create must be aligned to the ways in which we can make heritage and culture more accessible to a much wider range of people. In other words, it is the audiences' needs, wants and motivations for engagement, not access to the museum's rare collections, which must drive the content of exhibitions and events going forward in order to unlock the commercial potential of the Heritage Service.

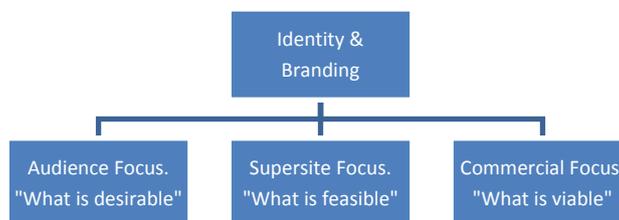
3.4 Our winning aspiration – to create a sustainable cultural enterprise model

Above all, our winning aspiration for the Commercial Strategy is to ensure the long-term economic sustainability of the Heritage Service. This is underpinned by the following:

- Widen the range of audiences which visit our sites.
- Improve the quality of the visitor experience, including engagement levels.

- Generate income to support the development of the service.
- Support wider initiatives to increase organisational efficiency.

This Commercial Strategy lays out the direction of travel toward the development of a successful cultural enterprise model. At its top level this is comprised of the following:



These four areas will now be assessed individually.

3.4.1 New purpose and identity of the Heritage Service

Key to unlocking increased commercial activity is a new purpose and identity for the Heritage Service. The current purpose represents a one-way traditional service-based approach in which the service is funded to deliver what they feel is best to the public. A new purpose must give all stakeholders a reason to care about engaging with the service. It answers the 'So what?' questions about why we choose to deliver culture and heritage in LCC.

In other words, in a busy world with considerable competition for audience time, money and attention, we need to give our audiences a reason to engage with us that creates value for them and would compel them to visit. This needs to go much further and resonate more deeply than highlighting supply side factors about the value of our collections on the assumption that audiences recognise that it's good for them to know about the culture on their doorstep.

Draft vision and mission statements have been suggested within the Strategic Case, noted below, which are intended as placeholders and indicate direction of travel.

Vision: To place culture and heritage at the heart of Lincolnshire life.

Mission: We help *everyone* explore the story of Lincolnshire, its identity and significance through its unique geography, history and culture.

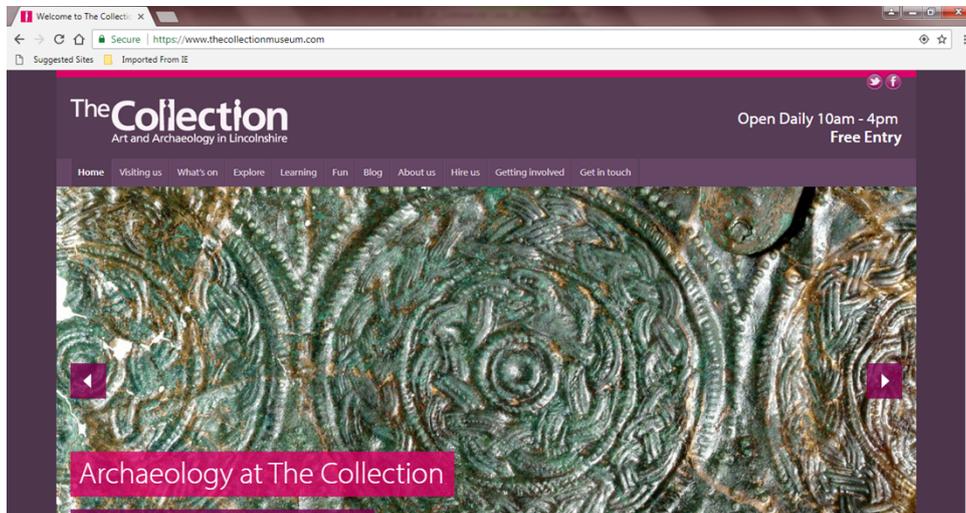
As previously stated, this opens up the interpretation of what culture and heritage mean and gives permission for the Heritage Service to create innovative experiences that are relevant to a wider range of audiences going forward. It also explicitly states that culture and heritage are for everyone whatever their age or background.

3.4.2 New branding for the Heritage Service

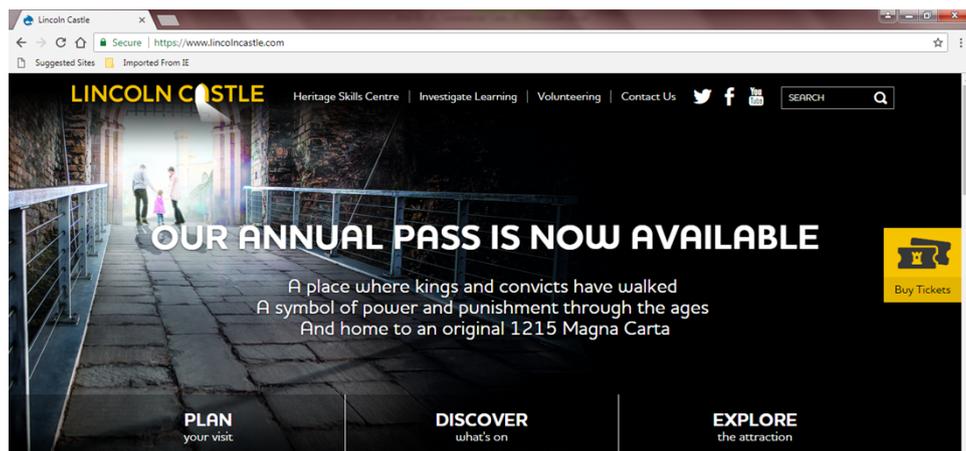
As well as there being no clear purpose to the service, there is also no brand that unifies the different offers or sites.

For example, while The Collection and Lincoln Castle have their own websites, MLL is hosted on the LCC site. Branding, where it exists for individual sites, is also not complimentary. As far as the public

is concerned, they are run by different organisations; there is little evidence of a relationship between them, meaning that not only are they largely in competition with one another for the public's time and money, but they are also unable to leverage the advantages of being within the same portfolio.



The Collection



Lincoln Castle

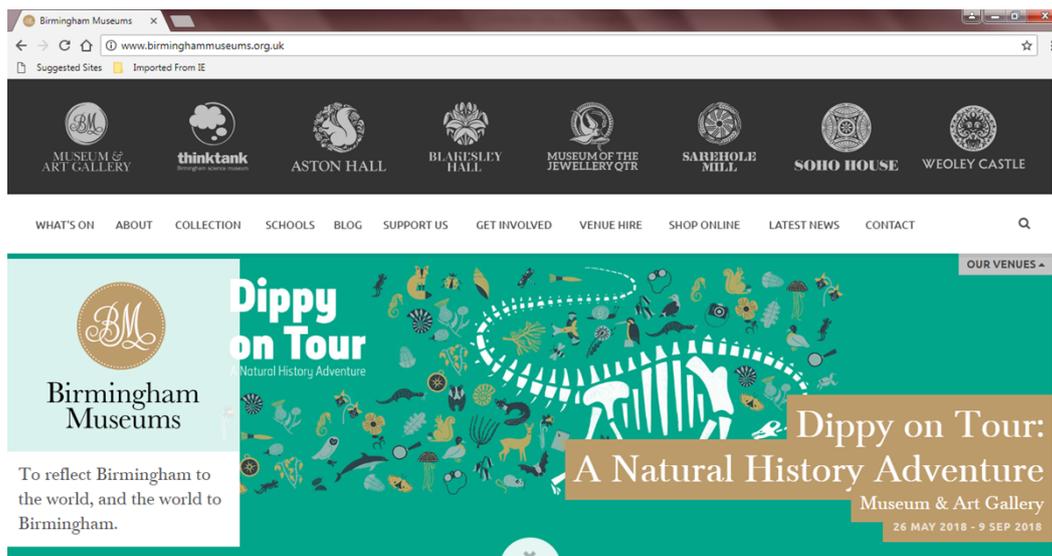


Museum of Lincolnshire Life

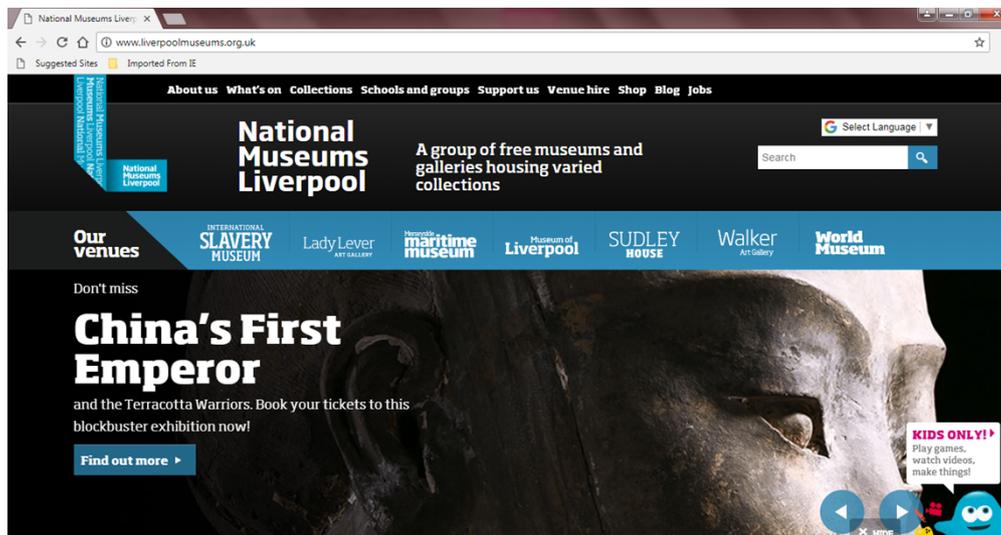
This approach must change in order to make the commercial proposition more sustainable. It is increasingly used by many other museum groups including:

- Historic Royal Palaces (six sites)
- TATE (four sites)
- National Museums Liverpool (seven sites)
- National Museums Northern Ireland (three sites)
- Birmingham Museums (eight sites).

This is best represented on their websites, screenshots for some are noted below.



Birmingham Museums



National Museums Liverpool



Historic Royal Palaces

Unifying the supersites under a single identity with a clear purpose and branding would give the Heritage Service a clear outward facing purpose and reason to engage with the public. The advantages of this are numerous, it would:

- Enable a more customer-focused approach as it allows audiences to consider multiple options based on their needs and wants, rather than checking several websites.
- Inform our choices around the kind of exhibitions and events we put on display, can charge for, and what constitutes success.
- Increase potential for more ticketing options, including cross-selling, membership and sponsorship schemes that would raise the average ticket yield.
- Encourage wider collaboration and reduces competition between sites.
- Support fundraising efforts by increasing the potential range of sponsorship schemes for wealthy patrons as they would patronise the entire service, rather than a single project or site.
- Produce economies of scale and scope across the organisation.
- Help to foster stronger relationships across all sites and for staff toward the brand, rather than a single site.
- Support senior leaders to communicate the future direction and aspirations of the service at a corporate level with one single voice.
- Reinforce the supersites approach and the associated merits.
- Increase the potential for cross-site strategies to be implemented, including learning, interpretation, commercial events, etc.
- Increase the potential to recruit high quality volunteers to support services.
- Strengthen the service's voice within the museum sector and allow it to compete it at a higher level in obtaining temporary exhibitions.
- Support wider objectives to reposition the service as a key driver of the visitor economy, an approach that has delivered huge dividends in Liverpool over the last decade.

3.4.3 Three foundation pillars for commercial growth

Beneath the new identity and branding are three key commercial pillars which detail the areas where the Heritage Service would focus or 'play'. These are the key enablers toward commercial success.

1. Driving growth through a focus on audiences
2. Developing supersites to enable commercialisation
3. Developing a portfolio business models and value propositions to create commercial income

3.4.3.1 Driving growth through a focus on audiences

Traditionally, museum services work on the premise that as the experts in their field they are best-placed to communicate the meaning and value of their collections to visitors. The idea underpinning this is that it is generally considered good citizenship to 'know about' culture and that it has beneficial side effects on health, wellbeing and education. And while there are elements of truth to this, what typically happens in practice that left to their own devices museums attract the same narrow range of audiences at the expense of all others.

However, a range of audience segmentations tools have recently been developed which are increasingly challenging the status quo outlined above. These seek to align motivations to engage with culture – why they would engage with culture, with the way in which different audiences like to engage with culture – what kind of activities they like to do. By analysing the available data it's then possible to understand which segments live close to your sites and how they like to engage with culture, which can be used to inform development of the public programme. This is what it means to create what is desirable.

In order to utilise the power of this data, it's proposed that the Heritage Service would begin to use *Audience Finder* by The Audience Agency. This is a national audience data and development programme, which enables cultural organisations to share, compare and apply insight. It provides tools for collecting and analysing data in a standardised way which builds a clear picture of audiences locally and nationally. The results help organisations find new audience opportunities using a range of tools, features and support, including user-friendly reporting dashboards, online mapping and insight tools, and the opportunity to work in collaborative, data-sharing groups.

Although developed and managed by The Audience Agency, it is funded by Arts Council England, and is now used by over 10,000 culture professionals each year. In fact, the tipping point is fast-approaching where we would be at a competitive disadvantage by not moving toward an audience segmentation system.

A few examples of the power of this data would provide some insight as to its potential value. In the East Midlands, for example, the average yield across all cultural forms is as follows:

Art form	Average ticket yield
Children and family	£13.03
Christmas show	£21.09
Contemporary Visual Arts	£9.50
Dance	£28.21
Film	£7.20
General Entertainment	£20.10

Literature	£10.42
Museums & Heritage	£9.63
Music	£29.75
Musical Theatre	£30.81
Outdoor Arts	£27.20
Plays/Drama	£21.12
Workshops	£17.04

- Ticket yield for Museums & Heritage (£9.63) is comparatively low which reinforces why it's essential to deliver programming with a strong value proposition for audiences so that more would attend. Niche programming that would be successful with a larger audience base in London is not sustainable in Lincolnshire.
- Integrating an annual focus on a Christmas Show (£21.09) or a summer focus on Children and family (£13.03) would raise ticket yield substantially.

Proposed exhibitions and events can be aligned with key segmentation of audiences⁴⁵. In the East Midlands, for example, the segmentation is as follows:

Audience Spectrum segment	East Midlands		England		Index
	Count	%	Count	%	
Metroculturals	5,057	0%	2,342,194	5%	3
Commuterland Culturebuffs	323,682	8%	5,315,818	12%	71
Experience Seekers	220,995	6%	3,921,781	9%	65
Dormitory Dependables	617,782	16%	6,998,182	15%	102
Trips & Treats	883,929	22%	7,169,496	16%	143
Home & Heritage	470,029	12%	4,626,424	10%	118
Up Our Street	471,357	12%	3,959,433	9%	138
Facebook Families	556,640	14%	5,188,457	11%	124
Kaleidoscope Creativity	168,264	4%	4,090,824	9%	48
Heydays	212,800	5%	1,983,510	4%	124
Unclassified	34,007		410,732		
Adults 15+ estimate 2016	3,930,535		45,596,119		

Base totals and percentages do not include unclassified psotcodes.

Some immediate insights are:

- By focusing exhibition programming on *Trips & Treats*, *Dormitory Dependables* and *Facebook Families*, those groups with more conservative tastes, it is possible to appeal to almost 2,000,000 people within the East Midlands, around half of the population. This helps to explain the success of Lincoln Castle which delivers a strong value proposition as a great (but traditional) day out.
- Avoid programming for *Metroculturals* and *Kaleidoscope Creativity*, who prefer cutting edge and innovative programming. In Lincolnshire this would lead to a poor return on investment because of the comparative lack of population density - only 4% of the population (175,000 people) in East Midlands. To make an exhibition successful for this group would mean we'd have to attract around 1/3 of this figure to attend, an over-optimistic assumption.

⁴⁵ Descriptions of all segments are in Appendix 3A.

- Traditional museum exhibitions tend to appeal to *Commuterland Culturebuffs* who make up only 8% (323,000 people) of the East Midlands population. This helps to explain why previous exhibitions in the Heritage Service have not been commercially successful.

The reality is that it is only through an unrelenting focus on audiences the Heritage Service would attract with a wider audience base, but would also be more commercially sustainable as a result. A whole organisation approach is required to deliver this.

Leveraging audience data in order to inform exhibition development is absolutely essential to this process and the Heritage Service must invest in order to develop expertise. This would necessitate building relationships with external consultants such as the Audience Agency. An audience development strategy, which would sit alongside the Interpretation Strategy and Pricing and Ticketing Strategy, is required to develop this further.

3.4.3.2 Creating Supersites that support commercialisation

The concept of Supersites has already been explored in some detail within the Strategic Case, but is worth repeating here in highlighted form to support the Commercial Case.

Most of our current heritage portfolio is delivered through a microsite approach, where one story is told which is based on a particular heritage site or collection. Although there may be some income-generation through ticket sales, with secondary retail or café activity, they fundamentally offer little motivation for visitors to return and are limited in their commercial scope as a result.

Supersites, on the other hand, are specifically designed to facilitate the kind of programme that enables visitors to return often through the provision of a varied programme in the form of a hub and spoke model. In practice this means that each supersite would provide a permanent offer, effectively the hub, as well as a rotating programme of temporary exhibitions and events, effectively the spokes.

The permanent offer at each site would be based on the Lincolnshire DNA framework, providing an engaging and inspiring story of Lincolnshire and how it has evolved over time – helping Lincolnshire residents to understand how the county has developed its distinctive identity and offering a distinctive experience for visitors from outside the county to engage with the county in accessible ways.

These stories would be told in a complementary fashion across Supersites so that each supersite can excel in its own way. Lincoln Castle would develop its focus as an outstanding visitor attraction, providing a great day out for its visitors, and The Collection Museum & Gallery would develop as a museum by adding a contemporary twist, bringing the best museum experiences from around the country to Lincolnshire.

However, each Supersite would also have a series of other offers across the year through the provision of a series of temporary exhibitions, events and experiences - the spokes for each hub. Each of these temporary interventions would be designed with specific audiences in mind, thus ensuring that the widest range of audiences can enjoy the broadest range of cultural and heritage experiences from season to season and year to year, while also creating opportunities for commercial development of the service. Delivering this programme requires that each supersite has

both permanent and temporary exhibition space, as well as appropriate retail opportunities, as without it the supersite concept is unsustainable.

This approach is focused on audiences; it enables the widest range of segments to engage with culture and heritage in ways that resonate with and are relevant to them, it delivers the widest range of health and wellbeing outcomes because of the breadth of its offer, and it provides the Heritage Service with the greatest range of commercial opportunities to support its development as a sustainable cultural enterprise under a single brand and identity.

How these spaces break down site by site is described below.

Supersite	Permanent spaces	Temporary spaces
Lincoln Castle	Castle Grounds, Wall Walk, Magna Carta, Victorian Jail	Scope for temporary exhibitions exists within the Prison and Castle Grounds which can be installed around the permanent exhibitions; however we also propose to create additional space as outlined in the Strategic Case. Considerable potential also exists for increased commercial hire at Lincoln Castle, as well as growth in café and retail concessions.
The Collection Museum & Art Gallery	Permanent Archaeology Gallery in The Collection. Usher Art Gallery.	Some temporary spaces already exist but these are much smaller. Long-term development of The Collection would reconfigure current spaces to create a larger temporary exhibition space (496m ²) and a new art gallery of approx. 500m ² . In the short-term we are proposing a three season programme of temporary exhibitions with chargeable ticketing which can be piloted through better use of existing spaces.

Supersites represent a range of opportunities to improve the customer experience and to generate income from commercial opportunities, and as such they represent the gateway toward the long-term sustainability of the Heritage Service. Without this transition to the supersite approach, it will be much more difficult to ensure the same level of sustainability. This is what it means to deliver what is feasible.

3.4.3.3 Developing a portfolio of business models and value propositions to create commercial income

As the Heritage Service shifts to a cultural enterprise model we are proposing to develop a number of new offers with associated value propositions. Generating revenue from a portfolio of income streams, rather than just relying on traditional forms of income such as ticketing and grant-in-aid, are key. This would include:

- Commission-led programming with commercial outcomes
- Making commercial activity a priority

- Fundraising and sponsorship
- Ticketing strategy
- New learning and engagement strategy
- Rent income
- Ongoing efficiency savings – creating more lean ways of working

It's important to highlight that the key factor in making the most of commercial opportunities is to be able to successfully market the service to a wide range of audiences. While this is not explicit within each section, it is an idea which must underpin the entire commercial development of the service and should not be overlooked. This is what it means to deliver what is viable.

3.5 Temporary exhibition programming

Museums traditionally invest considerable time, money and organisational capacity to conduct research and then put on exhibitions. The time this takes limits the number of exhibitions that can reasonably be displayed so that such exhibitions soon become permanent; even when those permanent displays have moved far beyond their natural lifespan, are seen by few people and generate limited secondary spend. We are seeking to disrupt this model.

Permanent exhibitions would still exist; however, the purpose of permanent displays is to tell a clear and engaging story about the Lincolnshire DNA – the stories of the people and places that have shaped Lincolnshire over time, not simply to house collections that fall in convenient academic silos. While refreshes may take place over time, these would be focused on telling another part of the story of the Lincolnshire DNA, rather than simply swapping out objects (although this may still occur for conservation purposes).

The exhibitions that are housed in the temporary spaces at each supersite would be commission-led developments. These are exhibitions that are contracted for a time-limited appeal on a commercial basis with an expectation that they would meet income and visitor number targets, drive audience development, while also delivering secondary spend in retail and cafe and delivering wider social outcomes.

Touring exhibitions typically come in different types:

- Turnkey exhibitions which include all physical assets, cases and displays.
- Curated collections which include a number of objects and interpretation that can be integrated into displays.
- Exhibition blueprint packs which generally include digital assets that allow you to create your own exhibition.

Touring exhibitions also fall into different economic models:

- Partial cost recovery – exhibitions which drive engagement and increase visitor diversity but would not meet the full costs of the exhibit.
- Full cost recovery – exhibitions that would meet the costs of the exhibit but would not make a profit.
- For profit – exhibitions which turn a profit.

The economic benefit of touring exhibitions is actually very difficult to measure given the respective business models and funding structures of institutions, especially as each would have its own purpose for introducing touring exhibitions and which may or may not be linked to commercial outcomes. However, we would be making our selection based on the following qualifiers:

- Have a proven track-record of attracting audiences (or are clearly commercially viable if they are new experiences).
- Have subject matter that resonates strongly with Lincolnshire at either a local, national or international level.
- Provide opportunities to introduce ideas and experiences that would not normally be available to Lincolnshire residents (and/or its visitors).
- Preference would be based on the provision of active experiences which tell engaging stories rather than traditional exhibitions display collections passively.⁴⁶
- Would provide clear opportunities for a complementary retail offer and would drive other secondary spend.

For a number of years the Heritage Service has developed its own temporary exhibitions, but it now has begun to hire temporary exhibitions. For example;

- A Kingdom of LEGO at Lincoln Castle – this family friendly quest based on everyone’s favourite childhood toy has proved to be the major attractor in Lincoln this summer. This has generated a significant increase in visitor footfall and admissions income.
- Dinosaur Encounter – would be coming to The Collection in summer 2019 and promises an animatronic encounter that would engage visitors of all ages. It has been produced originally by the Natural History Museum.

Most of the UK’s national museums now make exhibitions available within a touring format and are increasingly obliged to do so by DCMS as part of the Industrial Strategy. A recent selection is provided below.

Museum	Touring offer
National Portrait Gallery	Both the <i>BP Portrait Award</i> and <i>Taylor Wessing Photographic Portrait Prize</i> tour annually. Various other exhibitions have also toured including <i>Picasso Portraits</i> , <i>Audrey Hepburn: Portrait of an Icon</i> , and <i>Marilyn Monroe: A British Love Affair</i>
National Gallery	The ongoing <i>Masterpiece Tour</i> is committed to promoting the understanding, knowledge and appreciation of Old Master paintings to as wide an audience as possible.
Science Museum	Exhibitions include <i>The Sun: Living with our Star</i> , <i>Superbugs: the Fight for our Lives</i> , <i>3D: Printing the Future</i> , <i>Our Lives in Data</i> , and <i>Robots: the 500</i>

⁴⁶ The Santa Cruz Museum of Art & History is an exemplar of a more participatory approach to museum engagement. Santacruzmah.org

Group	<i>Year Quest to Make Machines Human</i> . They also offer <i>Space Descent</i> , a 13-minute Virtual Reality spaceflight based on the astronaut Tim Peake's experience.
V&A	A range of offers including <i>Pop Art in Print</i> , <i>Woman's Hour Craft Prize</i> , <i>The Art of Selling Songs: Music Graphics from the V&A</i> , <i>Selling the Seaside: Holiday Posters from the V&A</i> , and <i>A Pirate's Life for Me...</i>
Natural History Museum	A wide range of exhibitions including <i>Treasures of the Natural World</i> , <i>Ancient Oceans</i> , <i>Wildlife Photographer of the Year</i> , <i>T. Rex The Killer</i> , <i>Question</i> , <i>Art of Nature</i> , and <i>A History of Life Through Fossils</i> .
Design Museum	Following its recent move to West London, the Design Museum is now beginning to offer a range of touring exhibitions including its recent blockbuster <i>Ferrari: Under the Skin</i> , as well as a range of other exhibitions including <i>Hello: My Name is Paul Smith</i> , and <i>New Old: Designing for our Future Selves</i> .
Touring Exhibition Group	Not a museum in itself, but a non-profit membership body which offers support and acts as a central database of touring exhibition opportunities. It typically lists around 300 exhibitions across the arts, history, science, design, costume, and natural history.

This table is by no means exhaustive but it is indicative of the range and quality of exhibitions available which can be used to construct a commercially focused strategic approach to temporary exhibition development.

In order to take this forward, the Heritage Service would require the development of an Interpretation Strategy in order to align audience priorities and create a balanced approach to our exhibitions which maximise ticketing admission.

3.6 Making commercial activity a priority

The long-term financial sustainability of the Heritage Service depends on its ability to maximise revenue from commercial activity. This cannot be stressed enough, commercial hire is not a nice to have, nor an added bonus, it is core business which must be targeted and grown, and is the difference between success and failure as it subsidises core audience-focused activity.

It is, then, essential that our supersites would also be used to leverage commercial opportunities. This means developing strategies to:

- Increase third party hire of our sites
- Maximise retail and café income

3.6.1 Increasing third party hire of our sites

Commercial hire has always been available at our sites, and since re-opening Lincoln Castle has substantially increased its volume of commercial hire, reflecting the overall success of the project

and the efforts of the Heritage Service to facilitate this. Commercial hire for 18/19 at Lincoln Castle is forecast for 193k.

There are many opportunities to consolidate and expand on this offer, creating a whole service approach that can deliver a greater economic return through the use of stretching targets. This can be achieved in two ways:

- An internal team facilitates commercial hire which has a wide-ranging remit to ensure sufficient economic return across the sites. This could be facilitated through a trading company which deeds its profits back to LCC/Heritage Service.
- It is also possible to outsource the management of commercial hire. Sodexo, for example, manage commercial contracts at over 50 venues, including a number of heritage sites and museums, most notably IWM London, Laing Art Gallery (Newcastle), Dundas Castle (West Lothian), and the National Gallery (London).

Further research is required to ascertain the full potential of commercial hire at our sites.

3.6.2 Maximising café and retail income

The aspiration of most museums appears to treat the shop as an extension of the gallery – a destination in and of itself, filled with unique and/or distinctive objects. There are few museums that can sustain such an approach and these tend to be very specific design-led offers, including MoMA (New York), V&A (London), and the Louisiana Museum (Denmark), which means that most museum retail offers would underperform.

Those museums with the more successful retail offers include The Science Museum, Natural History Museum, and Historic Royal Palaces. While these benefit from substantially greater levels of footfall, their success is based on a philosophy which aligns the available offer to their audience segmentation, rather than just their museum collection, and takes a supermarket approach, rather than that of a designer boutique.

Further strategic research is required to ascertain the potential for improvement at our sites, but we would expect to improve the turnover and margin year-on-year and above inflationary increases, especially at The Collection which would introduce a rotating programme of exhibitions which facilitate a more varied offer. Improvements could include.

- Introduction of a more tourist-friendly offer, rather than a 'boutique' approach.
- More pocket money friendly items for children and young people.
- Small ticket items with larger margins (drinks, confectionary, etc.) that would significantly increase the profit margin of each transaction.
- Wider use of promotions and offers to increase the transaction amount.
- The use of pop-up shops at seasonal periods.
- Exploring the potential of commissioning guide books and maps which can be sold with a significant margin.
- Explore potential to coordinate offers across supersites, where appropriate, to gain economies of scale.

The financial performance of our café at Lincoln Castle has improved significantly following the service's takeover of this offer, and we expect this improved performance to continue. The café at The Collection is currently run by Stokes and brings in some rent income, however the opportunity exists to reconsider this relationship when the lease comes up for renewal.

3.7 Fundraising and sponsorship

The Heritage Service has a strong track record for raising funds from key national agencies including the Heritage Lottery Fund (HLF) and Arts Council England (ACE), as well as a number of private donors and benefactors. We would continue to leverage these relationships; however, we would also develop a fundraising strategy which looks at how we can develop other income streams. This would include:

- Improve opportunities to increase donations.
- Maximise fundraising to support specific projects.
- Develop a number of schemes including for patrons, corporate giving and/or sponsorship, and legacy giving.

3.7.1 Improve opportunities for visitors to make cash and cashless donations within the supersites.

Increasingly, in the world of donations, cash is no longer king, and we must improve the potential for cashless giving. For example, the use of terminals provided by Thyngs, Square, PayPal Here, SumUp or Intuit, can facilitate cashless donations and are all simple and cost-effective means of facilitating donations.

However, it's also important to acknowledge that our donation boxes do bring in revenue, and we also intend to review the number, location and messaging which accompanies them in order to encourage wider giving.

3.7.2 Pursue fundraising opportunities with trusts and foundations

There are many trusts and foundations that can support specific project-based work which aligns with their charitable objectives. This could either be capital build, significant programmes of repair, or engagement projects with specific audiences, such as schools, young people, etc., as well as sponsorship for exhibitions, particularly in areas that cannot be funded through core budgets. This extends reach to audiences that do not currently engage with culture and heritage. It should be noted that we are unlikely to get specific fundraising to meet ongoing operational costs.

3.7.3 Develop a laddered patron scheme that delivers additional benefits beyond annual membership

There are many wealthy individuals who are seeking more than an annual membership. They want exclusivity and access, but they also want to know they are making a difference, and museums are increasingly tailoring their programmes to be able to support this through the development of patron schemes. For example, the Garden Museum in London offers a Patron scheme for £500 which offers:

- Invitations to exhibition Private View and other exclusive events
- An invitation to the Patron's lunch
- Free entry to the museum

- Discounts in the shop
- Free copies of the Museum Journal

Tate, on the other hand, offers patron schemes ranging from £1200 for 18-24 year olds and up to £12000 for a Platinum model that provides exclusive access to artists' studios, dinners with collectors, and museum directors. This indicates the flexibility and range which exists for such programming.

3.7.4 Explore the potential for a corporate scheme of giving and sponsorship to enable large local companies to support the service.

There are opportunities to formalise corporate giving which offers cash to the museum and tax and other benefits to corporate sponsors. For example, The Baltic in Gateshead utilises a number of approaches in their corporate sponsorship programme. They receive income and in-kind support from a tiered range of organisations and individuals:

- Founders: Core funders who founded the gallery.
- Benefactors: Core funders who continue to maintain the gallery. These are public funding organisations such as ACE, Gateshead Council and Northumbria University.
- B.Partners: Corporate sponsorship. This programme starts at 5.5k per annum and offers discounts for sponsor staff, free space for meetings, VIP events, etc.
- Programme Supporters: Funders who support individual programmes, events or exhibitions.
- Patrons: Wealthy individuals who support the Baltic.

On a slightly smaller scale, Tullie House Museum in Carlisle offers three levels, ranging from £500 to £2500, which offers:

- Discounted room hire
- Guest passes to exhibitions
- Behind the scenes tours

Further research is required to ascertain the demand and associated finance structure which this would provide within Lincolnshire.

3.7.5 Legacy giving

The service has already benefited from generous financial donations made through legacies or bequests made in wills, however this has not been formalised as a service. This does not need to be a complex development but does require support from legal services to ensure this can be managed effectively in-house.

This approach is now common across the sector, with both large and small organisations benefitting from this approach to support the charitable purposes of the organisation.

Legacies that would include the donation of objects or collections would be negotiated on a case-by-case basis in order to ensure that these do not incur significant financial expense to look after, and can be integrated into exhibitions and displays as appropriate.

3.7.6 Moving forward with fundraising

There is no one-size-fits-all approach to fundraising, but it is an area that is increasingly well-supported by the Museums Association and Association of Independent Museums. A range of training courses are available, it is a growing area of specialism, and there are many creative opportunities to leverage this.

However, this would require additional resource in the form of fundraising specialists to be able to ensure that it can be managed effectively. It also requires a coordinated effort across the Heritage Service to ensure alignment of fundraising efforts with organisational resources which ensures that priority areas are aligned.

3.8 Ticketing strategy

By necessity, our ticketing strategy must align with the freemium business model we intend to operate across both Supersites. This strategy must maximise returns but also provide sufficient increased value to our visitors to warrant their ongoing investment.

To implement this we are proposing to undertake a ticketing review which would assess current ticketing options and align them across the whole site. This would include the following:

- Assessing the benefit of the joint Castle ticket with the Cathedral which is now so popular that it is benefiting the Cathedral and potentially harming our own economic return.
- Test the price elasticity of demand of ticketing prices to ensure that we are getting the maximum return of our largest asset (Lincoln Castle).
- Review seasonal ticket pricing to test whether this would have an impact on demand in quieter seasons.
- As The Collection Museum & Art Gallery would move to a three season programme, ticketing options, including pricing, would need to be assessed.
- Develop a range of different ticketing options including annual membership and/or pay once/visit multiple times.

3.8.1 Annual membership

This allows audiences to engage with their favourite sites, for example, annual passes for individual or multiple sites. This is common for most museums with multiple sites. Birmingham Museums, for example, provides two tiers of membership, one that offers entry to all sites except Thinktank Science Museum, and one that includes it for an additional charge. Tickets are also available for individuals, two adults or families, as well as a range of other offers including free guided tours, family activities, e-newsletter and café/shop discount.

3.8.2 Pay once/visit multiple times

Alternatives to this approach allow visitors to buy a ticket and enjoy return visits free for a specific period of time, up to a year. Tullie House Museum in Carlisle offers adults the opportunity to buy two kinds of tickets, including a £10 ticket that allows return for free within a year, as well as a £6.50 single visit ticket. A similar system is used by the London Transport Museum.

The advantage of this approach is that it does not require the additional support required by an annual pass – discounts, free tours, etc., however there is no reason why a combination of these methods can be used together to offer a wide variety of promotions.

It’s important to highlight that Lincoln Castle already offers a wide range of ticketing options, including joint ticketing and annual membership, and so the proposals here are concerned with scaling up this approach across the rest of the service.

3.9 Other opportunities for commercial engagement

Other opportunities for commercialisation exist, noted below.

3.9.1 New learning and engagement strategy

Both primary and secondary schools across England are under increasing pressure to deliver improved performance and this, in turn, has created opportunities to develop commercial services that deliver high impact education outcomes. This would include:

- Teacher CPD to embed heritage in the classroom to leverage the wider benefits of working with the service. Such programmes have been proven to deliver transformative outcomes in students and substantially improve student performance.
- The potential to develop a LEGO Education Innovation Centre which would offer a range of STEAM opportunities (Science, Technology, Engineering, Arts, Maths) that are unique to the county.
- GCSE and A Level programming that uses archive documents in a study day format to improve critical thinking skills and better prepare students for exams.

All of these opportunities could be fundraised externally so could be operated on a project by project basis; however there are also opportunities to leverage the existing relationship with David Ross through the David Ross Education Trust. By co-developing with DRET (and other academy chains) it would be possible to create deep-level partnerships to co-create services together.

While it is difficult to run museum education services at a profit, cost-neutrality is a realistic goal, which then provides scope for a year on year increase in education visitors, which would deliver a wider range of social and educational outcomes. At the same time, it’s important to recognise that a great deal of community engagement work is fundable and not integrating this is a missed opportunity.

3.9.2 Ongoing efficiency savings – building a lean service

The Heritage Service has recently been through a restructure in order to create ongoing cost-savings that reflect LCC’s approach to financial prudence. The management team are committed to maintaining this approach to ensure that costs are maintained at budgeted levels, building the LEAN organisation that can deliver on our aspirations.

3.10 Core capabilities and management systems required

Developing a successful Commercial Strategy requires a change in organisational culture and a change in the skills of the team. These would be wide-ranging but would specifically include the following:

Audience segmentation	Understanding the underlying motivations why specific audience segments engage with culture and heritage and how that informs the development of successful programming.
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Interpretive master-planning	Understanding the key stories that can be told across the sites and how they would be represented across the sites in ways that enhance the offer for the public and which align with the wider temporary exhibition programme.
Financial management and commercial development	Although budget work has already been completed to support more effective management decision-making, a range of metrics are required to more effectively measure return on investment to ensure commercial programmes are delivering suitable returns.
Business model and value proposition design	Creating business models and value propositions that contribute to increased commercial income and improved visitor experience.
Participatory engagement and other new forms of museum engagement	Update skill base for engagement methodology in order to successfully widen the audience base.
Fundraising	A broad range of fundraising skills and expertise from Trusts & Foundations, national funding providers (ACE and HLF), corporate sponsorship, individual giving, etc.

3.11 Potential impact of Commercial programme

While there are many options for commercialisation of the service, those options presented in the tables below are characterised by the following:

- They complement and build on the freemium model proposed for our Supersites. Microsites would continue with their present entry arrangements.
- They maximise existing opportunities and infrastructure, for example by maximising retail and café income.
- They focus on those business development opportunities which are already common across the sector such as memberships, patronage and sponsorship schemes, for which there is already evidence of success.

Indicative targets related to this programme are noted in the table below, however all figures are included in the Heritage Service's operational budgets as noted in the Finance Case (Section 4.3.1). In most cases, the contributions made by the individual strands of the commercial programme are included in the respective site budgets, although the cross-site Development Activity strand has its own budget.

Commercial income - Supersite model

Lincoln Castle

Commercial strand	19/20	Comments	20/21	Comments	21/22	Comments	22/23	Comments	23/24	Comments
Admissions	£1,397,080	3% inflationary increase in ticketing. 3% increase in admissions based on growth in the visitor economy	£1,480,905	3% inflationary increase in ticketing 3% increase in admissions based on growth in the visitor economy	£1,569,759	3% inflationary increase in ticketing 3% increase in admissions based on growth in the visitor economy	£1,663,945	3% inflationary increase in ticketing 3% increase in admissions based on growth in the visitor economy	£1,763,781	3% inflationary increase in ticketing 3% increase in admissions based on growth in the visitor economy
Commercial income	£135,000	Third party hire of our sites	£155,000	Third party hire of our sites	£175,000	Third party hire of our sites	£195,000	Third party hire of our sites	£215,000	Third party hire of our sites
Café	£26,000	10% increase in income after inflation	£28,000	5% increase in income after inflation	£30,000	5% increase in income after inflation	£31,000	3% increase in income after inflation	£32,000	3% increase in income after inflation
Retail	£60,000	10% increase in income after inflation	£63,000	5% increase in income after inflation	£66,000	5% increase in income after inflation	£68,000	3% increase in income after inflation	£70,000	3% increase in income after inflation
Donations	£20,000	Voluntary scheme with ticket purchase	£22,000	Marginal increase	£24,000	Marginal increase	£26,000	Marginal increase	£28,000	Marginal increase
Total	£1,638,080		£1,748,905		£1,864,759		£1,983,945		£2,108,781	

The Collection

Commercial strand	19/20	Comments	20/21	Comments	21/22	Comments	22/23	Comments	23/24	Comments
Admissions	£26,000	Ticket admission from two season programme	£24,000	Ticket admission from three season programme	£44,000	Ticket admission from three season programme	£30,000	Reduced ticket admission due to proposed capital works	£66,000	Increase in admissions following reopening of site.
Commercial income	£8,000	Third party hire of our sites	£9,000	Third party hire of our sites	£10,000	Third party hire of our sites	£6,000	Third party hire of our sites - reduced to proposed capital works	£12,000	Third party hire of our sites
Café	£8,000	Rent income	£15,000	Renegotiated contract	£15,000		£15,000		£15,000	
Retail	£21,000	Improved retail offer	£23,000	Growth in retail offer	£23,690	Further growth in retail	£15,000	Lower to represent reduced programming during capital build	£35,000	Growth following reopening
Donations	£20,000	Increased donations	£22,000	Increased donations	£24,000	Increased donations	£26,000	Increased donation	£40,000	Increased donations following reopening
Total	£83,000		£93,000		£116,690		£92,000		£168,000	

Cross-site Development Activity

Development Activity	19/20	Comments	20/21	Comments	21/22	Comments	22/23	Comments	23/24	Comments
Fundraising				Assumed to be for capital build		Assumed to be for capital build		Assumed to be for capital build		Assumed to be for capital build
Sponsorship				Assumed to be for capital build		Assumed to be for capital build		Assumed to be for capital build		Assumed to be for capital build
Patron scheme			£10,000	20 people at £500 each	£11,000	22 people at £500 each	£12,000	24 people at £500 each	£13,000	26 people at £500 each
Corporate membership			£10,000	Two corporate sponsors	£15,000	Three corporate sponsors	£20,000	Four corporate sponsors	£25,000	Five corporate sponsors
Legacy giving			£10,000	Wills & bequests	£12,000	Wills & bequests	£13,000	Wills & bequests	£14,000	Wills & bequests
Annual membership scheme (cross-site)			£30,000	Introduction of annual membership scheme	£40,000	Annual memberships	£45,000	Annual memberships	£50,000	Annual memberships
Total	£0		£60,000		£78,000		£90,000		£102,000	

Key points of analysis:

Commercial activity for the Two Supersite model is characterised by a focus on the following:

- Creating higher performance at Lincoln Castle, increasing ticketing, as well as associated retail and café income. This will raise admissions income from around £1.4m in 2018/19 to £1.8m in 2023/24, as well as raise commercial hire from 115k in 2018/19 to 215k in 2023/24.
- Supporting delivery of initiatives at other sites to maximise income generating opportunities. This includes the generation of extra ticketing revenue at The Collection through the development of a three season temporary exhibitions programme, together with an uplift of associated retail activity.
- Renegotiation of the café contract to take the service in-house, allowing the service to exploit the expertise of running the café at Lincoln Castle and exploiting economies of scale.
- Introducing a Development Activity strand which facilitates a range of fundraising activity including annual passes, legacy giving, corporate giving, etc. This will not come online until 2020/21 but will generate a modest and achievable amount of over 350k over the course of this programme.
- Full data is evident in the operational budgets presented in the Financial Case.

3.12 Conclusions

The purpose of the commercial strategy is to indicate how this commercial approach can support all four investment objectives, but most specifically IO1:

- IO1: Establish a cultural enterprise model to support the long-term financial sustainability of the heritage service.

As indicated, this requires substantial work on Identity & Branding in order to bring purpose to the service and a clear outward-facing brand. Only then would it be possible to deliver more audience-focused exhibitions that would bring diversity and increase engagement, increased utility of our sites through the proposed supersite concept, and a portfolio of business models that are designed to increase commercial return. As previously stated,

The benefits of this are numerous:

- Eliminates over-reliance on one income stream and therefore dissipates financial risk as income streams change over time.
- Encourages a focus on the development of services that deliver on customer needs, wants and motivations, rather than those shaped by strong curatorial voices which are distant to the visitor.
- Fosters innovation as it requires us to change in-line with customer demand.
- Supports a 'one team' approach as many areas of the business are economically important, rather than seeing many areas as a drain on the resources of successful areas.
- Opens up the potential for new income streams to be generated from a number of different sources, and not just from a traditional exhibition-led approach.
- Develops new areas of expertise for the Heritage Service.
- Above all, it would support greater levels of financial sustainability.

While there are clear benefits to a commercial programme, there are also risks. Although there has been progress in recent years, there are few cultural enterprises that are entirely self-sustaining, and the journey toward full sustainability would be challenging, particularly in the short-term. Without a doubt, investment is required in the right people and in the tools that can better support fundraising and the development of commercial opportunities.

There are also cultural changes that are necessary within the Heritage Service. Few people choose culture as a career choice because they have a passion to generate commercial return, in fact the opposite is true, and there would be changes required in knowledge, skills and attitudes among staff within the Heritage Service.

Cultural change is also required within LCC itself. The Heritage Service is being asked to operate almost as a start-up, but one that also has significant legacies to engage with around its property portfolio and existing business model, and which must also operate within LCC's existing bureaucracy and democratic processes. This brings many benefits but it can also slow down the service's ability to respond to some opportunities.

Additionally, to what extent commercial or high profile donors would seek to donate to a council-branded service is open to question, and there is some research to be done to understand the potential impact of this and how potential risks can be mitigated through effective branding and communication.

Whatever these challenges, the same conclusion still stands. The future of the Heritage Service is entirely dependent on the successful commercialisation of the service and this should be the priority for the service going forward.

4 Financial Case

4.1 Introduction

The Financial Case demonstrates that the preferred option would result in a fundable and affordable scheme of work and which delivers return on investment given the data laid out in the Economic Case. It is split into two areas:

- The first relates to the estimated capital and revenue costs associated with the development of the two proposed Supersites (see section 4.2). This includes:
 - Indicative costs for building works required to create a supersite from the current site of The Collection Museum & Art Gallery
 - Highlighting the ongoing investment required at Lincoln Castle to increase revenue.
- The second relates to the ongoing operational costs related to the Heritage Service presented over six years (with 2018/19 being Year Zero and 2023/24 being Year Five. (see section 4.3)

4.2 Developing Two Supersites

4.2.1 Developing the CMAG Supersite

As previously stated in the Strategic Case, the transition of The Collection Museum and Usher Gallery into a Supersite would require the closure of the Usher Gallery and undertaking a range of internal works to The Collection building, creating The Collection Museum & Art Gallery. This would create the capacity to significantly diversify the wider visitor offer and realise greater commercial returns.

We have undertaken a study of The Collection building in order to ascertain how we can create more flexible space within the museum which would support its transition into a Supersite. Indicative costs for this are noted below. These are options and all do not have to be completed; however there are cost efficiencies when those works selected take place at the same time.

Location in The Collection	Cost (Exc. VAT)
1. Basement Level Exhibitions Gallery Create a total of 427m ² of exhibition space in the basement, including two galleries of 379m ² and 48m ² respectively.	£717,830
2. Temporary Exhibitions Gallery Expansion Reconfigure current permanent gallery into two spaces – a permanent gallery of 333m ² and temporary gallery of 497m ² , totalling 830m ² .	£420,149
3. Auditorium Flexibility Make the seating foldaway to enhance flexibility.	£225,205
4. Children's Play Area Flexibility Create 63m ² of display space in the area currently used as the children's play area.	£244,435
5. Courtyard Enclose the courtyard to enable display of large-scale pieces of archaeology and an external event space for ticketed events.	£62,780
6. Mezzanine Education Space Conversion of current learning spaces into a single display space of 115m ² .	£311,684
Total costs	£1,982,083

These costs do not include costs for a new permanent exhibition which, depending on their level of sophistication, would cost £1000 - £3000 per m², where the guiding assumption is that art is more cost effective to display, while objects that require specific cases, or sophisticated digital displays, are much more expensive to deliver.

To create the CMAG supersite areas 1 & 2 would have to be completed, however as stated in the Strategic Case, we would also anticipate making additional changes, so it's not possible to state at this time the extent of the proposed works. Estimating the full cost for this scheme of work is difficult without first undertaking a full master-planning exercise which is dependent on arriving at a final assessment of how spaces in the museum will be used. We envision this as the first stage in the fundraising process for this phase of the FuturePlan.

4.2.2 Developing Lincoln Castle Supersite

As highlighted in the Strategic Case, we also propose to make additional changes at Lincoln Castle to create more flexible space for exhibitions, events and commercial hire, as well as transforming the Heritage Skills Centre into a dedicated Learning Centre for the site. These proposed changes are not significant, however we would have to undertake a feasibility study and consultation with staff at Lincoln Castle to fully understand the direct and indirect costs associated with this option.

4.2.3 Estimated costs for Supersite development

We estimate the cost for this scheme of work at both CMAG and Lincoln Castle to be approx. £5million. We would expect to fundraise for around 70-80% of this figure which would be met from HLF, ACE and other public and private donors. Any expectation to meet 100% of the fundraising goal from external funding sources is unrealistic in today's economic climate, and it would be likely that LCC would have to contribute 20-30% of the total, including cash and in-kind donations. This makes LCC's likely contribution around £1-1.5m, depending on the final scheme of work, and would help to facilitate the following:

- Increased commercial return at Lincoln Castle and CMAG

- New temporary exhibition space created at CMAG
- New art gallery for the Usher collection
- New permanent installation at CMAG
- Better utilisation of existing assets at Lincoln Castle

As such, this investment is crucial to the success of the Cultural Enterprise model and the long-term sustainability of the Heritage Service and the realisation of the other objectives of this scheme of work.

4.3 Future Heritage Service Operating Costs

The financial data laid out below covers a total of six years, starting with 2018/19 as a baseline or Year Zero, followed by a five year programme, Years 1 – 5, which ends in 2023/24. Two options have been provided to cover the two Supersite model and Status Quo options. However, it also needs to be remembered that this is part of a wider transition in the Heritage Service that has taken place since 2015 and which has already delivered a substantial net saving in the operating costs of the service since that time.

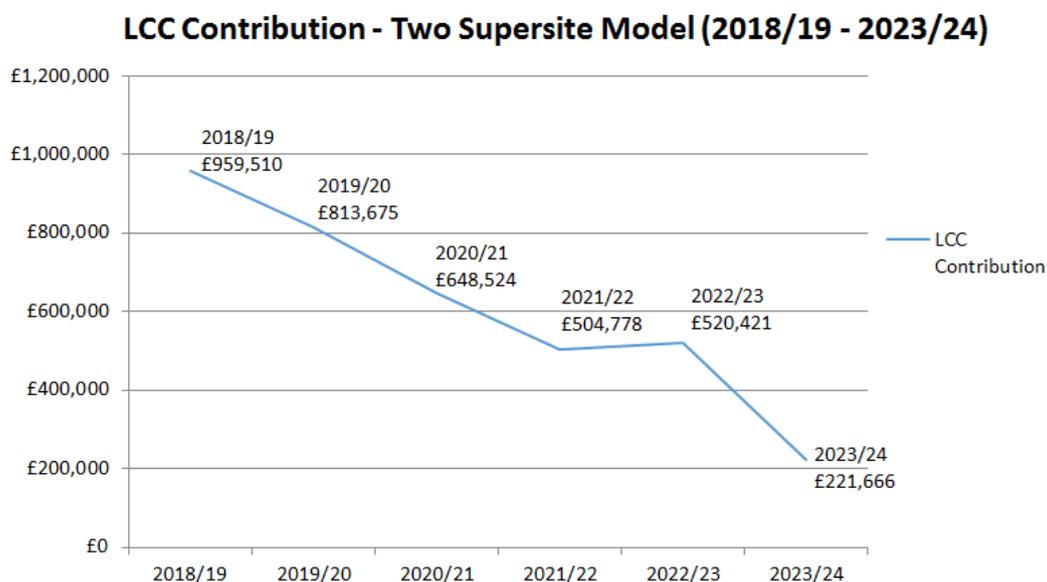
4.3.1 Proposed two supersite model operating budget

Full budgets for the six years of this programme of work can be found below and detail the financial performance of the Heritage Service under the two Supersite model. It is characterised by the following:

- Over the course of six years this model takes the Heritage Service from a deficit (the LCC contribution) of £959,510 (2018/19) to a deficit of £221,666 (2023/24). Year by year figures are noted in the table and graph below.
- Introduction of a commercially-focused programme which is intended to drive income generation at existing sites as well as through a range of new approaches in a Development Activity programme. This has been outlined in detail in the Commercial Case.
- Maintaining strong performance at Lincoln Castle as the financial powerhouse of the Heritage Service. This is reflected in increased admissions, but also includes performance improvements in associated areas such as café and retail.
- HLF/EU Funding for the Heritage Skills Centre ends Q4 21/22; however it is assumed that a similar programme will operate from 22/23 onwards so appropriate costs have been included.
- The Usher Gallery closes in 2022/23 with a saving of around 100k to the Heritage Service which is reflected in 2023/24 operating costs. This could occur earlier if all stakeholders were in agreement.
- A number of microsites pass into third party administration. Dates for these are noted in the site by site narrative.
- Capital works take place at The Collection during 2022/23 leading to lower overall performance as it's likely the site will be closed during works taking place.
- The Collection Museum & Art Gallery reopens in Q1 2023/24 with a new range of permanent and temporary exhibitions and will deliver a substantial uplift in visitors and income as a result. This is in line with the experience of Lincoln Castle Revealed as well as the wider sector's experience following substantial redevelopment projects.

- LCC's contribution for this option for the period 2018/19 – 2023/24 is noted below in both a table and graph formats.

Year	LCC Contribution – Two Supersite model
2018/19	£959,510
2019/20	£813,675
2020/21	£648,524
2021/22	£504,778
2022/23	£520,421
2023/24	£221,666



Heritage Service - Site by Site Narrative - Two Supersites Option							
Site	Year 0	Year 1	Year 2	Year 3	Year 4	Year 5	
	18/19	19/20	20/21	21/22	22/23	23/24	
Supersite 1 Lincoln Castle	Lincoln Castle	Supersite already in operation	[Green bar with arrow]				
	Heritage Skills Centre	Current service is maintained	[Green bar with arrow]	Funding ends Q4 (March) 2022.	Maintenance of current programme (subject to funding) or site to be repurposed		
Supersite 2 The Collection Museum & Art Gallery (CMAG)	The Collection Museum	Ongoing development of temporary programme of exhibitions and events	[Green bar with arrow]			Usher Gallery closes end of Q4 22/23	The Collection Museum & Gallery Supersite opens (Q1).
	Usher Gallery		Available for disposal				
Microsites to be maintained that support Lincolnshire DNA framework	BBFMC	Current service is maintained	[Green bar with arrow]				
	MLL	Current service is maintained	[Green bar with arrow]				
	Heckington Mill	Current service is maintained	[Green bar with arrow]				
Programmes	Aviation Heritage programme	Current service is maintained	[Green bar with arrow]	Programme ends Q1 (June) 2020.	[Black bar]		
	HLF Bursary Programme	Current service is maintained	[Green bar with arrow]			[Black bar]	
Microsites for disposal	GOH	Current service is maintained	Notice given to break contract in Oct 2019.	English Heritage take over in Oct 2020 (start of Q2).	[Black bar]		
	Stamford	Current service is maintained	Passed on to third party by end of Q4	[Black bar]			
	Alford Mill	Passed on to third party by end of Q4	[Black bar]				
	Burgh-le-Marsh	Current service is maintained	Passed on to third party by end of Q4.	[Black bar]			

Key: Site to be maintained long-term Site available for disposal or repurposing
 Site to be disposed or programmes that have ended Not within scope

Future Heritage Service - Two supersite model: Lincoln Castle & The Collection Museum & Art Gallery

2018/19	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-1,849,601	-85,878	-198,078	-181,153	-154,450	-256,260	-142,012	-1,655	-7,243	30		-140,000	-3,016,299
STAFFING COSTS	686,018	115,882	89,822	336,166	454,432	158,073	101,694	51,895					1,993,983
NON PAY COSTS													
Premises-Related Expenditure	185,865	68,997	3,931	480,711		45,577		25,050	6,860	3,239			820,230
Transport-Related Expenditure	5,464	642	2,933	10,678	273	1,520	9,811			82			31,403
Supplies & Services	475,379	32,389	78,855	148,134	48,552	58,689	67,168	2,513	78	503			912,260
Other supplies/services	29,702		256			9,975						178,000	217,933
Total Non Pay Costs	696,410	102,028	85,975	639,523	48,825	115,761	76,979	27,563	6,938	3,824		178,000	1,981,826
Total Expenditure	1,382,428	217,910	175,797	975,689	503,257	273,834	178,673	79,458	6,938	3,824		178,000	3,975,809
(Surplus)/Deficit	-467,173	132,033	-22,281	794,536	348,807	17,574	36,661	77,803	-305	3,854		38,000	959,510

2019/20	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-1,991,114	-88,773	-204,614	-216,024	-118,210	-256,260	-142,012	-42,655		30		-197,000	-3,256,633
STAFFING COSTS	711,180	126,616	93,776	348,210	420,643	165,206	104,186	53,325					2,023,142
NON PAY COSTS													
Premises-Related Expenditure	191,999	71,274	4,061	496,574		47,081		25,877	4,925	3,346			845,136
Transport-Related Expenditure	5,644	663	3,030	11,030	303	1,570	6,125			85			28,450
Supplies & Services	491,067	33,458	81,457	153,022	50,118	60,626	69,385	2,596	81	520			942,329
Other supplies/services	30,682		264			10,304						190,000	231,251
Total Non Pay Costs	719,392	105,395	88,812	660,627	50,421	119,582	75,509	28,473	5,006	3,950		190,000	2,047,166
Total Expenditure	1,430,572	232,011	182,588	1,008,837	471,064	284,787	179,696	81,797	5,006	3,950		190,000	4,070,308
(Surplus)/Deficit	-560,542	143,237	-22,027	792,813	352,854	28,527	37,684	39,142	5,006	3,980		-7,000	813,675

2020/21	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,110,923	-91,525	-210,957	-224,024	-121,875	-153,756	-35,503	-42,655			-60,000	-201,000	-3,252,219
STAFFING COSTS	727,971	129,424	96,114	356,247	429,481	84,500	26,580	54,463					1,904,782
NON PAY COSTS													
Premises-Related Expenditure	197,950	73,483	4,187	511,968		24,270		26,679	991				839,529
Transport-Related Expenditure	5,819	684	3,124	11,372	312	809	1,531						23,652
Supplies & Services	506,290	34,495	83,982	157,766	51,672	31,253	17,346	2,676	83				885,563
Other supplies/services	31,633		273			5,312						210,000	247,218
Total Non Pay Costs	741,693	108,662	91,565	681,107	51,984	61,644	18,877	29,355	1,074			210,000	1,995,962
Total Expenditure	1,469,664	238,086	187,680	1,037,354	481,465	146,144	45,457	83,818	1,074			210,000	3,900,743
(Surplus)/Deficit	-641,260	146,561	-23,278	813,330	359,590	-7,612	9,954	41,163	1,074		-60,000	9,000	648,524

2021/22	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,236,359	-94,363	-217,497	-247,014	-125,653			-42,655			-78,000	-154,000	-3,195,541
STAFFING COSTS	745,164	125,751	98,511	364,489	438,501			55,625					1,828,041
NON PAY COSTS													
Premises-Related Expenditure	204,087	75,761	4,316	527,839				27,506	991				840,501
Transport-Related Expenditure	6,000	705	3,221	11,725	322								21,972
Supplies & Services	521,985	35,564	86,586	162,657	53,274			2,759	86				862,910
Other supplies/services	32,614		281									114,000	146,895
Total Non Pay Costs	764,685	112,031	94,404	702,221	53,595			30,265	1,077			114,000	1,872,278
Total Expenditure	1,509,849	237,781	192,915	1,066,710	492,097			85,891	1,077			114,000	3,700,319
(Surplus)/Deficit	-726,510	143,419	-24,582	819,696	366,444			43,236	1,077		-78,000	-40,000	504,778

2022/23	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,360,812	-97,288	-224,239	-179,130	-129,548			-42,655			-90,000		-3,123,672
STAFFING COSTS	762,768	135,004	100,968	338,541	447,707			56,811					1,841,800
NON PAY COSTS													
Premises-Related Expenditure	210,414	78,110	4,450	544,202				28,359	991				866,526
Transport-Related Expenditure	6,186	727	3,320	12,088	332								22,653
Supplies & Services	538,166	36,667	89,270	157,239	54,925			2,845	88				879,200
Other supplies/services	33,625		290										33,915
Total Non Pay Costs	788,390	115,504	97,330	713,530	55,257			31,203	1,079				1,802,294
Total Expenditure	1,551,158	250,507	198,299	1,052,071	502,964			88,015	1,079				3,644,094
(Surplus)/Deficit	-809,653	153,219	-25,941	872,941	373,416			45,360	1,079		-90,000		520,421

2023/24	Lincoln Castle	MLL	BBMFC	The Collection Museum & Art Gallery	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,491,101	-100,304	-231,191	-334,430	-133,564			-42,655			-102,000		-3,435,245
STAFFING COSTS	780,795	137,904	103,486	321,467	457,103			58,022					1,858,777
NON PAY COSTS													
Premises-Related Expenditure	216,936	80,531	4,588	501,073				29,238	991				833,357
Transport-Related Expenditure	6,377	749	3,423	12,463	342								23,355
Supplies & Services	554,849	37,804	92,037	162,114	56,628			2,933	91				906,456
Other supplies/services	34,667		299								0		34,966
Total Non Pay Costs	812,830	119,084	100,348	675,649	56,970			32,171	1,082		0		1,798,134
Total Expenditure	1,593,625	256,989	203,834	997,116	514,072			90,193	1,082		0		3,656,911
(Surplus)/Deficit	-897,476	156,685	-27,357	662,686	380,508			47,538	1,082		-102,000		221,666

Budget notes related to the two Supersites option:

1. 50% of the Cultural Services Manager and 50% of the Archives Manager salaries and associated on-costs have been removed from the Central budget and are now located in the Cultural Services and Archives budgets respectively, reflecting their individual remit.
2. Most activity laid out in the Commercial Case is represented within the improved admissions, café, retail, donations and commercial hire activity at each Supersite. All other cross-site activity, including corporate memberships, patronage schemes, annual (cross-site) passes, is represented within Development Activity. This wider development activity is not evident until 20/21 at the earliest.
3. Fundraising is focused on the project build and would be represented within capital build project budgets.
4. All sites which are closed have their budgets switched off. In the case of those sites in which a change occurs mid-year then pro-rata income/expenditure calculations have been applied.
5. The Heritage Service assumes an annual staffing budget across this entire programme of no more than that budgeted 2018/19 (subject to LCC salary increases).
6. Windmills budget includes Alford, Burgh le Marsh and Heckington. Ellis Mill's budget is included in MLL budgets.
7. The LGPS rate is assumed to be 16.4%; however this does not include the cash contribution.

4.3.2 Status Quo Operating Budgets

Full budgets for the six years of this programme of work can be found below and detail the financial performance of the Heritage Service if a status quo model was operated. It is characterised by the following:

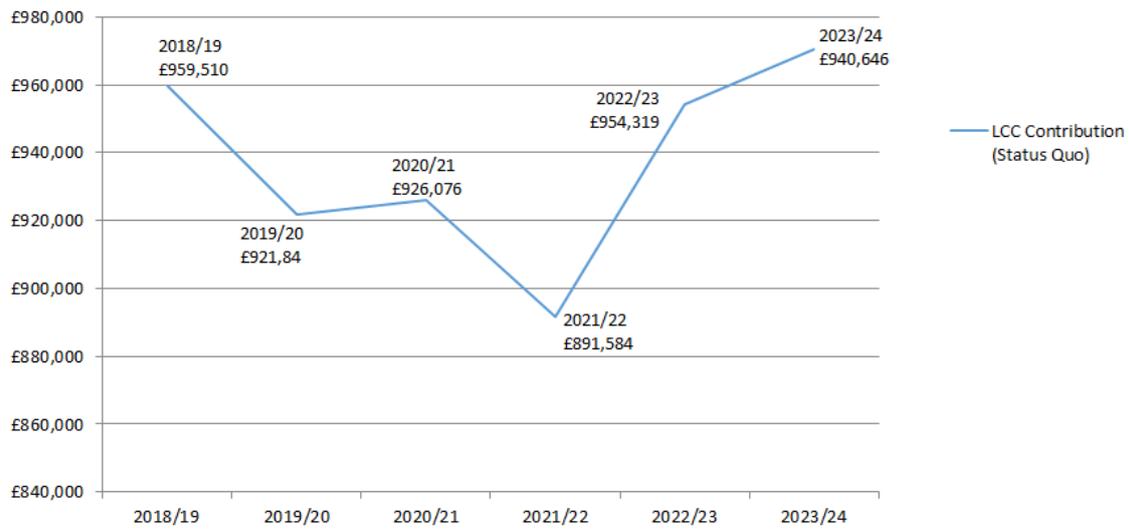
- Maintenance of the current offer as it is today.
- No commercial programme development, although incremental admissions income from inflationary increases is included.

Headline performance data:

- Over the course of six years this model takes the Heritage Service from a deficit (LCC's contribution) of £959,510 (2018/19) to a deficit of £970,646 (2023/24). Year by year and this is indicated in the graph below.
- For the duration of this business case the incremental growth at Lincoln Castle is marginally more than the inflationary increase in costs, however by 2023/24 this has almost been eradicated.

Year	LCC Contribution – Status Quo model
2018/19	£961,116
2019/20	£921,844
2020/21	£926,076
2021/22	£891,584
2022/23	£954,319
2023/24	£970,646

LCC Contribution - Status Quo Model (2018/19 - 2023/24)



Future Heritage Service - Status Quo Model

2018/19	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-1,849,601	-85,878	-198,078	-181,153	-154,450	-256,260	-142,012	-1,655	-7,243	30		-140,000	-3,016,299
STAFFING COSTS	686,018	115,882	89,822	336,166	454,432	158,073	101,694	51,895					1,993,983
NON PAY COSTS													
Premises-Related Expenditure	185,865	68,997	3,931	480,711		45,577		25,050	6,860	3,239			820,230
Transport-Related Expenditure	5,464	642	2,933	10,678	273	1,520	9,811			82			31,403
Supplies & Services	475,379	32,389	78,855	148,134	48,552	58,689	67,168	2,513	78	503			912,260
Other supplies/services	29,702		256			9,975						178,000	217,933
Total Non Pay Costs	696,410	102,028	85,975	639,523	48,825	115,761	76,979	27,563	6,938	3,824		178,000	1,981,826
Total Expenditure	1,382,428	217,910	175,797	975,689	503,257	273,834	178,673	79,458	6,938	3,824		178,000	3,975,809
(Surplus)/Deficit	-467,173	132,033	-22,281	794,536	348,807	17,574	36,661	77,803	-305	3,854		38,000	959,510

2019/20	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-1,903,923	-88,773	-204,614	-183,673	-118,210	-256,260	-142,012	-42,655	-7,243	30		-197,000	-3,144,335
STAFFING COSTS	711,180	120,326	93,776	348,210	420,643	165,206	104,186	53,325					2,016,852
NON PAY COSTS													
Premises-Related Expenditure	191,999	71,274	4,061	496,574		47,081		25,877	7,086	3,346			847,297
Transport-Related Expenditure	5,644	663	3,030	11,030	303	1,570	6,125			85			28,450
Supplies & Services	491,067	33,458	81,457	153,022	50,118	60,626	69,385	2,596	81	520			942,329
Other supplies/services	30,682		264			10,304						190,000	231,251
Total Non Pay Costs	719,392	105,395	88,812	660,627	50,421	119,582	75,509	28,473	7,167	3,950		190,000	2,049,327
Total Expenditure	1,430,572	225,721	182,588	1,008,837	471,064	284,787	179,696	81,797	7,167	3,950		190,000	4,066,179
(Surplus)/Deficit	-473,352	136,948	-22,027	825,164	352,854	28,527	37,684	39,142	-76	3,980		-7,000	921,844

2020/21	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-1,962,945	-91,525	-210,957	-186,906	-121,875	-264,204	-35,503	-42,655	-7,243	30		-201,000	-3,124,783
STAFFING COSTS	727,971	123,009	96,114	356,247	429,481	169,000	26,580	54,463					1,982,866
NON PAY COSTS													
Premises-Related Expenditure	197,950	73,483	4,187	511,968		48,540		26,679	7,306	3,450			873,564
Transport-Related Expenditure	5,819	684	3,124	11,372	312	1,619	1,531			87			24,548
Supplies & Services	506,290	34,495	83,982	157,766	51,672	62,506	17,346	2,676	83	536			917,352
Other supplies/services	31,633		273			10,624						210,000	252,530
Total Non Pay Costs	741,693	108,662	91,565	681,107	51,984	123,289	18,877	29,355	7,389	4,073		210,000	2,067,994
Total Expenditure	1,469,664	231,671	187,680	1,037,354	481,465	292,289	45,457	83,818	7,389	4,073		210,000	4,050,860
(Surplus)/Deficit	-493,281	140,145	-23,278	850,449	359,590	28,085	9,954	41,163	146	4,103		9,000	926,076

2021/22	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,023,796	-94,363	-217,497	-190,238	-125,653	-272,394		-42,655	-7,243	30		-154,000	-3,127,809
STAFFING COSTS	745,164	125,751	98,511	364,489	438,501	181,223		55,625					2,009,264
NON PAY COSTS													
Premises-Related Expenditure	204,087	75,761	4,316	527,839		50,045		27,506	7,533	3,557			900,644
Transport-Related Expenditure	6,000	705	3,221	11,725	322	1,669				90			23,731
Supplies & Services	521,985	35,564	86,586	162,657	53,274	64,443		2,759	86	552			927,906
Other supplies/services	32,614		281			10,953						114,000	157,848
Total Non Pay Costs	764,685	112,031	94,404	702,221	53,595	127,110		30,265	7,618	4,199		114,000	2,010,129
Total Expenditure	1,509,849	237,781	192,915	1,066,710	492,097	308,334		85,891	7,618	4,199		114,000	4,019,393
(Surplus)/Deficit	-513,947	143,419	-24,582	876,472	366,444	35,939		43,236	375	4,229		-40,000	891,584

2022/23	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,086,534	-97,288	-224,239	-193,674	-129,548	-280,839		-42,655	-7,243	30			-3,061,990
STAFFING COSTS	762,768	135,004	100,968	372,921	447,707	185,220		56,811					2,061,400
NON PAY COSTS													
Premises-Related Expenditure	210,414	78,110	4,450	544,202		51,597		28,359	7,766	3,667			928,564
Transport-Related Expenditure	6,186	727	3,320	12,088	332	1,721				93			24,466
Supplies & Services	538,166	36,667	89,270	167,699	54,925	66,441		2,845	88	569			956,671
Other supplies/services	33,625		290			11,292							45,207
Total Non Pay Costs	788,390	115,504	97,330	723,990	55,257	131,051		31,203	7,854	4,329			1,954,909
Total Expenditure	1,551,158	250,507	198,299	1,096,911	502,964	316,271		88,015	7,854	4,329			4,016,308
(Surplus)/Deficit	-535,375	153,219	-25,941	903,237	373,416	35,433		45,360	611	4,359			954,319

2023/24	Lincoln Castle	MLL	BBMFC	The Collection	Central	GOH	Aviation Heritage	Heritage Skills Centre	Windmills	Stamford	Development Activity	HLF Bursary	Heritage Service Total
INCOME	-2,151,216	-100,304	-231,191	-197,216	-133,564	-289,545		-42,655	-7,243	30			-3,152,904
STAFFING COSTS	780,795	137,904	103,486	381,420	457,103	189,309		58,022					2,108,039
NON PAY COSTS													
Premises-Related Expenditure	216,936	80,531	4,588	561,073		53,196		29,238	8,007	3,780			957,350
Transport-Related Expenditure	6,377	749	3,423	12,463	342	1,774				96			25,225
Supplies & Services	554,849	37,804	92,037	172,898	56,628	68,501		2,933	91	587			986,328
Other supplies/services	34,667		299			11,643					0		46,609
Total Non Pay Costs	812,830	119,084	100,348	746,434	56,970	135,113		32,171	8,098	4,463	0		2,015,511
Total Expenditure	1,593,625	256,989	203,834	1,127,854	514,072	324,422		90,193	8,098	4,463	0		4,123,550
(Surplus)/Deficit	-557,591	156,685	-27,357	930,638	380,508	34,878		47,538	855	4,493	0		970,646

Notes

1. 50% of the Cultural Services Manager and 50% of the Archives Manager salaries and associated on-costs have been removed from the Central budget and are now located in the Cultural Services and Archives budgets respectively, reflecting the nature of their roles.
2. No commercial activity is undertaken in the Status Quo model.
3. This assumes an LGPS of 16.4%, however this does not include the cash contribution.

4.4 Conclusions

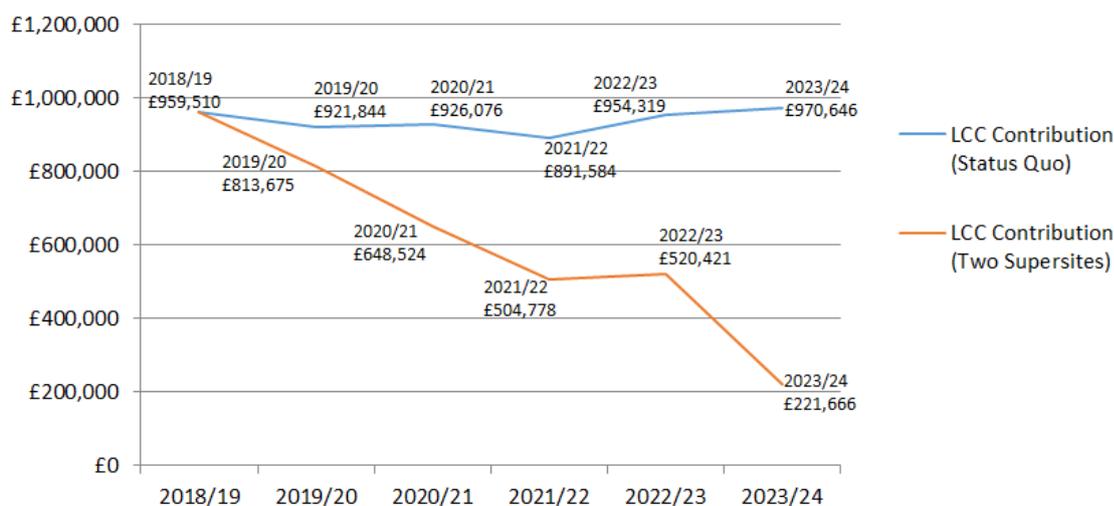
This Financial Case has presented two sets of financial data, one for the proposed two Supersite model and one for the Status Quo model.

- The Supersite model implemented a change programme based on the creation of two Supersites at Lincoln Castle and The Collection, the passing on of some Microsites to third parties, some efficiency savings, as well as the introduction of a Commercial programme which has been previously detailed in the Commercial Case.
- The Status Quo model maintained incremental growth and assumed that all sites within the present Heritage Service portfolio would be maintained as is.

The headline comparative data for both models is detailed in the table and graph below.

Year	LCC Contribution (Status Quo)	LCC Contribution (Two Supersites)
2018/19	£959,510	£959,510
2019/20	£921,844	£813,675
2020/21	£926,076	£648,524
2021/22	£891,584	£504,778
2022/23	£954,319	£520,421
2023/24	£970,646	£221,666

LCC Contribution to Heritage Service - Comparative Data (2018/19 - 2023/24)



The Status Quo model would deliver marginal savings initially. This is based on incremental performance improvements at Lincoln Castle, however these would be eaten away by rising costs at the other sites by the end of this scheme of work.

However, with the right investment at both The Collection and Lincoln Castle to create two Supersites, as well as efficiency savings and a commercial programme would deliver substantial income improvements over time. This would reduce LCC's contribution to the Heritage Service substantially over the course of this scheme of work.

5 Management Case

5.1 Introduction

The Management Case demonstrates that the preferred operation is capable of being delivered successfully, in accordance with LCC's recognised best practice.

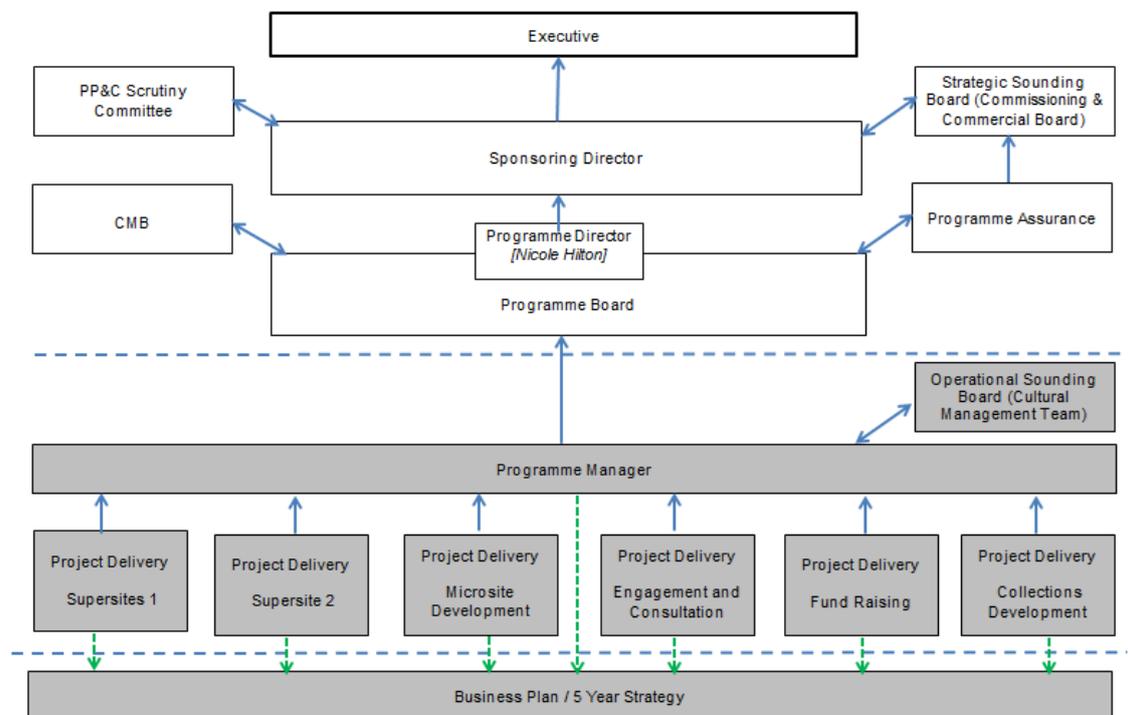
This section of the business case requires the spending authority to demonstrate that the spending proposal would be implemented in accordance with a recognised Programme and Project Management (PPM) methodology and that there are robust arrangements in place for change management and contract management, the delivery of benefits and the management and mitigation of risk.

It also requires the spending authority to specify the arrangements for monitoring (including key performance indicators) during implementation and for post implementation evaluation, as well as for Gateway reviews (if applicable), and the contingency plans for risk management of the scheme. The proposed approach is detailed below.

5.2 Programme and Project Management Methodology (PPM), Structure & Resources

This programme of work would be carried out in-line with LCC's own project management approach. This is a well-established methodology which is familiar to the organisation and draws on established practices from *Managing Successful Programmes* and *Prince 2.0* certifications.

The governance structure is outlined below.



The programme board is made up of the following:

- Programme Director
- Programme Manager
- Programme Administrator/Secretariat

- Audit
- Legal

And representation from the following LCC service area areas;

- Commercial
- Corporate Property
- Finance
- Corporate Communications
- Community Engagement
- Heritage Services
- People Management
- IMT

Additional representation from other officers within the Council may be required from time to time and attendance would be agreed by the Programme Director.

Terms of Reference have already been agreed and the board has been meeting since July 2018. The primary purpose of the Programme Board is to drive the Heritage Services Operating Model Change Programme forward; providing collaborative strategic leadership to ensure a successful conclusion to the programme. In order to achieve this, the Board would;

- Take decisions and make recommendations to appropriate committees to enable matters to be progressed.
- Ensure any issues and risks are raised so that potential consequences are mitigated.
- Demonstrate benefits realisation of individual projects, ensuring delivery of key commitments, objectives and milestones.
- Monitor and manage programme expenditure, highlighting cost pressures and potential efficiencies/savings.
- Coordinate the delivery of the programme, identifying the correlating impact of decisions made and interdependencies with other developments within the Council and other key stakeholders.
- Maintain a focus on staffing issues, including organisational culture.
- Give consideration to reputational issues that may impact on the standing of the Council, its staff and other stakeholders.
- Provide appropriate preparation for and attention to Board meetings.
- The programme would be managed by a Programme Manager with support from dedicated Project Officers and members of the Cultural Management Team to ensure that this programme of work can meet ongoing deadlines.

In addition, many of the aspects laid out in the Commercial Case would be delegated directly to the Cultural Management Team via the Programme Manager which is made up by a number of senior managers from across the service. This would typically include aspects such as development of ongoing interpretation across the sites, research around ticketing and pricing, etc.

There are currently a number of senior manager vacancies within the team and recruitment of these would be carried out in-line with the changes proposed in this business case in order to ensure that the strongest and most appropriate candidates are sourced.

It is expected that the structure noted above would remain in place until the next stage of this project is developed following feedback from this report and after the consultation period has been completed, dates of which are outlined below.

5.3 Programme Management Plans

Noted below are two timelines. The first is the initial timeline of the programme which takes us through the key gateways, including the consultation process, which allows the project to proceed as noted in this business case.

Date	Action
Ongoing	Stakeholder Analysis & Communications
18 th December 2018	Informal Executive
14 th January 2019	Publication of Proposals
22 nd January 2019	Public Protection and Scrutiny
5 th February 2019	Executive Decision
6 th February 2019	Consultation Begins (10 weeks)
March 2019	Mid Consultation Review
April 2019	End of Consultation
April 2019	Analysis of Consultation
TBC	Public Protection and Scrutiny
TBC	Executive Decision
TBC	Implementation Plan based on approval

5.4 Timeline for the proposed works

The timeline for the proposed works depends has been previously noted in the Financial Case (See 4.4.1).

As a whole, this is an ambitious scheme of work which builds on the achievement of previous projects such as original build at The Collection and, more recently, Lincoln Castle Revealed. As with these projects, it requires the support of many teams across LCC, including those listed within the Programme Board, as well as a wide range of stakeholders both internal and external to LCC.

5.5 Use of external contractors

The programme of work requires the development of a Cultural Enterprise model for the Heritage Service. As such, it requires the utilisation of expertise that currently sits outside of LCC and it would be necessary to bring in a number of external contractors, either to undertake specific schemes of work or to help build capacity of the existing team. This includes:

Contractor	Expertise
Interpretive master-planning	Refers to the planning and design of the museum or heritage experience in order to ensure that it delivers a coherent story, a wide range of appropriate outcomes and, in this case, is coordinated across sites and timelines to ensure a truly complementary programme across supersites to deliver the Lincolnshire DNA.
Fundraising	Now incorporates a wide-range of fundraising expertise to generate

	income from donations, wealthy individuals, corporates, etc.
Audience development	The process of understanding particular audience segment needs and integrating them into an ongoing public programme of exhibitions and events. This is concerned with attracting and retaining segments.
Business model & value proposition development	The quality of a product is no longer the only driver that will guarantee long-term sustainability of the Heritage Service. It is necessary to be able to understand how that product creates value for audiences (in order to attract them in the first place) and how income can be generated from those audiences. Business model & value proposition design are concerned with these processes.
Exhibition design	A traditional process of ensuring the look and feel of an exhibition delivers a high quality experience that also delivers a wide range of outcomes.

Each of these would be procured in-line with LCC's existing procurement processes to ensure quality and value for money given the available budget.

It is also worth highlighting that any building works commissioned as part of this programme will also require the use of a number of external contractors. LCC has considerable expertise in this area within Corporate Property and the Heritage Service welcomes the opportunity to work more closely with our colleagues to successful procurement and project delivery.

5.6 Impact on Heritage Service organisational structure

The proposed move to a supersite model would have an impact across the entire team, including that of the senior management team, in order to ensure that available resources are aligned to deliver against all investment objectives. It should be noted that for the duration of this programme, including after any potential organisational restructure that may take place, the overall staffing budget would not be increased from the 18/19 budget.

Design of a new team would take place using LCC's Organisation Design Toolkit which has been prepared to support managers to address key issues including career development, resourcing cross-functional departments, providing flexibility for changing demands, avoiding duplication of work, and ensuring effective integration of services.

We would also work with HR who would use the consultation task list which outlines the key events leading up to, during and after the consultation process, as well as HR-approved pre-engagement methods to prepare staff for this process.

5.7 Change and Contract Management Arrangements

Substantial work has been undertaken in the last 12 months to understand the legal and contractual commitments related to all our existing sites. This underpins the development of the Supersite concept and we are confident that we understand the legal position of these properties and that it would not delay implementation of this scheme of work.

Members of the Cultural Management Team have already undertaken a wide range of engagement with key stakeholders with whom we have developed strong relationships in order to ascertain their feedback and would continue to do so in advance of the formal consultation.

The formal consultation process which is due to begin in February 2019 and outlined in the schedule above has been designed by CMT with LCC's Community Engagement Team, together with input and expertise from LCC's Legal team. This would ensure that there is absolute clarity over the purpose of the consultation and support the implementation of a best-practice approach to consultation that would not delay this programme of work.

We intend to consult on the changes proposed to the heritage service, including the concept of Supersites. Key messages would include:

- We're extremely proud of our heritage sites, but we think there is the potential to do much more.
- We're developing a blueprint for the future of local heritage attractions, which would include investment in our sites to diversify our offer and improve the financial sustainability of our Heritage Service.
- The proposals would dramatically improve what the county has to offer Lincolnshire residents and inbound visitors, helping to deliver a wide range of social outcomes and boost the local tourism economy.

The purpose of this consultation is to:

- Generate enthusiasm for the proposals, and ascertain alternative suggestions, for the future of the Heritage Service.
- Minimise any criticism stemming from the proposed closure of/changes within our current property portfolio.
- Keep stakeholders well-informed throughout the process.

Consultation would take place with both internal and external stakeholders with 150+ types or groups having been identified. This includes, but is not limited to.

Internal	External
<ul style="list-style-type: none"> • Executive councillors • Local ward members • Other county councillors • Trade unions • Heritage staff • Heritage volunteers • Other LCC staff 	<ul style="list-style-type: none"> • Heritage stakeholders/partner organisations • Lincolnshire MPs • Relevant district, town, parish councils • Site visitors • Media • General public

5.7.1 Changes following consultation

Any changes to the programme of work after the Consultation process would be managed by the Programme Manager following discussion from the Programme Board. This would ensure that they are integrated within the scheme of work as it progresses.

5.8 Benefits Realisation

Benefits realisation typically spans the pre and post-delivery phases of a project to ensure that outcomes (and outputs) don't fall short of their original promise. It brings clarity to the articulation of the proposed benefits and also ensures accountability following the project's delivery. It's typically formed of three areas:

- Definition: clearly defined range of benefits and outcomes
- Planning: defines all changes needed to maximise benefits
- Realisation: ensures that plans are carried out and benefits maximised.

The Economic Case contains the four Investment Objectives and the evidence we would be collecting in order to ascertain success/failure. Resources will be used appropriately so that they are invested in collecting only that data which is necessary to underpin the development of the service.

We also propose to use the Heritage Lottery Fund's Outcomes Framework for the development of the proposed project which are noted in Appendix 5A. This currently has three outcomes (Outcomes for People, Outcomes for Heritage, and Outcomes for communities), but may be changed following HLF's current reassessment of their funding programmes which is due to be unveiled in January 2019. Both LCC and the Heritage Service are already familiar with this framework as it was used to support the highly successful transformation that was delivered in the Lincoln Castle Revealed project.

5.9 Creation of a Heritage Service Advisory Board

We propose that a new Heritage Service Advisory Board is established which is made up of those with core expertise within the wider cultural enterprise sphere. As with a traditional board of trustees, which is not possible with the current governance structure, this group would advise the Head of Cultural Services and wider LCC members to support the delivery of the investment objectives noted in the Strategic Case.

Their expertise would reflect those areas that are required to support this programme of work. This would include:

- People with a range of hard or technical skills. This would include, but is not limited to, financial, legal, management, commercial, fundraising, etc., who can ask and answer questions, and also offer an independent voice to support the development of the Heritage Service.
- Those people with a range of expertise from the wider culture and heritage sector. These are people who can advise on the future direction of the service with regards to the exhibitions and events that are planned, to share expertise, etc.
- People from the local community. Those people who are part of and understand local communities and can ensure that their voice is present in key discussions about the development of opportunities going forward.

The intention of this board is not to replace the expertise provided by LCC but to augment it to ensure that there is a balanced view that takes into account the commercial and wider audience considerations which now underpin the Heritage Service.

5.10 Risk Management

Risks and Issues for the delivery of this programme of work would be managed using the agreed methods as outlined in LCC's Project Management Toolkit with responsibilities outlined as follows:

- Risks are identified by the Programme Manager with support from the wider team and documented within the RAID log. These are reviewed regularly and resolved at a local level with support from the Cultural Management Team, if appropriate.
- The Project Sponsor and Programme Board will advise on the status of these risks and potential mitigations, if they can't be mitigated by the Programme Manager and/or the Cultural Management Team.
- If further escalation is required to mitigate any risk then it will be raised with the Programme Sponsor.
- The Heritage Service Advisory Board (once established) would also monitor long-term and strategic risks that would impact on the performance of the service.
- LCC's Audit team would ensure compliance with the programme's risk management through regular gateway reviews and would formally report with recommendations for further action.

5.11 Monitoring and implementation

Monitoring during implementation would be carried out at a number of levels and given the scope of works outlined, and would be proportionate to the significance of the work undertaken.

- The Programme Manager would monitor progress based on the associated action plans for each strand of work and the associated milestones. Each strand would have its own Project Officer who would be responsible for their scheme of work.
- The Programme Board would continue to monitor the project and would hold the Programme Manager to account. Changes to the implementation plan would be agreed and recorded in the project's documentation.
- As funding is likely to come from a number of sources, each funder would have their own monitoring criteria and milestones which would have to be reported at regular intervals.
- The Interpretation Steering Board would monitor progress of the commercial development of the service with support from the Cultural Management Team.

5.12 Post-implementation evaluation arrangements

A mixture of formal and informal evaluation would take place post-implementation.

- HLF, ACE and other funders would require a range of formal evaluation reporting at regular periods during the post-evaluation period. Reporting would be based on the HLF outcomes.
- We would commission an independent evaluation that formally assesses the project's delivery of the four investment objectives. This would be a combination of qualitative and quantitative aspects.

- While the Programme Board may no longer be running in the current format, formal reporting of the project would be made to the appropriate board at LCC. This would include feedback ascertained from the Advisory Board.
- A series of qualitative discussions based with key stakeholders would be undertaken to ascertain the impact of the project on them and the communities they represent.
- The project team would conduct its own informal evaluation within four broad sections in order to embed the learning from this project going forward.
 - What went well?
 - What didn't go well?
 - What improvements could be made?
 - How can feedback be implemented in projects going forward?
- Those business as usual aspects would be incorporated into the duties of the Cultural Management Team. This would include, for example, the planning and performance of the commercial programme within a robust reporting framework.
- A range of potential KPIs have also been identified and have been listed within the Economic Case.

5.13 Contingency arrangements

As outlined within the Strategic Case, the proposed option is to operate the Heritage Service under a Cultural Enterprise model with two Supersites based at Lincoln Castle and The Collection Museum & Art Gallery. If this option was not viable, the contingency options are as follows:

Contingency	Impact
Operate Heritage Service as Cultural Enterprise with only one Supersite – Lincoln Castle.	<ul style="list-style-type: none"> • Lincoln Castle still requires investment in order to maintain performance. • The Collection's financial performance is held back by a significant rates bill and without investment its financial contribution will always be held back. • Fewer visitors at The Collection over time. Its permanent exhibition is now 13 years old, three years older than what is considered permanent by the sector. • Likely to require closure of other Heritage Sites in order to control costs, potentially leading to long term decline of the Heritage Service and associated risk to the reputation of LCC. • Note that some sites cannot be closed due to contractual agreements already in place. Additionally, closing the • Usher Gallery would still require additional space to be created at The Collection
Extend timescale for development works over a longer period of time	<ul style="list-style-type: none"> • Additional costs incurred to maintain properties and service commitments over a longer period of time. • Impact on timing of exploiting commercial opportunities, depending on when physical changes to The Collection take place, leading to lower levels of financial sustainability for the Heritage Service. • LCC would need to financially support Heritage Service for longer or agree to further cutbacks to achieve cost neutrality.
Do nothing while researching other ways to deliver a more limited range of objectives with smaller scope.	<ul style="list-style-type: none"> • Heritage Service likely to be reduced year on year without capacity to develop commercially. Like to lead to slow decline of service, as highlighted above and negative impact on the visitor economy. • Reputational risk to LCC for failing to support a sustainable form of culture and heritage provision.

5.14 Exit strategy

This scheme of work is both ambitious and innovative and necessitates a number of projects across the Heritage Service.

In some cases, exit takes place when the specific schemes of work have been completed, for example once any intervention in either Lincoln Castle or The Collection have taken place, or when other sites no longer fall within the Heritage Service's remit or have been disposed of by LCC.

However, as the aim of this business case is to establish a Heritage Service that can leverage the full value of Lincolnshire's world-class culture and heritage to the full benefit of the county and its visitors, together with the associated investment objectives, a successful exit strategy is dependent on a more than a number of physical outputs.

This means that exit actually takes place when both sites and the specific actions noted in this business case are integrated into the Heritage Services' next 5 year strategy or second phase of the FuturePlan. In essence, then, the changes posited become business as usual, until a new scheme of work is proposed and undertaken.

5.15 Conclusions

This Management Case has presented a comprehensive approach to the management of this scheme of work. This utilises LCC's approved project management approach and also integrates with key democratic timelines, while also ensuring a comprehensive consultation with stakeholders. A clear process for identifying and managing risk has also been detailed. Contingencies have also been identified.

With regards to the development of the service, key areas for professional development for the service that are necessary to help deliver the increased commercial return necessary to support the long-term sustainability of the Heritage Service, have also been identified. This also includes the development of a formalised Advisory Panel that will bring a wide range of external expertise into the service.

A post-implementation evaluation approach has been identified, together with an Exit strategy which identifies the integration of this proposed scheme of work into the Heritage Service's as business as usual and/or the development of a second phase in the FuturePlan. This is an approach that will further support the delivery of the investment aim and objectives related stated within this business case.

Appendix

These have been created as a separate document, but contents are noted as follows:

Strategic Case

Appendix 1A: PESTLE (1.8.1)

Appendix 1B: SWOT (1.8.2)

Appendix 1C: Porter's Five Forces (1.8.3)

Appendix 1D: Lincoln Castle Supersite Concept (1.9.4.1)

Appendix 1E: CMAG Concept (1.9.4.2)

Appendix 1F: LCC's Heritage-related projects (1.10.2)

Economic Case

Appendix 2A: Comparative Visitor Number Data (2.4.4)

Appendix 2B: Comparative Data for Health & Wellbeing Impact (2.5.1)

Appendix 2C: Comparative Data for Economic Impact Assessment (2.6.1)

Commercial Case

Appendix 3A: Audience Finder Segmentation Definitions (3.4.3.1)

Financial Case

No Appendices

Management Case

Appendix 5A: HLF Outcomes (5.8)

Lincolnshire County Council

Detailed Business Case - Appendices

Future of the Heritage Service

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Strategic Case

Appendix 1A: PESTLE Analysis (1.8.1)

Political

- Brexit – is likely to result in a period of political instability until the UK has developed new relationships with Europe and the wider world.
- Industrial Strategy – government commitment to creating a more prosperous country post-Brexit. Of particular interest to this business case are People – *good jobs and greater earning power for all*, Infrastructure – *a major upgrade to the UK's infrastructure*, and Places – *prosperous communities across the UK*.
- Likely replacement for EU funds would be the *Shared Prosperity Fund* (tbc). While the precise make-up of this fund is not yet known, it is not intended to be a direct like-for-like replacement for ERDF, Creative Europe, etc., and would be more closely aligned to support the Industrial Strategy and other government priorities.
- While the Industrial Strategy has an economic focus, DCMS are currently in early stage development of a social (industrial) strategy which would highlight the crucial role that culture has to play in delivering economic growth and stronger communities.
- Culture and heritage play a key role in creating soft power, potentially even social control, and leveraging this is a priority for both national and regional governments.
- Political support for some additional investment within LCC, as well as a focus on commercialization of service and continued focus on efficiency savings.
- Culture and heritage increasingly seen as key factors in placemaking and key to economic growth. Placemaking refers to the development of a feeling of identity and pride for a particular place, for residents, workers, visitors and investors, and the role of government to shape this.

Economic

- Need to respond to LCC economic pressures and maintain efficiencies to support service to become cost-neutral.
- Heritage's role in increasing economic impact – the so-called heritage premium. Businesses that are based in heritage properties contribute greater GVA.
- Need to increase Heritage Service's commercial ability to promote greater levels of sustainability.
- Clear evidence from Hull (and other areas) that the right investment in culture can lead to further economic growth and attract inward investment.
- Culture and heritage contribute to skills development and increase employability.
- Success of Lincoln Castle project in increasing Lincoln's visitor economy.
- Visitor economy worldwide is expected to grow by 3.9% year on year until 2027, and the UK is going through a tourism boom on the back of the lower value of the pound.
- More UK visitors like to 'staycation' (remain in the UK for their holidays) given the relative decline of the strength of the pound since 2016.
- Developing the visitor economy is key priority for the LEP, although it's not clear to what extent this is represented within the development of the Lincolnshire local industrial strategy.
- Heritage service budgets do not reflect certain 'below the line' costs, including HR, IMT, Property, Legal, etc. This makes cost neutrality more complex to assess.
- Efficiencies in running multiple properties can be made through a more focused whole service development programme.

- Capital funding is available from public bodies (ACE, HLF), however it is generally available in smaller amounts and joint-funding is increasingly expected.

Social

- Changing cultural engagement trends tend toward storytelling and participatory approaches which are not reflected across the full LCC heritage portfolio.
- Demographic change indicates that younger generations want to experience culture in ways that are relevant to them and should reflect their needs, wants and interests.
- Improved audience segmentation methodologies now exist, including The Audience Agency's Audience Finder and MHM's Culture Segments, which support more targeted development exhibitions and events.
- Culture and heritage able to deliver wide range of health & wellbeing, as well as both formal and informal learning outcomes.
- Well-managed heritage increases community vibrancy, and creates a greater sense of identity and pride in place – it anchors us and creates a sense of shared memory.
- Heritage aligned with a key range of LCC social priorities through its Community Resilience and Assets Commissioning Plan.
- Erroneous assumptions from across the UK that Lincolnshire is a cultural wasteland so unable to attract greater levels of inward investment from large companies.

Technological

- Increased ubiquity of smart technology and social media is driving changes in marketing.
- Technology is better informing our understanding of audiences and their motivations to visit.
- Increased opportunities to integrate technology into interpretation to deliver a more innovative and engaging visitor experience.
- Technology can support more flexible offsite and multi-site working.

Legal

- There are no statutory duties related to museum provision. However, the Council has a power but not a duty to provide museums and art galleries through the Public Libraries and Museums Act (1964). Other attractions will probably be treated as museum under the 1964 Act but would otherwise be covered by the general power of competence under the Localism Act (2011).
- Potential for legal challenge from courts exists if LCC doesn't follow appropriate protocol related to stakeholder engagement and consultation.

Environment

- Environmental footprint and sustainability of sites, including reducing energy consumption and carbon footprint.
- Opportunities to improve conservation of assets.

Appendix 1B: SWOT (1.8.2)

	Helpful Strengths	Harmful Weaknesses
Internal	<ul style="list-style-type: none"> Lincoln Castle - world class attraction and commercially successful with clear evidence of economic impact and a growing reputation. Lincolnshire's historic breadth covering the last 2000 years is strong and there are many stories to be told Track record in obtaining large-scale funding The Collection (as a physical space) Good relationship with stakeholders and sector partners Sandford Award-winning learning programme Some strong collections across a range of historic periods HMT committed to change programme and supportive of wider commercialization ACE NPO status with 3 years of committed funding Heritage Service recognized as a key driver for the delivery of Community Resilience and Assets Commissioning Plan. 	<ul style="list-style-type: none"> Limited commercialization experience in the team and so limited audience development planning, interpretive masterplan, pricing strategy, etc. Lack of audience-focused development for exhibitions and events Constraints imposed by LCC reduce responsiveness of service to available opportunities for efficiency savings and value creation. Below the line costs which limit governance options. Current vision and mission don't position Heritage Service as driver of visitor economy. Not sufficiently audience-focused or innovative in approach to programming. Disparately placed sites – not always in the places you would choose to put a visitor site. This limits growth but also drives up operational costs. Outstanding legal commitments make site rationalization more complex and could push back timeline for change. 'Tired' exhibitions at MLL, The Collection and The Usher Gallery, as well as other microsites, are increasingly a turn-off for visitors, particularly younger generations. Lack of clear unifying identity and stories across sites – no Lincolnshire narrative The Collection and Lincoln Castle require further investment to unlock Commercial opportunities.

	Helpful Opportunities	Harmful Threats
External	<ul style="list-style-type: none"> • Leverage heritage assets to support wider LCC priorities, as well as placemaking , and economic growth through the visitor economy • Revisit mission and vision to align with placemaking and visitor economy priorities. • Retell story of Lincolnshire by creating a strategic interpretive masterplan which align stories and sites more effectively. • Fully develop commercial strategy by placing audiences (and not collections) at the heart of the development process. This needs to reflect segmentation, pricing, interpretation, fundraising, business model and value proposition, etc. • Potential to develop wider range of partnerships with national partners to support strategic growth opportunities through the display of temporary exhibitions. • Potential for fully-fledged programme to be introduced in order to increase commercial potential across the site. This would focus on more revenue generating initiatives. 	<ul style="list-style-type: none"> • LCC transition toward to commissioning and commercialisation may be interpreted by some funders as lack of support for culture and heritage. • Status Quo gives limited options for growth and would not contribute to placemaking or further growth of the visitor economy. Is likely to lead to long-term decline of the Heritage Service. • Cost neutrality less plausible without rationalization exercise. • Fundraising increasingly competitive. Less money available and more potential bidders. • HLF currently undergoing restructure of funding approach and new formats would not be clear until Jan 2019 (tbc). • Stakeholder interpretation of any proposed alterative of the service could be interpreted out of context.

Appendix 1C: Porter's Five Forces (1.8.3)

This exercise identifies and assesses the five competitive forces¹ that shape every industry, thus helping to determine its strengths and weaknesses, and whether investment in that industry should take place. Each investment is graded as LOW, MEDIUM or HIGH

Threat of new entrants (LOW)

A low threat of new entrants exists. The City of Lincoln Council, who would be the likely entrant, has leased many of its culture and heritage assets to LCC and so is unable to reposition itself as a direct competitor. A much higher threat of substitutes exists as a result.

Power of suppliers (HIGH)

In this case, suppliers relates to both funders, the supplies of capital, as well as those suppliers who provide commercial and other services related to exhibitions and events.

Funders hold most of the power. Without such investment the project would simply not happen, which also means that funders can substantially shape the direction of the project. Aligning with their desired outcomes is of key importance. Most providers of temporary exhibitions do so to extend the legacy of their existing exhibitions rather than to explicitly support other museums increase their commercial return.

Power of customers (MED-HIGH)

The more focused the value created then the less power customers hold. The success of Lincoln Castle, for example, is predicated on the development of a strong value proposition and this places greater power in the hands of the Heritage Service to charge more for ticketing and the associated retail and subsistence activity. This is not the case at out other sites, so ensuring that the future services deliver a strong value proposition is integral to its success.

Threat of substitute products/services (MED)

In terms of wider leisure or visitor attractions, there are many substitutes, notably traditional cinema and theatre; however, given Lincolnshire's rural nature there are a range of outdoor pursuits, including visiting the coast and notably the new North Sea Observatory at Chapel Point. Being able to offer a unique experience is the key to overcoming these threats.

Competition in the industry (MED)

A wide range of heritage sites exist in Lincolnshire. At the one end of the scale there is Lincoln Cathedral which is currently undergoing redevelopment through the Lincoln Castle Connected scheme, subsidized by a £12m grant by the HLF. When this opens it would be a significant competitor. A wider range of smaller heritage sites operates by both the National Trust (NT) and English Heritage (EH), as well as a number of sites operated by independent trusts also exists.

¹ These are the Threat of new entrants, Power of suppliers, Power of customers, Threat of substitutes, and Competition in the industry.

Appendix 1D: Lincoln Castle Concept (1.9.4.1)

The identity of the Lincoln Castle Supersite would be characterized as follows:

- Experiential – immersed in heritage
- History where it happened... and which still resonates today
- A world-leading visitor attraction that offers a great day out

Lincoln Castle should be viewed as a successful pilot of the supersite model which exemplifies the experience of 'history where it happened', offering a great day out that creates memories for all who visit. It also has a variety of flexible spaces in which blockbuster exhibitions which would drive income in the summer period and ensures that income levels are maintained.

The site, the themes and the interpretive principles for Lincoln Castle ensure not only a ground-breaking visitor experience but one that makes essential and relevant viewing. The themes of Power and Justice stand in connection with William the Conqueror, King John, Magna Carta, the Battle of Lincoln Fair, the operation of the law and the punishment that could follow; the overarching theme, however, is Accountability, for as then and now, we are all held to account for our actions.

The buildings and walls stand testament to Lincoln Castle's status and strategic importance over the last nearly 1,000 years. Today, it hosts two astonishing artefacts: Magna Carta and the Charter of the Forest. Though these documents answered the needs of a particular group of people at a specific time in history, their impact on our lives, even 800 years on, cannot be undervalued. Lincoln Castle is the only place in the world where they can be viewed together.

These documents are displayed in another of Lincoln Castle's assets, an original 18th-century prison building, and only moments away from a third, an original 19th-century Crown Court. These components, in their interconnectedness, underpin the interpretive power of the site. They tell a story of local, national and international significance – the story of justice, law, punishment, individual rights, equality and the freedoms we have as citizens. These themes are as relevant to us now as they were at the sealing of Magna Carta.

The intention of Lincoln Castle is to share this extraordinary history through the power of its assets – 1,000 years of history where it happened. And in so doing, drive to make Lincoln a destination of choice, revitalising the tourist industry and being a key contributor to the local visitor economy.

Also, given its stunning backdrop, the castle also offers great opportunities to leverage commercial events that bring in different audience segments and raise income, but also to expand the range of space available for temporary exhibitions to give our audiences more of a reason to return.



Lincoln Castle Revealed (from the air)



Lincoln Castle offers a stunning vantage point to appreciate Lincoln Cathedral and other local sites.



Digital engagement helps to communicate the crucial role that Magna Carta has played in shaping our lives today



Costumed interpretation adds an engaging layer to any school visit at Lincoln Castle

Appendix 1E: CMAG Concept (1.9.4.2)

The identity of The Collection Museum & Art Gallery would be characterized as:

- First-class museum experience – a classic object-focused museum with a contemporary twist in a stunning piece of contemporary architecture.
- Permanent exhibition that displays the best of our art and archaeology collections, telling a much more refined and engaging story about the history of Lincoln and/or Lincolnshire.
- Rotating programme of exhibitions that bring the best experiences to Lincoln from the UK's national museums and collections.

Above all, The Collection Museum & Art Gallery (CMAG) is a collection-centric museum, and as its name suggests, it would be located at The Collection building. It would tell the story of Lincoln and the county of Lincolnshire from prehistory and its early settlers up to modern times. The museum and gallery would connect audiences with the lived experience of Lincolnshire's past, by vividly telling the story of the city, the county and its people.

The story it would tell is one of place and people, evolving through interaction and exchange with artefacts. The county's complexities and contrasts would be revealed through the combined display and exploration of collections including archaeology, art, nature and social history, collectively displayed in this unique building.

CMAG would showcase the county's unique history. Exhibitions and displays would highlight and celebrate original material relating to the county's finest heritage stories, inspiring wide ranging interests and audiences. It would provide a snapshot into the past, and create a space in which visitors can learn, explore and develop a sense of place through the stories of who and what went before them.

Displays would be collections rich, providing a tapestry of artefacts in which the tangible evidence of the past is explored to reveal the story of historic Lincolnshire. Adaptable and layered interpretation would allow visitors to 'dip in' to the headlines, or 'dig deeper' into detailed stories and histories, as relevant to their individual interests. A variety of artefacts collectively displayed would create a blend of art, archaeology, nature, and social history, ranging from the ever extraordinary to the now unfamiliar but once every-day. Galleries would illustrate Lincolnshire's history-derived from the past- and re-interpreted for enjoyment and exploration by the county and community in which the museum and heritage collections now sit.

CMAG's wider temporary exhibition² and events programmes would build on The Heritage Service's existing experience in this area, enabling the very best of national and international touring exhibitions and prestigious loans to the County, complementing the county's rich showcase and providing the opportunity to explore and present Lincolnshire's position within, and to, the wider world.

² Temporary exhibitions are discussed in some detail in sections 1.9.4 And 3.5



Stunningly designed interiors



Improving public engagement through access to experts



Re-displaying the Usher Collection in ways that engage and inspire



Accessible to all, diversified in its provision



Classic museum experience with a twist – delivering the unexpected!

Appendix 1F – Full range of LCC's Heritage-related Projects (1.10.2)

LCC's Heritage focused projects					
	2013/14	2014/15	2015/16	2016/17	2017/18
Ruston and Hornsby Digitisation Project					
LCC Cost		£3,792.00	£20,408.31	£3,625.75	£0.00
Grant		-£28,642.00	-£10,313.62	-£17,615.00	-£4,565.00
Complete					Y
Lincoln Castle Revealed					
LCC Cost	£1,247,149.00	£2,134,335.00	£463,867.00	-£164,762	-£104,089
Grant	-£3,540,225.00	-£5,735,795.00	-£1,403,639.00	-£256,133	-£527,973
Complete					N
Bastion in the Air*					
LCC Cost				£5,394.22	£4,160.74
Grant*				£0.00	-£71,446.45
Complete					N
Aviation Heritage Partnership Grants					
LCC Cost	£944.00	£15.00	£2,167.05	£0.00	£0.00
Grant	-£139,757.00	-£106,424.00	-£96,605.95	-£64,847.37	-£79,017.50
Complete	Y	Y	Y	Y	Y

*This project is being delivered in partnership with West Lindsey District Council, who are the Grant holders, and reimburse the County Council for any tasks it completes as part of this project.

Lincolnshire Remembrance					
LCC Cost	£10,025	£10,025	£10,025		
Grant	£77,400	£29,920	£7,480		
Complete	Y	Y	Y		
Memories and Memorials					
LCC Cost			£7,933	£7,933	£7,933
Grant			£49,500	£23,600	£5,900
Complete			Y	Y	Y
Portable Antiquities Scheme					
LCC Cost					
Grant	£31,000	£31,000	£31,000	£31,000	£31,000
Complete	Y	Y	Y	Y	Y
Portable Antiquities Scheme Internship					
LCC Cost			N/A	N/A	N/A
Grant			£5,000.00	£5,000.00	£5,000.00
Complete			Y	Y	Y
Holbeach town assessment					
LCC Cost					£12,500
Grant					N/A
Complete					Y
Lincolnshire Extensive Urban Survey (PD)					
LCC Cost					N/A
Grant					£1,600
Complete					
Heritage Open Days					
LCC Cost					£20,000
Grant					£13,500
Complete					N
Boston Sessions House					
LCC Cost				£6,000	£7,730
Grant					£10,000
Complete				Y	Y
HLF Skills for the Future 2018-2022					
LCC Total Cost					£3,100
Total Grant					£30,600
Complete					N
HLF Skills for the Future 2010-2015**					
LCC Total Cost			£214,223		
Total Grant			£370,017		
Complete			Y		

**Unable to subdivide costs into each year

Places Team					
Prehistory Learning Resources				£10,000	£5,000
Bricks and Bones					£2,900
Lincolnshire Heritage Forum website					£1,100
Landowners Project					£11,944
Value of heritage					£20,000
Heritage Lincolnshire Layers of History			£4,000		£20,500
Community Engagement Team					
St. Oswald's Church Walcott PCC Walcott - Billinghay	£300.00				
Martin Dales First World War Memorial	£150.00				
Art Pop-Up	£500.00				
Art Pop-Up	£500.00				
Sleaford Museum Trust	£400.00				
The Royal British Legion	£400.00				
Art Pop-Up	£500.00				
Art Pop Up	£500.00				
Gatherums and Springside Regeneration Group	£1,000.00				
Utterby Parish Council	£500.00				
Bourne Civic Society	£200.00				
RAF Chapel Flower Guild	£250.00				
Westborough and Dry Doddington Parish Council	£400.00				
The Mallard Project	£100.00				
The Mallard Project	£100.00				
Gatherums of Aswell Hole and the Horsesteps	£23,804.40				
RAF Ingham Heritage Group	£25,000				
Utterby St Andrews District Church Council	£14,661.18				
Heritage Trust	£86,597				
Airborne Forces Memorial RAF Barkston Heath		£500.00			
North Thoresby Parochial Church Council		£1,000.00			
Barrowby Bell Ringers		£250.00			
Ingoldmells Parish Council		£500.00			
St James Deeping Signal Box Group		£1,000.00			
Church of St Mary Cowbit PCC Cowbit		£200.00			
St Lawrence Church Bardney		£1,000.00			
Bracebridge Neighbourhood Board		£500.00			
Sturton-by-Stow Parish Council		£1,000.00			
Tattershall with Thorpe Parish Council		£250.00			
St Martin's Church		£500.00			
Strubby Memorial Fund		£1,200.00			
Friends of Lea Road Station		£200.00			
Alford & District Civic Trust Limited		£300.00			
Bilsby & Farlethorpe Parish Council		£200.00			
Bracebridge Heath Parish Council		£250.00			
Stamford Town Council		£1,100.00			
St Wulfram's Spire Appeal		£250.00			
St Thomas's PCC Project Team			£700.00		
Stickford Parish Council			£300.00		
Fishtoft Parish Council			£1,500.00		
Glenthams Parish Council			£200.00		
Long Bennington Pre-School			£200.00		
Installation of heating into Beonna at All Saints			£20,000		
Heckington Windmill Regeneration Project			£20,000		
Long Sutton Market House Trust Archdoor Replacement			£3,930		
My Grantham			£14,500		
Memories & Memorials - Ruskington Library hub				£1,000.00	
St Mary Le Wigford - Bricks & Bones				£2,400.00	

Economic Case

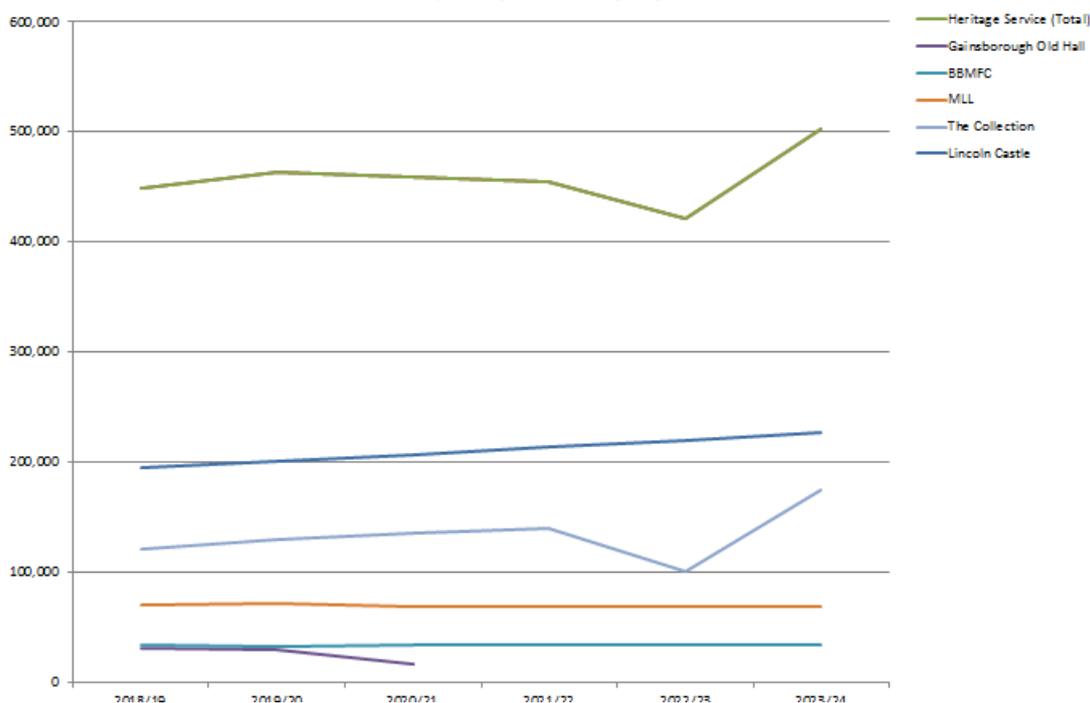
Appendix 2A: Comparative Visitor Number Data (2.4.4)

Heritage Service Visitor Numbers - Two Supersite Model					
Lincoln Castle					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	195,000	131,820	31,505	49,169	51,146
2019/20	201,000	135,876	32,474	50,682	52,720
2020/21	207,000	139,932	33,444	52,195	54,294
2021/22	213,000	143,988	34,413	53,708	55,867
2022/23	219,000	148,044	35,383	55,220	57,441
2023/24	226,000	152,776	36,513	56,985	59,277
Totals	1,261,000	852,436	203,732	317,959	330,745
	100%	67.6%	23.9%	37.3%	38.8%
The Collection					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	120,000	77,040	39,059	23,343	14,638
2019/20	130,000	83,460	42,314	25,288	15,857
2020/21	135,000	86,670	43,942	26,261	16,467
2021/22	140,000	89,880	45,569	27,234	17,077
2022/23	100,000	64,200	32,549	19,453	12,198
2023/24	175,000	112,350	56,961	34,042	21,347
Totals	800,000	513,600	260,395	155,621	97,584
	100%	64.2%	50.7%	30.3%	19.0%
MLL					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	70,000	51,450	30,664	15,847	10,084
2019/20	71,000	52,185	31,102	16,073	10,228
2020/21	68,000	49,980	29,788	15,394	9,796
2021/22	68,000	49,980	29,788	15,394	9,796
2022/23	69,000	50,715	30,226	15,620	9,940
2023/24	68,000	49,980	29,788	15,394	9,796
Totals	414,000	304,290	181,357	93,721	59,641
	100%	73.5%	59.6%	30.8%	19.6%
BBMFC					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	33,000	25,509	5,000	9,413	11,096
2019/20	32,000	24,736	4,848	9,128	10,760
2020/21	33,000	25,509	5,000	9,413	11,096
2021/22	34,000	26,282	5,151	9,698	11,433
2022/23	33,000	25,509	5,000	9,413	11,096
2023/24	34,000	26,282	5,151	9,698	11,433
Totals	199,000	153,827	30,150	56,762	66,915
	100%	77.3%	19.6%	36.9%	43.5%

Gainsborough Old Hall					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	30,000	25,530	4,366	15,395	5,770
2019/20	29,000	24,679	4,220	14,881	5,577
2020/21	16,000	13,616	2,328	8,210	3,077
2021/22					
2022/23					
2023/24					
Totals	75,000	63,825	10,914	38,486	14,424
	100%	85.1%	17.1%	60.3%	22.6%

Heritage Service (Total)					
Financial Year	Total Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	448,000	311,349	110,594	113,166	92,734
2019/20	463,000	320,936	114,959	116,052	95,143
2020/21	459,000	315,707	114,502	111,473	94,731
2021/22	455,000	310,130	114,922	106,033	94,173
2022/23	421,000	288,468	103,158	99,706	90,676
2023/24	503,000	341,388	128,414	116,119	101,852
Totals	2,749,000	1,887,978	686,548	662,549	569,309
	100%	68.7%	36.4%	35.1%	30.2%

Heritage Service - Comparative Visitor Numbers Supersite Model (2018/19 - 2023/24)



Heritage Service Visitor Numbers - Status Quo Model

Lincoln Castle					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	195,000	131,820	31,505	49,169	51,146
2019/20	195,000	131,820	31,505	49,169	51,146
2020/21	195,000	131,820	31,505	49,169	51,146
2021/22	195,000	131,820	31,505	49,169	51,146
2022/23	195,000	131,820	31,505	49,169	51,146
2023/24	195,000	131,820	31,505	49,169	51,146
Totals	1,170,000	790,920	189,030	295,013	306,877
	100%	67.6%	23.9%	37.3%	38.8%

The Collection					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	120,000	77,040	39,059	23,343	14,638
2019/20	120,000	77,040	39,059	23,343	14,638
2020/21	120,000	77,040	39,059	23,343	14,638
2021/22	120,000	77,040	39,059	23,343	14,638
2022/23	120,000	77,040	39,059	23,343	14,638
2023/24	120,000	77,040	39,059	23,343	14,638
Totals	720,000	462,240	234,356	140,059	87,826
	100%	64.2%	50.7%	30.3%	19.0%

MLL					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	70,000	51,450	30,664	15,847	10,084
2019/20	70,000	51,450	30,664	15,847	10,084
2020/21	70,000	51,450	30,664	15,847	10,084
2021/22	70,000	51,450	30,664	15,847	10,084
2022/23	70,000	51,450	30,664	15,847	10,084
2023/24	70,000	51,450	30,664	15,847	10,084
Totals	420,000	308,700	183,985	95,080	60,505
	100%	73.5%	59.6%	30.8%	19.6%

BBMFC					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	33,000	25,509	5,000	9,413	11,096
2019/20	33,000	25,509	5,000	9,413	11,096
2020/21	33,000	25,509	5,000	9,413	11,096
2021/22	33,000	25,509	5,000	9,413	11,096
2022/23	33,000	25,509	5,000	9,413	11,096
2023/24	33,000	25,509	5,000	9,413	11,096
Totals	198,000	153,054	29,999	56,477	66,578
	100%	77.3%	19.6%	36.9%	43.5%

Gainsborough Old Hall					
Financial Year	Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	30,000	25,530	4,366	15,395	5,770
2019/20	30,000	25,530	4,366	15,395	5,770
2020/21	30,000	25,530	4,366	15,395	5,770
2021/22	30,000	25,530	4,366	15,395	5,770
2022/23	30,000	25,530	4,366	15,395	5,770
2023/24	30,000	25,530	4,366	15,395	5,770
Totals	180,000	153,180	26,194	92,368	34,619
	100%	85.1%	17.1%	60.3%	22.6%

Heritage Service (Total)					
Financial Year	Total Visitors	Adult Visitor Volume	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors
2018/19	448,000	311,349	110,594	113,166	92,734
2019/20	448,000	311,349	110,594	113,166	92,734
2020/21	448,000	311,349	110,594	113,166	92,734
2021/22	448,000	311,349	110,594	113,166	92,734
2022/23	448,000	311,349	110,594	113,166	92,734
2023/24	448,000	311,349	110,594	113,166	92,734
Totals	2,688,000	1,868,094	663,563	678,996	556,405
	100%	69.5%	35.5%	36.3%	29.8%

*Given the lack of deviation in visitor numbers under the Status Quo model, no graph has been produced.

Appendix 2B: Comparative Data for Economic Impact Assessment (2.5.1)

Heritage Service - Comparative Economic Impact Data - Supersite Model (2018/19 - 2023/24)

Lincoln Castle (Supersite 1)											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£696,410	Major	£293,798	£5,026,024
2019/20	201,000	135,876	Large	32,474	50,682	52,720	£4,877,833	£719,392	Major	£303,494	£5,181,326
2020/21	207,000	139,932	Large	33,444	52,195	54,294	£5,023,440	£741,693	Major	£312,902	£5,336,342
2021/22	213,000	143,988	Large	34,413	53,708	55,867	£5,169,047	£764,685	Major	£322,601	£5,491,648
2022/23	219,000	148,044	Large	35,383	55,220	57,441	£5,314,654	£788,390	Major	£332,602	£5,647,256
2023/24	226,000	152,776	Large	36,513	56,985	59,277	£5,484,529	£812,830	Major	£342,913	£5,827,441
Totals	1,261,000	852,436		203,732	317,959	330,745	£30,601,728	£4,523,400	Major	£1,908,309	£32,510,037
	100%	67.6%		23.9%	37.3%	38.8%					

The Collection Museum & Art Gallery (Supersite 2)											
						Fall in visitors in 2022/23 due to closure of Usher Gallery. Increase in visitors in 2023/24 due to re-opening of museum as Supersite					
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£639,523	Major	£269,799	£2,313,552
2019/20	130,000	83,460	Large	42,314	25,288	15,857	£2,214,066	£660,627	Major	£278,702	£2,492,768
2020/21	135,000	86,670	Large	43,942	26,261	16,467	£2,299,222	£681,107	Major	£287,342	£2,586,565
2021/22	140,000	89,880	Large	45,569	27,234	17,077	£2,384,379	£702,221	Major	£296,249	£2,680,628
2022/23	100,000	64,200	Large	32,549	19,453	12,198	£1,703,128	£713,530	Major	£301,020	£2,004,148
2023/24	175,000	112,350	Large	56,961	34,042	21,347	£2,980,474	£675,649	Major	£285,039	£3,265,513
Totals	800,000	513,600		260,395	155,621	97,584	£13,625,022	£4,072,657	Major	£1,718,152	£15,343,174
	100%	64.2%		50.7%	30.3%	19.0%					

MLL											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£102,028	Low/Moderate	£51,652	£1,506,260
2019/20	71,000	52,185	Large	31,102	16,073	10,228	£1,475,389	£105,395	Low/Moderate	£53,356	£1,528,745
2020/21	68,000	49,980	Large	29,788	15,394	9,796	£1,413,049	£108,662	Low/Moderate	£55,010	£1,468,059
2021/22	68,000	49,980	Large	29,788	15,394	9,796	£1,413,049	£112,031	Low/Moderate	£56,716	£1,469,764
2022/23	69,000	50,715	Large	30,226	15,620	9,940	£1,433,829	£115,504	Low/Moderate	£58,474	£1,492,303
2023/24	68,000	49,980	Large	29,788	15,394	9,796	£1,413,049	£119,084	Low/Moderate	£60,286	£1,473,335
Totals	414,000	304,290		181,357	93,721	59,641	£8,602,972	£662,704	Low/Moderate	£335,494	£8,938,466
	100%	73.5%		59.6%	30.8%	19.6%					

BBMFC											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£85,975	Low/Moderate	£42,945	£1,007,974
2019/20	32,000	24,736	Medium	4,848	9,128	10,760	£935,787	£88,812	Low/Moderate	£44,362	£980,148
2020/21	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£91,565	Low/Moderate	£45,737	£1,010,767
2021/22	34,000	26,282	Medium	5,151	9,698	11,433	£994,273	£94,404	Low/Moderate	£47,155	£1,041,428
2022/23	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£97,330	Low/Moderate	£48,616	£1,013,646
2023/24	34,000	26,282	Medium	5,151	9,698	11,433	£994,273	£100,348	Low/Moderate	£50,124	£1,044,397
Totals	199,000	153,827		30,150	56,762	66,915	£5,819,423	£558,434	Low/Moderate	£278,938	£6,098,361
	100%	77.3%		19.6%	36.9%	43.5%					

Gainsborough Old Hall						Notice given for English Heritage to retain operational ownership in Q3 2019/20, with handover taking place in Q3 2020/21. Thereafter, the					
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£115,761	Low/Moderate	£57,823	£882,662
2019/20	29,000	24,679	Medium	4,220	14,881	5,577	£797,345	£119,582	Low/Moderate	£59,731	£857,076
2020/21	16,000	13,616	Medium	2,328	8,210	3,077	£439,914	£61,644	Low/Moderate	£30,791	£470,705
2021/22											
2022/23											
2023/24											
Totals	75,000	63,825		10,914	38,486	14,424	£2,062,098	£296,987	Low/Moderate	£148,345	£2,210,443
	100%	85.1%		17.1%	60.3%	22.6%					

Heritage Service Combined Totals											
Financial Year	Total Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	448,000	311,349	N/A	110,594	113,166	92,734	£10,020,457	£1,639,697	N/A	£716,016	£10,736,473
2019/20	463,000	320,936		114,959	116,052	95,143	£10,300,419	£1,693,808		£739,645	£11,040,064
2020/21	459,000	315,707		114,502	111,473	94,731	£10,140,655	£1,684,671		£731,782	£10,872,437
2021/22	455,000	310,130		114,922	106,033	94,173	£9,960,748	£1,673,341		£722,721	£10,683,469
2022/23	421,000	288,468		103,158	99,706	90,676	£9,416,640	£1,714,754		£740,713	£10,157,353
2023/24	503,000	341,388		128,414	116,119	101,852	£10,872,324	£1,707,911		£738,362	£11,610,686
Totals	2,749,000	1,887,978		N/A	686,548	662,549	569,309	£60,711,243		£10,114,182	N/A
	100%	68.7%	36.4%		35.1%	30.2%					

Heritage Service - Comparative Economic Impact Data - Status Quo Model (2018/19 - 2023/24)

Lincoln Castle											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£696,410	Major	£293,798	£5,026,024
2019/20	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£719,392	Major	£303,494	£5,035,719
2020/21	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£741,693	Major	£312,902	£5,045,128
2021/22	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£764,685	Major	£322,601	£5,054,827
2022/23	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£788,390	Major	£332,602	£5,064,828
2023/24	195,000	131,820	Large	31,505	49,169	51,146	£4,732,226	£812,830	Major	£342,913	£5,075,139
Totals	1,170,000	790,920		189,030	295,013	306,877	£28,393,356	£4,523,400	Major	£1,908,309	£30,301,665
	100%	67.6%		23.9%	37.3%	38.8%					

The Collection Museum & Art Gallery											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£639,523	Major	£269,799	£2,313,552
2019/20	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£660,627	Major	£278,702	£2,322,455
2020/21	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£681,107	Major	£287,342	£2,331,095
2021/22	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£702,221	Major	£296,249	£2,340,003
2022/23	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£723,990	Major	£305,433	£2,349,187
2023/24	120,000	77,040	Large	39,059	23,343	14,638	£2,043,753	£746,434	Major	£314,902	£2,358,655
Totals	720,000	462,240		234,356	140,059	87,826	£12,262,520	£4,153,902	Major	£1,752,427	£14,014,947
	100%	64.2%		50.7%	30.3%	19.0%					

MLL											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£102,028	Low/Moderate	£51,652	£1,506,260
2019/20	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£105,395	Low/Moderate	£53,356	£1,507,965
2020/21	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£108,662	Low/Moderate	£55,010	£1,509,619
2021/22	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£112,031	Low/Moderate	£56,716	£1,511,324
2022/23	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£115,504	Low/Moderate	£58,474	£1,513,083
2023/24	70,000	51,450	Large	30,664	15,847	10,084	£1,454,609	£119,084	Low/Moderate	£60,286	£1,514,895
Totals	420,000	308,700		183,985	95,080	60,505	£8,727,653	£662,704	Low/Moderate	£335,494	£9,063,147
	100%	73.5%		59.6%	30.8%	19.6%					

BBMFC											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£85,975	Low/Moderate	£42,945	£1,007,974
2019/20	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£88,812	Low/Moderate	£44,362	£1,009,392
2020/21	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£91,565	Low/Moderate	£45,737	£1,010,767
2021/22	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£94,404	Low/Moderate	£47,155	£1,012,185
2022/23	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£97,330	Low/Moderate	£48,616	£1,013,646
2023/24	33,000	25,509	Medium	5,000	9,413	11,096	£965,030	£100,348	Low/Moderate	£50,124	£1,015,154
Totals	198,000	153,054		29,999	56,477	66,578	£5,790,180	£558,434	Low/Moderate	£278,938	£6,069,118
	100%	77.3%		19.6%	36.9%	43.5%					

Gainsborough Old Hall											
Financial Year	Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£115,761	Low/Moderate	£57,823	£882,662
2019/20	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£119,582	Low/Moderate	£59,731	£884,571
2020/21	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£123,289	Low/Moderate	£61,583	£886,422
2021/22	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£127,110	Low/Moderate	£63,491	£888,331
2022/23	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£131,051	Low/Moderate	£65,460	£890,299
2023/24	30,000	25,530	Medium	4,366	15,395	5,770	£824,839	£135,113	Low/Moderate	£67,489	£892,328
Totals	180,000	153,180		26,194	92,368	34,619	£4,949,036	£751,906	Low/Moderate	£375,577	£5,324,613
	100%	85.1%		17.1%	60.3%	22.6%					

Heritage Service Combined Totals											
Financial Year	Total Visitors	Adult Visitor Volume	Size	Local Adult Visitors	Day Adult Visitors	Overnight Adult Visitors	Tourism Impact (£)	Non-Staff Costs	Significance	Expenditure on Goods/Service	Wider Economic Impact (£)
2018/19	448,000	311,349	N/A	110,594	113,166	92,734	£10,020,457	£1,639,697	N/A	£716,016	£10,736,473
2019/20	448,000	311,349		110,594	113,166	92,734	£10,020,457	£1,693,808		£739,645	£10,760,102
2020/21	448,000	311,349		110,594	113,166	92,734	£10,020,457	£1,746,316		£762,573	£10,783,031
2021/22	448,000	311,349		110,594	113,166	92,734	£10,020,457	£1,800,451		£786,213	£10,806,670
2022/23	448,000	311,349		110,594	113,166	92,734	£10,020,457	£1,856,265		£810,586	£10,831,043
2023/24	448,000	311,349		110,594	113,166	92,734	£10,020,457	£1,913,809		£835,714	£10,856,171
Totals	2,688,000	1,868,094	N/A	663,563	678,996	556,405	£60,122,744	£10,650,346	N/A	£4,650,746	£64,773,490
	100%	69.5%		35.5%	36.3%	29.8%					

Appendix 2C: Comparative Data for Health & Wellbeing Assessment (2.6.1)

Two Supersite Model - Health & Wellbeing Comparative Data (2018/19 - 2023/24)
 Based on DCMS' Further analysis to value the health and educational benefits of sport and culture
 Exercise completed using 13-18 visitor data (WM), assumption of adult visitors from 2016/17 complete analysis and costs savings from DCMS analysis

	Financial Year	Visitor Volume	Adult Visitor Volume 67.6%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
Lincoln Castle	2018/19	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2019/20	201,000	135,876	£351,919		£475,566		£827,485	£6.09
	2020/21	207,000	139,932	£362,424		£489,762		£852,186	£6.09
	2021/22	213,000	143,988	£372,929		£503,958		£876,887	£6.09
	2022/23	219,000	148,044	£383,434		£518,154		£901,588	£6.09
	2023/24	226,000	152,776	£395,690		£534,716		£930,406	£6.09
	Total	1,261,000	852,436	£2,207,809		£2,983,526		£5,191,335	£6.09

	Financial Year	Total Visitor Volume	Adult Visitor Volume 64.2%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
The Collection	2018/19	120,000	77,040	£145,606		£196,452		£342,058	£4.44
	2019/20	130,000	83,460	£157,739		£212,823		£370,562	£4.44
	2020/21	135,000	86,670	£163,806		£221,009		£384,815	£4.44
	2021/22	140,000	89,880	£169,873		£229,194		£399,067	£4.44
	2022/23	100,000	64,200	£121,338		£163,710		£285,048	£4.44
	2023/24	175,000	112,350	£212,342		£286,493		£498,834	£4.44
	Total	800,000	513,600	£970,704		£1,309,680		£2,280,384	£4.44

	Financial Year	Total Visitor Volume	Adult Visitor Volume 73.5%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
MLL	2018/19	70,000	51,450	£97,241		£131,198		£228,438	£4.44
	2019/20	71,000	52,185	£98,630		£133,072		£231,701	£4.44
	2020/21	68,000	49,980	£94,462		£127,449		£221,911	£4.44
	2021/22	68,000	49,980	£94,462		£127,449		£221,911	£4.44
	2022/23	69,000	50,715	£95,851		£129,323		£225,175	£4.44
	2023/24	68,000	49,980	£94,462		£127,449		£221,911	£4.44
	Total	414,000	304,290	£575,108		£775,940		£1,351,048	£4.44

	Financial Year	Total Visitor Volume	Adult Visitor Volume 77.3%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
BBMF	2018/19	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2019/20	32,000	24,736	£64,066		£86,576		£150,642	£6.09
	2020/21	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2021/22	34,000	26,282	£68,070		£91,987		£160,057	£6.09
	2022/23	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2023/24	34,000	26,282	£68,070		£91,987		£160,057	£6.09
	Total	199,000	153,827	£398,412		£538,395		£936,806	£6.09

	Financial Year	Total Visitor Volume	Adult Visitor Volume 85.1%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
GoH	2018/19	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2019/20	29,000	24,679	£63,919		£86,377		£150,295	£6.09
	2020/21	16,000	13,616	£35,265		£47,656		£82,921	£6.09
	2021/22								
	2022/23								
	2023/24								
	Total	75,000	63,825	£165,307		£223,388		£388,694	£6.09

Heritage Service - Health & Wellbeing Impact Data - Supersite Model (2018/19 - 2023/24)

	Financial Year	Total Visitor Volume	Total Adult Visitor Volume	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Heritage Service Total per annum	Heritage Service Total per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
Heritage Service	2018/19	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2019/20	463,000	320,936	£479,904	£256,369	£648,519	£345,895	£1,730,686	£5.39
	2020/21	459,000	315,707	£463,758	£258,269	£626,700	£348,458	£1,697,183	£5.38
	2021/22	455,000	310,130	£440,999	£264,335	£595,945	£356,643	£1,657,923	£5.35
	2022/23	421,000	288,468	£449,502	£217,189	£607,436	£293,033	£1,567,160	£5.43
	2023/24	503,000	341,388	£463,760	£306,804	£626,703	£413,942	£1,811,208	£5.31
	Total	2,749,000	1,887,978	£2,771,528	£1,545,812	£3,745,308	£2,085,620	£10,148,268	£5.38

Status Quo Model - Health & Wellbeing Comparative Data (2018/19 - 2023/24)
 Based on DCMS' Further analysis to value the health and educational benefits of sport and culture
 Exercise completed using 13-18 visitor data (WM), assumption of adult visitors from 2016/17 complete analysis and costs savings from DCMS analysis

	Financial Year	Visitor Volume	Adult Visitor Volume 67.6%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
Lincoln Castle	2018/19	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2019/20	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2020/21	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2021/22	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2022/23	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	2023/24	195,000	131,820	£341,414		£461,370		£802,784	£6.09
	Total	1,170,000	790,920	£2,048,483		£2,768,220		£4,816,703	£6.09

	Financial Year	Total Visitor Volume	Adult Visitor Volume 64.2%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
The Collection	2018/19	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	2019/20	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	2020/21	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	2021/22	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	2022/23	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	2023/24	120,000	77,040		£145,606		£196,452	£342,058	£4.44
	Total	720,000	462,240		£873,634		£1,178,712	£2,052,346	£4.44

	Financial Year	Total Visitor Volume	Adult Visitor Volume 73.5%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
MLL	2018/19	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	2019/20	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	2020/21	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	2021/22	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	2022/23	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	2023/24	70,000	51,450		£97,241		£131,198	£228,438	£4.44
	Total	420,000	308,700		£583,443		£787,185	£1,370,628	£4.44

	Financial Year	Total Visitor Volume	Adult Visitor Volume 77.3%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
BBMF	2018/19	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2019/20	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2020/21	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2021/22	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2022/23	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	2023/24	33,000	25,509	£66,068		£89,282		£155,350	£6.09
	Total	198,000	153,054	£396,410		£535,689		£932,099	£6.09

	Financial Year	Total Visitor Volume	Adult Visitor Volume 85.1%	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Total per site/year	Saving per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
GoH	2018/19	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2019/20	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2020/21	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2021/22	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2022/23	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	2023/24	30,000	25,530	£66,123		£89,355		£155,478	£6.09
	Total	180,000	153,180	£396,736		£536,130		£932,866	£6.09

Heritage Service - Health & Wellbeing Impact Data - Status Quo Model (2018/19 - 2023/24)

	Financial Year	Total Visitor Volume	Total Adult Visitor Volume	Health Cost Savings (Adult visitors only)		Wellbeing Cost Savings (Adult visitors only)		Heritage Service Total per annum	Heritage Service Total per adult visitor
				Heritage @ £2.59	Museum @ £1.89	Heritage @ £3.50	Museum @ £2.55		
Heritage Service	2018/19	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2019/20	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2020/21	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2021/22	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2022/23	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	2023/24	448,000	311,349	£473,605	£242,846	£640,007	£327,650	£1,684,107	£5.41
	Total	2,688,000	1,868,094	£2,841,629	£1,457,077	£3,840,039	£1,965,897	£10,104,641	£5.41

Commercial Case

Appendix 3A - Audience Finder Segmentation Definitions (3.4.3.1)

For full descriptions see audiencefinder.org

Segment	Average Ticket Yield
<p>Metroculturals</p> <ul style="list-style-type: none"> • Prosperous, liberal urbanite group • Often choose a city lifestyle for the broad cultural opportunity it affords • Interested in a very wide spectrum of activity, but many tend towards their own preferred artform or style • Apt to be active museum attenders, but tend to be more engaged with the arts and many on a weekly basis. Represent good prospects for new, innovative work. • Likely to be working in demanding but rewarding professions, including arts professionals, they are highly educated and have a wide variety of other interests. 	£28.50
<p>Commuterland Culturebuffs</p> <ul style="list-style-type: none"> • Affluent and settled group with many working in higher managerial and professional occupations • Keen consumers of culture, with broad tastes but a leaning towards heritage and more classical or traditional offerings • Often mature families or retirees, living largely in leafy provincial suburban or greenbelt comfort • A group wounding to travel and pay for premium experiences, their habits perhaps influenced by commuting • Motivations are multiple, ranging from social and self-improvement, to the pursuit of learning opportunities for older children • Tend to be frequent attenders and potential donors 	£26.25
<p>Experience Seekers</p> <ul style="list-style-type: none"> • Make up an important and significant part of urban arts audiences • This group are highly active, diverse, social and ambitious singles and couples and younger people engaging with the arts on a regular basis • Often students, recent graduates and in the early to mid-stages of their careers • Tend to live close to city centres, so have easy access to and attend a wide variety of arts, museums, galleries and heritage • Interests cover mainstream, contemporary and culturally diverse offers and attending is at the heart of their social lives • They are mostly in search of new things to do and have disposable income to spend on a variety of leisure activities like sports/arts memberships, visits to cafes, bars and restaurants • Typically digitally savvy, they would share experiences through social media on their smartphones 	£19.86
<p>Dormitory Dependables</p>	

<ul style="list-style-type: none"> • A significant proportion of arts audiences are made up of this dependably regular if not frequently engaging group • Most live in suburban or small towns and show a preference for heritage activities alongside popular and more traditional mainstream arts • Many are thriving, well off mature couples or busy older families • Lifestage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family or social outing than an integral part of their lifestyle 	<p>£23.41</p>
<p>Trips & Treats</p> <ul style="list-style-type: none"> • While this group may not view arts and culture as a passion, they are reasonably culturally active, despite being particularly busy with a wide range of leisure interests • Tend to be comfortably off and living in the heart of suburbia • Children range in ages, and include young people still living at home • With a strong preference for mainstream arts and popular culture like musicals and familiar drama, mixed in with days out to museums and heritage sites • This group are led by their children’s interests and strongly influenced by friends and family 	<p>£22.14</p>
<p>Home & Heritage</p> <ul style="list-style-type: none"> • A more mature group that is generally conservative in their tastes • Large proportion are National Trust members • Classical music and amateur dramatics are comparatively popular • While this is not a highly engaged group – partly because they are largely to be found in rural areas and small towns – they do engage with local cultural activity • Likely to look for activities to match their needs and interests, such as accessible day-time activities or content exploring historical events 	<p>£23.34</p>
<p>Up Our Street</p> <ul style="list-style-type: none"> • Often living reasonably comfortable and stable lives • A group that engage with popular arts and entertainment and museums, and are also visitors of heritage sites • Many are older and have some health issues • Living on average or below average household incomes, so access in all its forms can be an issue • Characterised as modest in their habits and in their means, value for money and low-risk can be important factors in leisure decision making 	<p>£21.83</p>
<p>Facebook Families</p> <ul style="list-style-type: none"> • A younger, cash-strapped group living in suburban and semi-urban areas of high unemployment • Least likely to think themselves as arty, arts and culture generally play a very small role in the lives • Less than a third believe that the arts is important • Often go out as a family: cinema, live music, eating out and pantomime being most 	<p>£20.40</p>

popular	
<p>Kaleidoscope Creativity</p> <ul style="list-style-type: none"> • A group characterised by low levels of cultural engagement • Often living in and around city areas where plenty of opportunities are within easy reach • Mix of ages, living circumstances, resources and cultural backgrounds • For many low incomes and unemployment can present barriers to accessing some cultural provision • Two thirds annually engage with more popular and accessible culture, some of this in the local community and outside the mainstream • Free, local events like outdoor arts, festivals and carnivals may appeal, and so might popular offerings like musicals and music events 	£20.21
<p>Heydays</p> <ul style="list-style-type: none"> • Group least likely to attend arts or cultural events • Tend to believe that the arts are no longer as important or relevant to them as perhaps they once were • Many live in sheltered or specially adapted accommodation for older people • Often excluded from many activities due to a raft of health, access and resource barriers • If they do engage this is likely to be participatory such as crafts, knitting, painting, reading and writing activities organised by their sheltered housing, church group or community library. 	£20.37

Financial Case

No Appendices exist for the Financial Case

Management Case

Appendix 5A: HLF Outcomes (5.8)

<p>Outcomes for heritage</p>	<ul style="list-style-type: none"> • Improved management of heritage assets, including financial performance. • Heritage assets are in a better condition, including improvements in the physical state of heritage. • Heritage assets would be better interpreted and explained, including clearer explanations and new ways to help people make sense of heritage. • Heritage would be identified/recorded, including heritage that was previously hidden be available to the public.
<p>Outcomes for people</p>	<ul style="list-style-type: none"> • People, including staff and volunteers, would have developed skills, including better skill development and capacity building to look after heritage. • People would have learned about heritage, including in ways that meet their needs and interests. • People would have changed their attitudes or behaviour, including thinking differently about their heritage, would have changed their daily behaviour, or been inspired to take some form of action. • People would have had an enjoyable experience, including finding that experience fun, interesting and rewarding. • People would have volunteered time, including a contribution of time or talent in a way that is personally rewarding for them.
<p>Outcomes for communities</p>	<ul style="list-style-type: none"> • Environmental impacts would have been reduced, including in key areas including water, energy, as well as visitor transport. • More people and a wider range of people would have engaged with heritage, including a more diverse audience than those that had visited before. • Communities would be better places to live, work or visit, including improving the quality of life for local residents and generating feelings of pride and sense of belonging to the local community.

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Equality Impact Analysis to enable informed decisions

The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

****Please make sure you read the information below so that you understand what is required under the Equality Act 2010****

Equality Act 2010

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

Protected characteristics

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by/or under the Act
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

Decision makers duty under the Act

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

Conducting an Impact Analysis

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

The Lead Officer responsibility

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

Summary of findings

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

Impact – definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions “Who might be affected by this decision?” “Which protected characteristics might be affected?” and “How might they be affected?” will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

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Proposals for more than one option If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.

Background Information

Title of the policy / project / service being considered	Future of the Heritage Service	Person / people completing analysis	Heritage Service supported by the Community Engagement team
Service Area	Environment & Economy	Lead Officer	Chief Community Engagement Officer, Economy & Environment Directorate
Who is the decision maker?	Executive	How was the Equality Impact Analysis undertaken?	Desktop meeting between Heritage Service and Community Engagement Team
Date of meeting when decision will be made	08/05/2019	Version control	V0.19
Is this proposed change to an existing policy/service/project or is it new?	Existing policy/service/project	LCC directly delivered, commissioned, re-commissioned or de-commissioned?	Directly delivered
Describe the proposed change	<p>The Council is considering changes to its Heritage Service, which if implemented would involve changes to its offer including the closure or handing over of a number of sites, and the development of the heritage offer at Lincoln Castle and The Collection Art & Archaeology Museum. And considering how it can be made more financially sustainable for the longer term.</p> <p>The current Heritage Service consists mainly of microsites, with the exception of Lincoln Castle, which can already be seen as a supersite. Microsites are defined as a museum, gallery or heritage site which offers access to a single narrative through a highly specialized collection. This single narrative doesn't provide significant appeal for return visits and so leads to restricted development of the site and the offer and any prospect for increasing income is limited.</p> <p>The current Heritage Service already has one supersite, at Lincoln Castle. Supersites are defined as a heritage site, gallery or museum that offers multiple experiences, including both permanent and temporary exhibitions and events,</p>		

which enables the broadest range of audiences to engage with the widest range of experiences, and which maximizes the potential for commercial return.

The service believes that this does encourage return visits and increases the potential for income generation and so reduces the investment required by LCC. Lincoln Castle has already shown this by generating a net surplus and has attracted national profile exhibitions such as the Poppies Wave, as well as becoming the first venue outside of London to showcase the Domesday Book.

The service believes that investment at The Collection to create a second supersite would also improve the financial viability of the site by becoming more audience focused through listening to what our audiences tell us and would enable replacement of the existing permanent exhibition which is now 15 years old to display more appropriate collections of art, archaeology, natural and social history as well as provide more flexible space enhancing the temporary exhibitions programme.

The service believes that the operation of two supersites would be supported further by the retention of three microsites which tell unique stories of Lincolnshire as well as support the cultural enterprise model. These are BBMF, Heckington Windmill and MLL.

The development of supersites under the cultural enterprise model seeks to improve the visitor experience across the service, providing a more modern, responsive and relevant heritage service, telling a diverse range of stories and offering a range of heritage experiences that aims to enrich the cultural experience of residents of and visitors to Lincolnshire. This model is also considered to support wider income generation opportunities which are not currently available. LCC's contribution to the running of the Heritage Service in 2018/19 will be approximately £960,000, Current forecasts are that the adoption of the plans which we're consulting about would reduce this figure to approximately £222,000 in 2023/24.

Lincoln Castle

Lincoln Castle requires a number of changes to ensure it can perform successfully as a supersite and drive the overall growth of the Heritage Service. These changes would see office and learning spaces in the prison block freed up to create more flexible exhibition and event space, while also making better use of the Heritage Skills Centre as a dedicated learning center for all, rather than just for traditional craft skills for a very small niche.

The Collection Art & Archaeology Museum in Lincolnshire

The proposal is to create a The Collection Museum and Art Gallery (CMAG) supersite at The Collection building which would display the best of our art and archaeology collections, telling a much more refined and engaging story about the history of Lincoln and/or Lincolnshire.

The Collection

To create a new Supersite at The Collection Museum & Art Gallery we propose a number of changes that would significantly alter how we use that space in order to improve and diversify the visitor experience and maximise income generation opportunities. To create the CMAG Supersite we propose a range of changes that would reinvent the museum experience completely. The basement would become a 'white cube' gallery to house the Usher art collection, the main gallery would be reconfigured to create a larger temporary and a smaller permanent gallery, and a smaller range of physical changes would help to re-energise the museum. We also propose to retain control of the café operation which is currently operated by Stokes.

Usher Gallery

The building is leased by LCC from City of Lincoln Council and around 80% of the art in the collection is owned by City of Lincoln Council with the remainder being loaned to or owned by LCC. The Heritage Service proposes to close the Usher as a gallery but for it to remain within LCC as it could potentially be used by other departments with a public-facing role. This would require a renegotiation of the lease with City of Lincoln Council, but it's likely that some art would still be displayed. However, the art collection itself would be displayed in The Collection Museum & Gallery Supersite.

Gainsborough Old Hall

The proposal is to not renew the lease and to return the operation of Gainsborough Old Hall to its owner, English Heritage. This site would no longer be part of the LCC Heritage service. English Heritage owns the building and LCC currently manages the attraction via a lease agreement which has a one year break clause in 2019. The building is of national architectural significance and English Heritage, as the national body who have the remit to preserve and present the architectural treasures, are therefore best placed to interpret and showcase its history upon activation of the break clause in 2019 which will then come into effect in 2020. After activation of the break clause, the operation of this attraction at Gainsborough Old Hall, including the opening hours, event and exhibition programmes and facilitated learning programme would be determined by English Heritage.

Discover Stamford

The proposal is to explore opportunities to engage with a third party who has expressed an interest in the social history collections currently contained within Discover Stamford (which consist of the museum display at Stamford Library and the Stamford store) to display them in their own buildings for public access. This would mean the current sites would close as public attractions and the collections display would be provided by a third party at a new site. If the collection was not transferred to a third party, LCC would close the attractions and would no longer be part of the LCC Heritage Service.

Ellis Mill

The proposal is to explore the transfer of ownership and/or full operational responsibility for the mill to a third party. Any transfer of ownership would include transfer of the existing covenant covering its use as a mill. If we cannot transfer the ownership or lease the mill, the proposal is that the site would close as a public attraction and would not be part of the LCC Heritage Service.

Burgh le Marsh Mill

The proposal is to explore the transfer of ownership and/or full operational responsibility for the mill to a third party. If we cannot transfer the ownership or lease the mill the proposal is that the site would close as a public attraction and would not be part of the LCC Heritage Service.

Alford Mill

The proposal is to explore the transfer of ownership and/or full operational responsibility for the mill to a third party. If we cannot transfer the ownership or lease the mill the proposal is that the site would close as a public attraction and would not be part of the LCC Heritage Service.

Evidencing the impacts

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics. To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <http://www.research-lincs.org.uk> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the [Council's website](#). As of 1st April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

Positive impacts

The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state 'no positive impact'.

Age	<p>Work to both Lincoln Castle and the Collection building would be consistent with the Council's obligations to ensure accessibility to its buildings. It also allows improvements to be considered which would give greater access to the interpretation of the collections through, for instance, audio guides.</p> <p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including different age groups. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including age.</p>
Disability	<p>Work to both Lincoln Castle and the Collection building would be consistent with the Council's obligations to ensure accessibility to its buildings. It also allows improvements to be considered which would give greater access to the interpretation of the collections through, for instance, audio guides.</p> <p>Evidence: Anecdotal evidence suggests that access may even be improved with Investment in Lincoln Castle to redevelop existing spaces currently used for learning and utilising the Heritage Skills Centre.</p> <p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people with a disability. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including disability. .</p>
Gender reassignment	<p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people considering, undergoing or who have undergone gender reassignment. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including gender reassignment.</p>
Marriage and civil partnership	<p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people who share this protected characteristic. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including marriage and civil partnership. .</p>

Pregnancy and maternity	<p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people who share this protected characteristic. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including pregnancy and maternity.</p>
Race	<p>Work to both Lincoln Castle and the Collection allows improvements to be considered which would give greater access to the interpretation of the collections through, for instance, audio guides.</p> <p>Evidence: Anecdotal evidence suggests that there are a number of visitors to Heritage sites from different racial backgrounds whose first language is not English.</p> <p>Impact: This provides an opportunity to enhance language/translation (including Audio Guides) services at the newly developed site that might make it more appealing and accessible to visitors/tourists/students and migrant communities who are visiting or are new to Lincolnshire. This might in turn attract a more international audience (diverse cohort of visitors), reduce social isolation, increase wellbeing and enhance the experience of all visitors.</p> <p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people of different races. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including race.</p>
Religion or belief	<p>Insofar as people having a particular religion or belief may also share the protected characteristic of race, the evidence and impacts set out in the preceding box will apply.</p> <p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people of different religions or beliefs. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including religion and belief.</p>
Sex	<p>The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people who share this protected characteristic. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including sex.</p>

Sexual orientation	The increased scope for flexibility of display and the attraction of temporary and touring exhibitions at Lincoln Castle and the Collection Museum and Art Gallery gives greater scope for tailoring the Heritage offer to the interests and experiences of different groups including people who share this protected characteristic. The increased capacity to incorporate different narratives alongside the core offer has the potential to advance equality of opportunity and foster good relations in relation to people with a protected characteristic including sexual orientation.

If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Rural Isolation/wellbeing: This gives an opportunity to consider and review opening hours, which might attract more visitors and volunteers to the sites, reduce social isolation and increase wellbeing. If the Windmills are to transfer over to a community collective, this may improve the social fabric of the community by people coming together for community ownership. .

Adverse/negative impacts

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state 'No mitigating action identified'.

Age	<p>Reducing the opening times or closing any sites would impact on the accessibility of attractions and potentially require some people to travel further distances to access a particular type of heritage experience, particularly windmills. This is likely to disproportionately impact on older and younger people who may use facilities as form of social activity and find it more difficult to travel thereby potentially impacting on isolation or wellbeing, especially those who may already experience travel challenges in rural areas of Lincolnshire.</p> <p>There may be a reduction in educational provision for young people depending on what English Heritage provide if it takes over direct management of Gainsborough Old Hall.</p>
Disability	<p>Reducing the opening times or closing any sites would impact on the accessibility of attractions and potentially require some people to travel further distances to access a particular type of heritage experience, particularly windmills. This is likely to disproportionately impact on people with a disability who may use facilities as form of social activity and find it more difficult to travel thereby potentially impacting on isolation or wellbeing, especially those who may already experience travel challenges in rural areas of Lincolnshire</p> <p>There may be a reduction in educational provision for young people with special educational needs or a disability depending on what English Heritage provide if it takes over direct management of Gainsborough Old Hall.</p>
Gender reassignment	No perceived adverse impact'

Marriage and civil partnership	No perceived adverse impact'
Pregnancy and maternity	Reducing the opening times or closing any sites would impact on the accessibility of attractions and potentially require some people to travel further distances to access a particular type of heritage experience, particularly windmills. This is likely to disproportionately impact on pregnant women or women with very young children who may use facilities as form of social activity and find it more difficult to travel thereby potentially impacting on isolation or wellbeing, especially those who may already experience travel challenges in rural areas of Lincolnshire.
Race	No perceived adverse impact'
Religion or belief	No perceived adverse impact'
Sex	Reducing the opening times or closing any sites would impact on the accessibility of attractions and potentially require some people to travel further distances to access a particular type of heritage experience, particularly windmills. This is considered likely to disproportionately impact on women who may be expected to be disproportionately likely to be carers or have primary responsibility for children. They may use facilities as form of social activity and find it more difficult to travel thereby potentially impacting on isolation or wellbeing, especially those who may already experience travel challenges in rural areas of Lincolnshire.
Sexual orientation	No perceived adverse impact'

If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Rural isolation/wellbeing: Reducing the opening times or closing any sites may impact on people who may use facilities as form of social activity, thereby potentially impacting on isolation or wellbeing, especially those who may already experience travel challenges in rural areas of Lincolnshire. .

Stakeholders

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at consultation@lincolnshire.gov.uk

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

Objective(s) of the EIA consultation/engagement activity

The objective is to test assumptions about the likely impact Heritage Service changes would have on people with protected characteristics. These assumptions were made during the initial development of the EIA and will be updated in response to stakeholder feedback and evidence.

Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic

Age	To be conducted at the next stage of the process
Disability	To be conducted at the next stage of the process
Gender reassignment	To be conducted at the next stage of the process
Marriage and civil partnership	To be conducted at the next stage of the process
Pregnancy and maternity	To be conducted at the next stage of the process
Race	To be conducted at the next stage of the process
Religion or belief	To be conducted at the next stage of the process

Sex	To be conducted at the next stage of the process
Sexual orientation	To be conducted at the next stage of the process
<p>Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way?</p> <p>The purpose is to make sure you have got the perspective of all the protected characteristics.</p>	<p>Yes at this stage – however this document will be revisited during consultation and updated as appropriate. It will be revisited after the consultation ends and updated as appropriate. There will also be test groups invited to comment on and enhance this EIA..</p>
<p>Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?</p>	<p>If the proposal is approved and changes are made, outcomes will be evaluated with representative groups.</p>

Further Details

Are you handling personal data?

No

If yes, please give details.

Actions required

Include any actions identified in this analysis for on-going monitoring of impacts.

Action

To arrange EIA test meeting with protected characteristic groups

Lead officer

Community Engagement Team

Timescale

During consultation

Version	Description	Created/amended by	Date created/amended	Approved by	Date approved
V0.19	Version v0.19 EIA – Future of the Heritage Service	Heritage Service supported by the Community Engagement team and legal team	03 01 2019	Chief Community Engagement Officer, Economy & Environment Directorate	

Examples of a Description:

'Version issued as part of procurement documentation'

'Issued following discussion with community groups'

'Issued following requirement for a service change; Issued following discussion with supplier'

Open Report on behalf of Nick Borrill, Chief Fire Officer

Report to:	Public Protection and Communities Scrutiny Committee
Date:	22 January 2019
Subject:	Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services Report

Summary:

Lincolnshire Fire and Rescue (LFR) was inspected during the summer by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) as part of a new independent inspection process. The reports for the first tranche of 14 Fire and Rescue Services (FRS) were published on 20 December 2018. Overall, LFR received a very positive report being graded 'Good' for how effective it is at keeping people safe from fire and other risks and 'Good' for how efficiently it delivers the Service. An action plan is currently being finalised to address the areas identified for improvement.

Actions Required:

The Public Protection and Communities Scrutiny Committee are invited to consider and comment on the contents of the HMICFRS report and review progress against the finalised action plan on a periodic basis.

1. Background

LFR was inspected during the summer by HMICFRS as part of a new independent inspection process. The reports for the first tranche of 14 FRS were published on 20 December 2018¹.

The inspection format aimed to answer 3 principal questions, namely:

- How *effective* is the Service at keeping people safe and secure from fire and other risks
- How *efficient* is the Service at keeping people safe and secure from fire and other risks
- How well does the Service look after its *people*

¹ The remaining 31 fire and rescue services will be inspected over the next 12 months.

Graded judgements were given for each of the 3 principal questions as well as the sub-questions that sit beneath each principal area. A copy of LFR's inspection report is at Appendix A.

2. Results for Lincolnshire Fire and Rescue

The judgements for LFR are shown below:

Effectiveness	Good
Understanding the risk of fire and other emergencies	Good
Preventing fires and other risks	Good
Protecting the public through fire regulation	Requires improvement
Responding to fires and other emergencies	Good
Responding to national risks	Good

Efficiency	Good
Making best use of resources	Good
Making the fire and rescue service affordable now and in the future	Good

People	Requires improvement
Promoting the right values and culture	Requires Improvement
Getting the right people with the right skills	Requires improvement
Ensuring fairness and promoting diversity	Good
Managing performance and developing leaders	Requires improvement

Overall, LFR received a very positive report being graded 'Good' for how effective it is at keeping people safe from fire and other risks and 'Good' for how efficiently it delivers the Service.

While the Service was assessed as 'requires improvement' in how well it looks after its people, this mainly related to concerns over the effectiveness of its training recording and monitoring systems (*getting the right people with the right skills*). This is an issue the Service was broadly aware of and is already in the process of implementing a new system to help improve the situation.

Other sub-question areas for improvement included *Protecting the Public through Fire Regulation*. This referred primarily to the resources available to carry out fire inspections. Again, this is an area the Service was aware of and has already carried out an internal restructure and submitted a business case for additional resources to mitigate this issue.

The report rightly recognised that LFR displays a positive, friendly culture that is focused on people. However, the Service did receive a 'requires improvement' against this specific sub-question. It is understood HMICFRS came to this conclusion, in part, due to the fact that a number of fire-station-based staff felt disconnected from the service headquarters and County Council and did not maybe fully understand some of the concepts behind the Service's values. Once the Service has a better understanding from HMICFRS with regards to this observation it will look to address this as appropriate.

The Service is now in the process of finalising an action plan to address the areas identified for improvement. This will be presented to the next Public Protection and Communities Scrutiny Committee with progress against the plan being reported on a periodic basis.

HMICFRS Press Release

HMICFRS issued both a national and local press release supporting publication of the reports. An extract of the release for Lincolnshire, issued by HM Inspector of FRS, Zoe Billingham, is shown below:

“People in Lincolnshire will be pleased to know that its local fire and rescue service has hit the mark when it comes to its core duties. The service has a good understanding of local risk and a comprehensive plan in place to make sure that it has the right resources in the right place at the right time. This means that crews are ready to mobilise an effective response when a call comes in.

“Lincolnshire Fire and Rescue Service gets good value for money for its community. It has taken a pragmatic approach to the cost savings it’s had to make, restructuring the service and working more closely with the police and ambulance services. At the same time, it’s made good use of these savings and put them back into the service.

“I am encouraged to see that the workforce takes immense pride in their work, as they should. But I have a few concerns about how Lincolnshire fire and rescue service looks after its people. For example, the process for referring staff who have had difficult and traumatic experiences to the specialist support services they need, can be too convoluted. The service also needs to work on its staff training record keeping. At the moment, it cannot say with certainty that firefighters have all the skills they need to work safely in dangerous conditions.

“Overall, I commend Lincolnshire Fire and Rescue Service and its staff for their hard work. I am confident that when we revisit the service, it will be in even better shape.”

3. Wider FRS Picture

In addition to the individual FRS inspection reports HMICFRS published an overarching ‘Summary of Findings from Tranche 1’ report².

The overall graded judgments for the 14 FRS which have been inspected to date are as follows:

	Outstanding	Good	Requires Improvement	Inadequate
Effectiveness		10 (LFR)	4	
Efficiency		8 (LFR)	5	1
People		3	10 (LFR)	1

² <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/fire-and-rescue-service-inspections-2018-19.pdf>

Headline themes from a wider FRS perspective include:

- Overall, most fire and rescue services are operationally effective
- There were concerns over the way services regulate fire safety with fire safety audits having reduced by 42% since 2010/11 with many teams under-resourced.
- Just over a half of the services were judged to be good at how they use resources to manage risk and how well they are using their resources to ensure they are affordable
- Too few of the services inspected have achieved a positive culture
- Too few services are good at promoting fairness and diversity

4. Conclusion

Notwithstanding the areas identified for improvement for LFR, this was a strong report overall recognising the broad range of excellent work being carried out across the Service. Work will now continue to finalise and implement the associated action plan with progress being reported through the Public Protection and Communities Scrutiny Committee.

5. Consultation

a) Policy Proofing Actions Required

n/a

6. Appendices

These are listed below and attached at the back of the report	
Appendix A	HMICFRS Report – An Inspection of Lincolnshire Fire and Rescue dated 20 th December 2018

5. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Fire and rescue services inspection programme and framework 2018/19	https://www.justiceinspectorates.gov.uk/hmicfrs/publications/hmicfrs-fire-inspection-programme-2018-19/

This report was written by Nick Borrill, who can be contacted on 01522 555012 or nick.borrill@lincoln.fire-uk.org.

Fire & Rescue Service

Effectiveness, efficiency and people 2018/19

An inspection of Lincolnshire Fire and Rescue Service



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About this inspection

This is the first time that HMICFRS has inspected fire and rescue services across England. Our focus is on the service they provide to the public, and the way they use the resources available. The inspection assesses how effectively and efficiently Lincolnshire Fire and Rescue Service prevents, protects the public against and responds to fires and other emergencies. We also assess how well it looks after the people who work for the service.

In carrying out our inspections of all 45 fire and rescue services in England, we answer three main questions:

1. How effective is the fire and rescue service at keeping people safe and secure from fire and other risks?
2. How efficient is the fire and rescue service at keeping people safe and secure from fire and other risks?
3. How well does the fire and rescue service look after its people?

This report sets out our inspection findings. After taking all the evidence into account, we apply a graded judgment for each of the three questions.

What inspection judgments mean

Our categories of graded judgment are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Good is our 'expected' graded judgment for all fire and rescue services. It is based on policy, practice or performance that meet pre-defined grading criteria, which are informed by any relevant national operational guidance or standards.

If the service exceeds what we expect for good, we will judge it as **outstanding**.

If we find shortcomings in the service, we will judge it as **requires improvement**.

If we find serious critical failings of policy, practice or performance of the fire and rescue service, we will judge it as **inadequate**.

Service in numbers



Public perceptions

Lincolnshire

England

Perceived effectiveness of service
Public perceptions survey (June/July 2018)

87%

86%



Response

Lincolnshire

England

Incidents attended per 1,000 population
12 months to 31 March 2018

17.5

10.2

Home fire risk checks carried out by FRS per 1,000 population
12 months to 31 March 2018

7.0

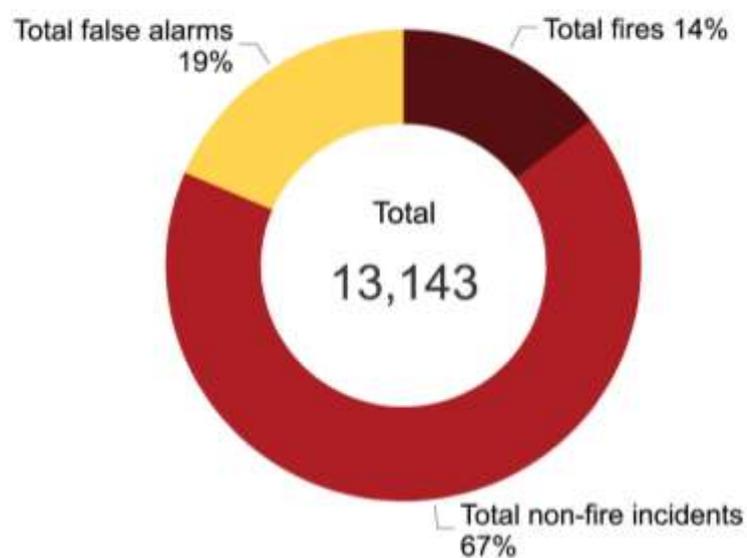
10.4

Fire safety audits per 100 known premises
12 months to 31 March 2018

1.0

3.0

Incidents attended in the 12 months to 31 March 2018





Cost

Lincolnshire

England

Firefighter cost per person per year
12 months to 31 March 2018

£19.63

£22.38



Workforce

Lincolnshire

England

Number of firefighters per 1,000 population
As at 31 March 2018

0.8

0.6

Five-year change in workforce
As at 31 March 2013 compared with 31 March 2018

-5%

-14%

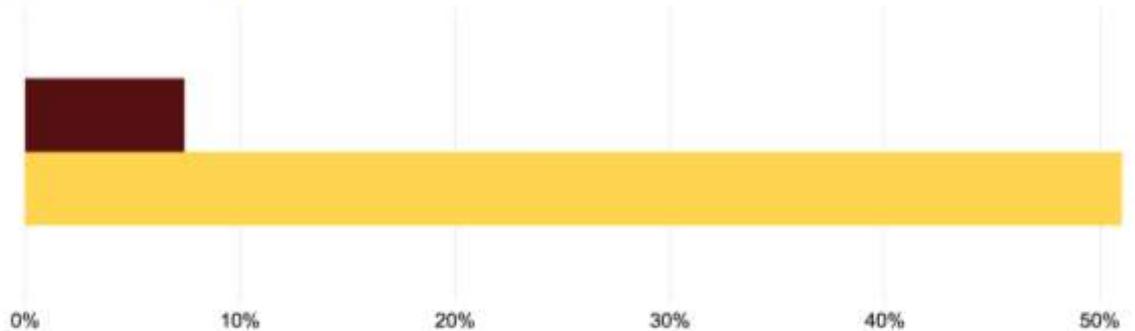
Percentage of wholetime firefighters
As at 31 March 2018

33%

70%

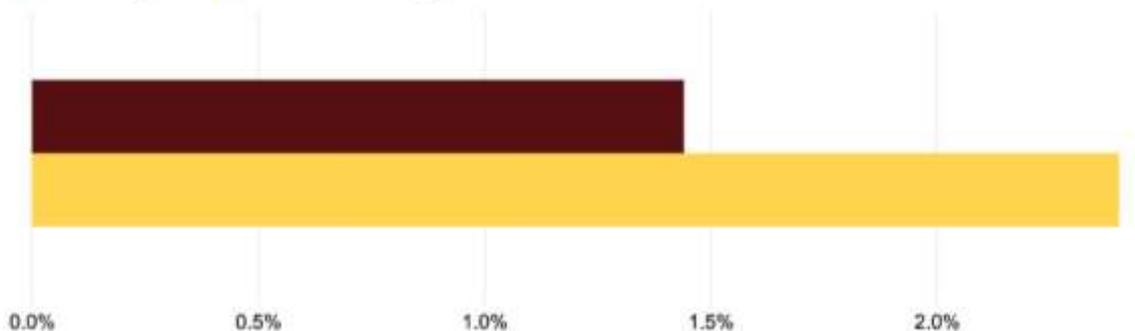
Percentage of female firefighters as at 31 March 2018

● Female firefighters ● Female residential population



Percentage of black, Asian and minority ethnic firefighters as at 31 March 2018

● BAME firefighters ● BAME residential population



Please refer to annex A for full details on data used.

Overview

 Effectiveness	 Good
Understanding the risk of fire and other emergencies	 Good
Preventing fires and other risks	 Good
Protecting the public through fire regulation	 Requires improvement
Responding to fires and other emergencies	 Good
Responding to national risks	 Good
 Efficiency	 Good
Making best use of resources	 Good
Making the fire and rescue service affordable now and in the future	 Good



People



Requires improvement

Promoting the right values and culture



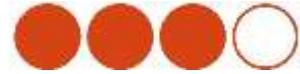
Requires improvement

Getting the right people with the right skills



Requires improvement

Ensuring fairness and promoting diversity



Good

Managing performance and developing leaders



Requires improvement

Overall summary of inspection findings

We are pleased with most aspects of the performance of Lincolnshire Fire and Rescue Service in keeping people safe and secure. But it needs to improve how it looks after its people, to give a consistently good service.

The fire and rescue service is effective at keeping people safe. It is good at:

- understanding the risk of fire and other emergencies;
- preventing fires and other risks;
- responding to fires and other emergencies; and
- responding to national risks.

Having said that, it needs to do better in the way it protects the public through fire regulation.

The fire and rescue service must also improve the way it looks after its own people. We are particularly concerned that it is not doing enough to ensure it has the right people with the right skills. It also needs to do better at:

- promoting the right values and culture; and
- managing performance and developing leaders.

It is, however, good at ensuring fairness and promoting diversity.

The fire and rescue service is efficient. It makes good use of its resources and it provides an affordable service.

We are encouraged by the positive aspects we have identified. We look forward to seeing a more consistent performance over the coming year.

Effectiveness



How effective is the service at keeping people safe and secure?



Good

Summary

An effective fire and rescue service will identify and assess the full range of foreseeable fire and rescue risks its community faces. It will target its fire prevention and protection activities to those who are at greatest risk from fire. It will make sure businesses comply with fire safety legislation. When the public calls for help, the fire and rescue service should respond promptly with the right skills and equipment to deal with the incident effectively. Lincolnshire Fire and Rescue Service's overall effectiveness is good.

The service has a good understanding of the risk of fire and is good also at preventing fires and responding to fires. This is enhanced by a number of communication systems and tools. These include using a risk matrix to assess and prioritise community risks, and a rigorous system for capturing and learning lessons from past incidents. This has helped the service to develop a comprehensive [integrated risk management plan](#). The plan seeks to make sure it has the right resources in the right place to manage the risks.

The service's understanding of the risk of fire and other emergencies would be improved further if it engaged more with communities, to improve its understanding of local risk.

The service is good at preventing fires. But it could further improve its positive effect in this field by looking more closely at whether it uses its resources to target prevention activity at the people who are at greatest risk from fires.

The service's response to national risks is good, it understands national and cross-border risks well and is well prepared to meet them.

Its work on protecting the public through fire regulation does need improvement. The service needs to look especially at whether it is making the right use of its enforcement powers. In the year ending 31 March 2018, the service audited 1 percent of known premises, which is lower than the England rate.

Understanding the risk of fire and other emergencies



Good

Lincolnshire Fire and Rescue Service is good at understanding the risk of fire and other emergencies. But we found the following area in which it needs to improve:

Areas for improvement

- The service needs to improve how it engages with the local community to build up a comprehensive profile of risk in the service area.

All fire and rescue services should identify and assess all foreseeable fire and rescue-related risks. They should also prevent and mitigate these risks.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Understanding local and community risk

The service uses the fire risk assessment model (FRAM) to identify and measure community risk. It does this by cross-referencing a range of local risk factors with previous incident data. The FRAM gives the service suitable risk information, so it can make the best use of its operational resources. We note that the service intends to develop the FRAM system further to incorporate relevant demographic information.

The service makes full use of the county council's comprehensive socio-demographic data which classifies people and households according to a wide range of available information. It can use person-specific risk information from this system, to which 39 separate partner organisations have contributed.

The service divides risk into community and corporate risks and uses the risk register to record assessments of both. These are linked to the [local resilience forum](#) (LRF) community risk register. The service management board reviews the risk registers monthly.

The service is in danger of depending on too few partner organisations as its main sources of local community risk information. It relies heavily on the county council, for example, with which it shares data regularly. Over-reliance on a limited number of partners without better direct engagement with local communities may distort the service's understanding of local risks. This could result in vulnerable groups that are hidden and harder to reach, such as the migrant community, remaining invisible.

There is good evidence that the service liaises regularly with relevant bodies to obtain a common understanding of risk. The road safety partnership and the arson task force have undertaken noteworthy work using data shared with Lincolnshire Police.

The service has developed a 'circulars and learning outcomes from events' (CLOE) system to obtain relevant information about risk. This means the service can assess emerging or future changes in risk, and take early action to address them.

Having an effective risk management plan

The current integrated risk management plan (IRMP) is valid until 2020. Containing strategies for prevention, protection and response, it is refreshed every three years. In developing the plan, the service considers important elements, such as its statutory obligations. It then identifies and analyses risks before developing strategies to mitigate them.

From the IRMP the service develops an annual service plan. This outlines the main objectives, outputs and priorities that year for addressing the risks that the IRMP has identified. The plan identifies how the service will measure its success and provides the service's strategic direction.

Drawing on the LRF community risk register, the service has identified community risks that pose a threat to life, property or the environment. It has also identified corporate risks that may prevent the service from operating. It uses a wide range of data to analyse the identified risks. These include census data, historical incident data, socio-demographic data and intervention activities that have been undertaken already. The service has compiled local station area profiles. These help it to identify and respond to the highest risks at a local level.

Maintaining risk information

A simple process enables staff to gather risk information on domestic and commercial premises. A single form is used across the service to record any risk information that has been identified. This is submitted to a central risk team to manage, which then disseminates it to relevant parties.

Site-specific risk information (SSRI) is used to record more detailed information at higher-risk premises throughout the county. The risk manager reviews all the submitted forms and decides whether an SSRI is needed for particular premises. Only [wholetime firefighters](#) with a good understanding of operational risk management can complete an SSRI. [On-call](#) firefighters may review an existing SSRI but not create a new one.

Well-designed processes communicate risk information throughout the organisation. Staff in [fire control](#) have a suitable method for recording this information. This is passed to operational crews as they respond to an incident via messages on the turnout information, or alternatively they are directed to the SSRI. Fire control can record immediate risks on to the [mobilisation](#) system to make sure information is disseminated swiftly.

Preventing fires and other risks



Good

Lincolnshire Fire and Rescue Service is good at preventing fires and other risks. But we found the following areas in which it needs to improve:

Areas for improvement

- The service should evaluate its prevention work, so it understands the benefits better.
- The service should ensure it targets its prevention work at people most at risk, including those from hard-to-reach groups.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Prevention strategy

The service's prevention strategy is informed by risk, but limited in its effectiveness by its reliance on referrals from partner agencies. [Home fire safety checks](#) are driven largely by partner organisation referrals. The service uses external socio-demographic data sources to proactively identify persons whose circumstances potentially put them at greater risk of fire. The service maintains that its targeted response to risk, using partner referrals, relies on more information than just data sets. However, while the service identifies and responds to known risks within the community, it may be failing to identify some unknown risks. Where hard-to-reach groups, such as the migrant community or seasonal workers, have not engaged with partner agencies, they may be missed by the service as well.

However, the service does prioritise referrals received from partner organisations appropriately. Its prioritises using a risk matrix which reflects the potential likelihood, severity and outcome of a fire if it occurs. This risk matrix tool enables the service to allocate an appropriate response time (within five days for a critical risk) and a sufficiently trained person to respond. Those identified as being at greatest risk from a fire are prioritised above people at lower risk. The service directs those at lowest risk to the information contained in the prevention pages of the its website.

Anyone can refer an individual to the service for consideration for a home fire safety check. Prevention staff are trained to understand how to identify vulnerability and how to [safeguard vulnerable people](#).

However, it is unclear who is responsible for evaluating prevention activity. The service does not analyse data proactively to best understand the risk profile within its community. It cannot be sure, therefore, that it is targeting the right groups, to have the biggest effect on reducing risks. The service acknowledges that it has limited capacity to undertake any meaningful review of the information relating to prevention activities.

Promoting community safety

The service communicates information about fire prevention and promotes community safety well. The community fire safety campaign plan identifies cooking, smoking, heating and electrical fires as a priority. The service's website provides clear and concise information on preventing fires.

[Wholetime stations](#) must carry out eight prevention campaigns a year, based on the four priority areas as well as on other identified concerns, such as water safety. The approach taken to the promotion of community safety at on-call stations is inconsistent, however. It was not clear what tasks they are being given.

The service works well with a range of partner organisations to reduce the number of fires and other risks. The service is fully committed to medical co-responding, which it carries out in partnership with the East Midlands Ambulance Service and Lincolnshire Integrated Voluntary Emergency Service.

The service has an innovative partnership with a local company that provides and delivers ready-meals to people's homes. This company has trained its delivery staff to identify potential vulnerability in its customers' homes. They can then submit a referral to the service to complete a home fire safety check, although the firm only submits a referral if the customer has given his or her consent.

The service seeks to reduce deliberate fires through its fire setter intervention scheme and its arson task force, a constructive partnership with Lincolnshire Police.

We found that all the staff who undertake prevention activity have received suitable training on identifying and safeguarding vulnerable persons. They liaise well with other agencies and share intelligence to protect those identified as vulnerable. The service has appointed an operational safeguarding champion who attends the county council safeguarding board.

Road safety

The service actively promotes road safety to cut the number of people who are seriously injured or killed on the roads. It is an active member of the Lincolnshire road safety partnership, which was set up in 2000. The service has identified very young drivers, the elderly and motorcyclists as especially at risk. It concentrates its partnership work on those groups.

The partnership provides all primary schools with road safety awareness lessons and offers an annual theatre production to all secondary schools. The partnership also offers a wide range of courses, tailored to the specific risk groups of young drivers, the elderly and motorcyclists. A fee is charged for these. The service supports the innovative '2 fast 2 soon' programme. This engages with young drivers at rallies and festivals. Several community events held at fire stations focus on road safety. Station-based teams regularly support the promotion and hosting of these events. The service's website covers road safety thoroughly and provides clear and concise information to the community.

Protecting the public through fire regulation



Requires improvement

Areas for improvement

- The service should ensure it allocates enough resources to a prioritised and risk-based inspection programme.
- The service should assure itself that its enforcement plan prioritises the highest risks and includes proportionate activity to reduce risk. It should also include appropriate monitoring and evaluation.

All fire and rescue services should assess fire risks in buildings and, where necessary, require building owners to comply with fire safety legislation. Each service decides how many assessments it does each year. But it must have a locally determined, risk-based inspection programme for enforcing the legislation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Risk-based approach

Recently, the service improved its risk-based inspection plan (RBIP) to take a more systematic approach to the regulation of fire safety. The new RBIP is seen as an improvement on the older version. Based on a range of quantitative data that the service analyses, it makes sure the highest risks are given priority. This programme is informed by an understanding of local risk and it complies with statutory requirements. The service operates a four-stage process to identify risk premises. Suitable consideration is given to potential operational risk at each stage.

The prevention, protection and operational risk (PPOR) manager gathers and analyses a range of data, such as premises type and incident history. The PPOR manager uses this data to assign each premises a risk level. This defines the required qualification of the inspecting officer, and how often the premises will be inspected. Each premises is assigned to suitable member of staff to complete an inspection.

The methodology used to identify risk premises ensures that all relevant information is considered, and that staff with the appropriate qualifications carry out each inspection.

At the time of inspection, the service has identified 567 high-risk premises that require an annual inspection by a protection officer who is trained to at least a level 4 [diploma in fire safety](#). As at 31 March 2018, only nine staff in the service are trained to this level. In the 12 months to the 31 March 2018, the service completed only 299 inspections of the 567 premises identified as high risk. A shortage of suitably trained protection staff has left the service unable to inspect all high-risk premises once a year, as its community safety framework advises. Although not a substitute for checks that properly trained or qualified staff undertake, we note that some staff do hazard-spotting tasks. However, this means there could be a potential risk to the safety of the public who have access to these uninspected premises.

The service is fulfilling its statutory obligations to respond to consultations from other agencies and to concerns raised by members of the public.

Enforcement

The service's enforcement policy outlines the methodology for considering enforcement action. However, it is unclear what parameters the service takes into account before considering a prosecution. Potential prosecution cases are presented to the service's senior protection manager to consider, but protection staff say they are not given reasons for rejection of enforcement activities.

The service's approach is to work in partnership with local businesses, if possible, before moving to formal enforcement in accordance with the [Regulators' Code](#). The service issued six Article 30 enforcement notices, three [Article 31 prohibition notices](#) and one Article 29 alterations notice in the 12 months to the 31 March 2018. In the 12 months to 31 March 2018, the service audited 1 percent of the known premises, which is lower than the England rate.

The service can show that it has trained its protection staff to a suitable level. These staff members have been conducting consistent fire safety audits that comply with the service's policies and procedures.

But there is little evidence that the service is undertaking meaningful, detailed evaluation of the work that protection staff have done, to understand better how the service is reducing the risk to the public.

Working with others

The service recognises and demonstrates the intent of the Regulators' Code to support businesses to comply with fire regulations. It shares information with partner agencies and takes appropriate joint enforcement action. One example is the joint work done with the local authority to reduce risk within houses of multiple occupation. The service is a member of the Lincolnshire multi-agency intelligence network and routinely shares relevant information with other public enforcement bodies. The service also works well with business to promote fire safety. Business owners can make direct contact with fire protection specialists through a dedicated website. The service conducts an annual business engagement campaign to help business owners keep their organisations safe from fire.

The service is also part of the Lincolnshire event safety partnership, which provides consistent advice to event organisers on public safety. The service has appointed community fire protection liaison officers to strengthen its relationship with the Care Quality Commission.

The service has a coherent plan to reduce unwanted fire signals. It trains control staff to challenge calls to attend fire alarms, where appropriate, to check as far as possible they are not false alarms and make sure resources are not mobilised for no reason. The service is committed to making use of enforcement powers against companies for consistent poor management of false alarms and where persistent activations occur.

We recognise the service's commitment to reducing the number of unwanted fire signals. The service has recently implemented a new programme to manage unwanted fire signals. Premises that have a small number of unwanted fire signals receive suitable advice and guidance from the service to identify the cause of the alarm. If unwanted fire signals continue to be activated from a single premises, despite advice and guidance, the service will seek to charge the owner of the premises with the cost of sending a fire engine. The service has provided evidence of a small reduction in the number of unwanted fire signals reported in 2017/18 compared with the previous year.

Responding to fires and other emergencies



Good

Lincolnshire Fire and Rescue Service is good at responding to fires and other emergencies. But we found the following area in which it needs to improve:

Areas for improvement

- The service has a plan in place to adopt national operational guidance, including joint and national learning, but needs to clearly communicate this throughout the organisation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing assets and resources

The service has developed a comprehensive response availability strategy to enable it to provide maximum coverage of crews and appliances throughout the county at all times. The plan seeks to make the most efficient use of limited resources, and to guide the development of personnel, the recruitment of new firefighters and the provision of effective communication links. The strategy commits the service to providing enough capacity to respond to one major incident, one medium incident and four smaller incidents at any time.

The response time is the time taken from receiving a call for help until a fire appliance is on scene. The service sets four response targets according to the risks involved. These set the maximum response time at 10, 15, 20 or 25 minutes. Most dwellings fall within the highest risk band; this means the first fire appliance must be on the scene within ten minutes.

In the 12 months to the 31 March 2018, service data showed that the first fire appliance arrived on scene within the expected timeframes 89 percent of the time. The second appliance, if required, arrived on scene within the expected timeframes on 99 percent of occasions. The average response time across all bands was seven minutes and 51 seconds in the 12 months to the 31 March 2018. The service provided data that showed that it has reduced response times between the 12 months to 31 March 2013 and the same timeframe in 2018.

The service requires each wholetime and on-call station to complete a weekly projection of staff availability. This is to make sure that sufficient resources are available for deployment. Managers must take remedial action at a local level if gaps are identified. If this does not solve the problem, wholetime firefighters can be moved to fill the gaps at on-call stations. Suitable structures are in place to make sure the service can respond in real time to changes in availability. The divisional group manager oversees this process at all times.

Response

The service is part of a regional implementation team to embed [national operational guidance](#) with five other fire and rescue services. The team has formed a working group to put this guidance into practice. This involves an analysis of the gaps in each service, adopting the guidance and then providing suitable training to relevant staff.

The service has clear procedures on responding to high-risk premises. It has developed around 640 SSRIs and 54 tactical information plans setting out premises' risks. Most of these are available on the [mobile data terminals](#) (MDTs), carried on fire engines which operational crews can access at an incident. Crews can access this information easily. But the service acknowledges that the system still needs to improve. It is now reviewing the process to ensure that all risk information is made available to operational crews via the MDT.

The service has also developed a form to record actions taken at incidents. Available on all fire appliances, it contains prompts for messages and a record of decisions and events. A recent revision to the form provides a template for [hot debriefs](#). The form is sent to the audit department, which identifies trends and publicises these via [safety flashes](#). Operational staff understand the form well and use it widely. It has ensured a better understanding of incident information.

The service supplies each fire appliance with a folder containing a range of risk cards. This contains practical information on standard operating procedures for a variety of incidents, including road traffic collisions and other major incidents. Operational staff said they felt confident in using the information contained in the folder to support their decision making at an incident.

The service provides a medical co-responder facility from 26 stations. In the 12 months to 31 March 2018, the service attended 7,303 co-responder incidents, which accounts for 83 percent of all non-fire incidents. Partner organisations fund this fully, at no extra cost to the service.

Command

The service has decided to adopt the national operational guidance relating to incident command, and has supplied all the relevant staff with training. However, we found that incident commanders' understanding of some elements of the guidance – such as the decision-control process, the joint decision-making model and [operational discretion](#) – varied. More work needs to be done before national guidance on incident command is fully understood across the service.

Keeping the public informed

All incidents are initially reported by fire control on the service's twitter account and updated regularly. Incident commanders give interviews to local media as required. For more serious fire-related incidents additional media support is provided through the county council, although this is not a 24-hour service. This could cause some communications delay. For major emergencies, 24-hour communications are provided through the LRF.

Evaluating operational performance

The service conducts appropriate debriefs of operational incidents, using independent personnel. It makes sure that all personnel involved in an incident also take part in the debrief. If remedial actions are identified, they are assigned to a relevant person to resolve. Main findings are published quarterly. The audit officer disseminates them to all staff.

There is a consistently rigorous process for reviewing an incident and ensuring the lessons learned are used to improve future operations. Following an incident, crews complete a standard form, which they submit to fire control. Control staff add their own experiences during the incident and comment on communications, equipment and mobilising. A full performance review is then undertaken to identify any opportunities for learning.

The service maintains a live log of [national operational learning](#) and local incidents to develop emerging risk. The CLOE system is used to record national resilience information, learning from other fire and rescue services and other relevant information. The CLOE is reviewed monthly. Actions are agreed and responsibility for individual tasks is assigned to named staff members.

The service's training centre produces a quarterly case study to promote a culture of learning and improvement. Based on an incident of note, these studies use a mixture of photos, videos and written information. These explain what worked well during the incident and what could be done better. The case studies are used to encourage crews to discuss how they would have approached the incident and provide operational learning in an interesting format.

Responding to national risks



Good

All fire and rescue services must be able to respond effectively to multi-agency and cross-border incidents. This means working with other fire and rescue services (known as intraoperability) and emergency services (known as interoperability).

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Preparedness

The service's local agreements comply with – and support – the requirements of the [national co-ordination and advisory framework](#). The control room updates the national resilience reporting tool daily, including the availability of national assets, such as high-volume pumps and water rescue teams. Control operators monitor this system regularly and highlight changes immediately. We found good examples of this work, such as the recent preparation for a tidal surge, and the service's response to heavy snowfall at the start of 2018.

Working with other services

The service understands national and cross-border risks well and is well prepared to meet them. The control room can deploy fire and rescue service resources to cross-border incidents effectively. Control staff have clear guidance on how to deploy the nearest and most effective resources; the control system indicates what resources should be deployed. Control operators can use their discretion and override the system if they need to, to achieve the most suitable response.

The service responds well to cross-border incidents in adjoining counties. Cross-border SSRI is available to control as well as on the MDTs for crews to access. Some crew managers were unable to access this information, however.

Working with other agencies

The service undertakes a joint exercise programme to test the arrangements for cross-border incidents, and uses the learning it obtains to improve capabilities. The service runs an annual multi-agency exercise programme. Live events are held as part of this, which include the LRF.

Each of the three divisions completes a large operational exercise every quarter. These involve other agencies. The 'training exercise without crews' – an incident command table-top training exercise – is held several times throughout the year. It involves level 3 and 4 incident commanders (the most senior incident commanders). There is good evidence that learning is obtained consistently from such multi-agency events.

The service works with neighbouring services and forms part of a multi-agency response. This is in line with the [Joint Emergency Services Interoperability Principles](#).

Fire control staff have comprehensive, detailed guidance on how to deal with a marauding terrorist attack and active shooter threats. Guidance includes information that should be communicated to the public, pre-determined attendance, officer and specialist mobilisation and police directives regarding attendance. The service held a multi-agency training exercise recently to test its plans and embed training.

The service currently shares two stations (Sleaford and Louth) with East Midlands Ambulance Service; a third joint station (Lincoln South) is due to open in July 2019. These shared stations enable firefighters and ambulance staff to interact daily, which should improve working between the two organisations. However, we heard that joint working has been limited up to now because of the operational demands that the ambulance staff face.

Efficiency



How efficient is the service at keeping people safe and secure?



Good

Summary

An efficient fire and rescue service will manage its budget and spend money properly and appropriately. It will align its resources to its risk. It should try to keep costs down without compromising public safety. Future budgets should be based on robust and realistic assumptions. Lincolnshire Fire and Rescue Service's overall efficiency is good.

With a view to making the best use of limited resources to support its aims and objectives, the service has:

- cut its non-operational costs and reinvested the savings;
- made total cost savings of £3.1m since 2010; and
- developed a clear strategy to allow the service to meet its aims.

One problem that needs attention is the lack of clarity about how the service prioritises resources between prevention, protection and response. Some staff told us they see prevention and protection as under-resourced.

To improve its operations, the service has developed a new crewing model, known as the Lincolnshire crewing system. The service reports that this has improved response times between the 12 months to 31 March 2013 and the same period in 2018.

The service collaborates well with other blue light services and has plans to develop more joint working. Examples include:

- a shared headquarters with the police;
- plans for a shared control room and equipment with the police; and
- plans for more joint stations with the ambulance service.

The service's business and continuity plans are in place and are tested regularly.

The service is good at providing value for money. It has made cost savings, mainly through restructuring. The budget is stable until 2020. The service works hard to bring down non-pay costs, so that it can protect frontline services.

The service looks at good practice elsewhere when it develops efficiency-related initiatives and generates some income from its facilities at Waddington training centre.

Making best use of resources



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

How plans support objectives

The fire and rescue service in Lincolnshire is part of the county council. The council considers the service to be a high priority when taking decisions on allocating resources to manage risk. The service's financial plan is based on the county council's medium-term financial plan. The council's public protection and communities scrutiny committee provides independent overview and scrutiny of the service's budget and expenditure.

The service has taken action to cut its non-operational costs and has reinvested the savings to meet the aims of the IRMP. It has made total cost savings of £3.1m since 2010. A clear resourcing strategy aims to ensure that the correct response assets and resources are available to manage the risks, achieve value for money and allow the service to meet its aims and objectives.

But it remains unclear how the service decides on the priority it gives to the allocation of resources between prevention, protection and response. Staff told us that the resourcing for both prevention and protection was too low. We heard that community safety advocates are under pressure to meet demanding workloads within the resource model. In terms of protection, the service has failed to meet the targets it has set itself for time spent on fire regulation activities. The service acknowledges it has a capacity problem with operating its risk-based inspection programme. It is looking at ways to address this. This may be done through a restructure and, potentially, through recruiting new protection officers.

The current staffing model has little resilience. Vacancies caused by staff moving to new roles affects the team's ability to manage their ongoing workload.

Productivity and ways of working

The service is in control of its workforce plan and has recruited enough wholetime firefighters to match its operating model. In 2012, the service developed a new crewing model, known as the Lincolnshire crewing system (LCS), which provides extra wholetime cover across the county. The service believes the LCS is sustainable and efficient, has improved response times in the larger conurbations and has enhanced resilience across the rest of the county.

The main challenge is to make sure the on-call model is sustainable. Watch command support (WCS) plays an important role in ensuring that on-call resource allocation is suitable and that operational priorities are met. The role of WCS has evolved significantly since it was introduced. The decision to reduce the number of WCSs from 18 to 12, alongside cuts in the number of station managers, has put pressure on the existing staff. The risk is that if the WCS's role becomes overloaded, it will not be able to support resource allocation across stations. Availability will then drop.

Collaboration

The service proactively meets its statutory duty to consider emergency service collaboration. This joint working supports the priorities set out in the service's IRMP and improves the provision of core fire and rescue functions. Positive examples of this include:

- a shared service headquarters with the police;
- plans for a shared police and fire control room;
- shared equipment, such as drones and the incident command unit; and
- a wider estates programme, involving joint stations with the ambulance service at Lincoln South, Louth and Sleaford.

Co-location saves money for the service. It also brings other benefits, such as closer working, understanding and training among all the organisations involved. The result is the provision of a better service.

The service monitors, reviews and evaluates the benefits and outcomes of all collaborative work. The service has a clear collaboration strategy. This is overseen by its senior management board, which considers and commissions proposals, where appropriate. Overall co-ordination between the emergency services is managed through a blue light steering group. This group reports to the senior management board, which considers and commissions proposals, where appropriate. County council finance teams are looking at feasibility studies to better understand the anticipated outcomes of a single public estate.

Continuity arrangements

A range of appropriate business continuity plans is in place. These are tested regularly to be sure they are still viable. The business continuity framework identifies critical functions, such as response capability, looking after staff, weather alerts and cyber-attacks. Each department in the service has a relevant, bespoke plan. East coast flooding has been identified as one of the highest risks to the county. This plan is reviewed annually and a multi-agency exercise is undertaken to ensure it remains relevant.

Making the fire and rescue service affordable now and in the future



Good

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Improving value for money

The service is allocated its budget by the county council, which also specifies the level of savings needed by each of its departments. Despite the county council having to make significant cuts to its spending, the cuts to the fire and rescue service's budget have been relatively modest. The most recent cost savings that the service was required to contribute to the council's overall savings was £0.85m in 2016/17. The service achieved this mainly by reducing the number of management and support staff roles through an organisational restructure.

The service and county council have a well-developed working relationship. The scale of the overall county council resource provision is in line with the funds that the service needs. The service budget is balanced until 2020.

The service uses existing national framework arrangements when buying local safety-critical equipment to secure value for money. It also considers joint procurement exercises outside these arrangements where necessary. The service exercises appropriate controls over non-pay costs. These include contracts for the provision of laundry services and for the maintenance of personal protective equipment.

Innovation

The service's fleet management programme aims to ensure that all operational equipment is appropriate, tested and fit for purpose. The county council has approved capital funding for 13 years, which provides for the replacement of 33 fire engines. This will start later in 2019. The provision and maintenance of building stock is reviewed regularly, and is in line with current financial constraints.

The county council and a third party jointly provide ICT support. This helps the service to respond to risks. An example is the absorption of service mobile phone contracts into the wider county council arrangements. This has resulted in upgrading the mobile phones provided to the service, with support to staff being provided by the third party company.

Future investment and working with others

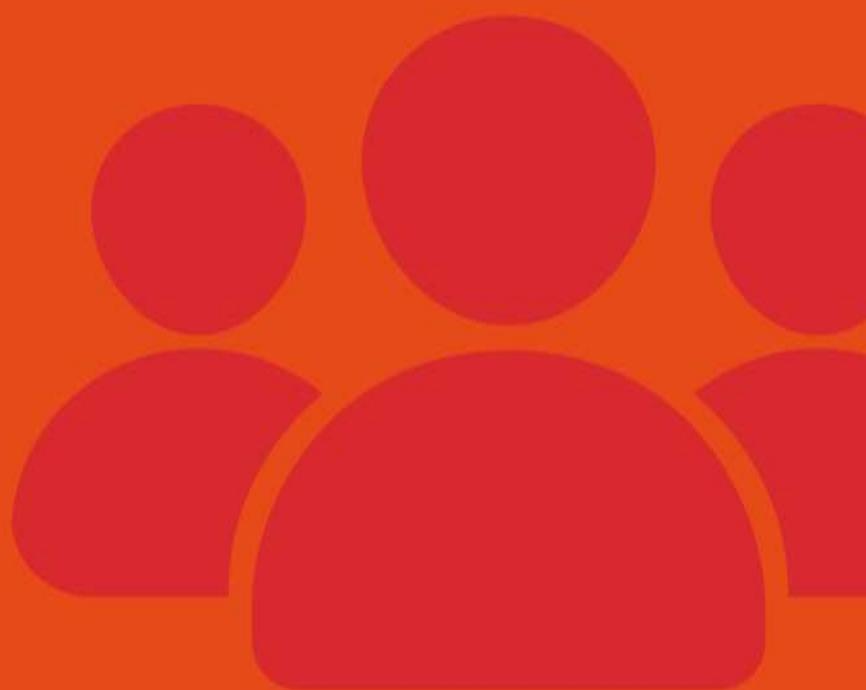
The service does not have its own [reserves](#). Financial contingency is provided from reserves held by the Council. However, the service does hold back part of its own budget in the event of a major incident. If not used, the service returns it to the council. A two-year financial plan for revenue and capital budgets will take it to the end of the four-year funding deal from government (2019/20).

The service looks at good practice elsewhere when it develops new initiatives. The blue light collaboration highlights several opportunities that are being advanced, including shared buildings, training, vehicles, and procurement.

The service generates income from its facilities at Waddington training centre. It charges other fire and rescue services to use the site, but only on a cost recovery basis.

The service has used the funding available through the one public estate programme.

People



How well does the service look after its people?



Requires improvement

Summary

A fire and rescue service that looks after its people should be able to provide an effective service to its community. It should offer a range of services to make its communities safer. This will include developing and maintaining a workforce that is professional, resilient, skilled, flexible and diverse. The service's leaders should be positive role models, and this should be reflected in the behaviour of the workforce. Overall, Lincolnshire Fire and Rescue Service requires improvement at looking after its people.

The service needs to improve the ways in which it promotes the right values and culture. We are concerned that there are weaknesses in how it ensures staff have the right skills.

The service has recognised it needs to improve and is making some progress. For example, it is establishing a wellbeing and inclusion board to better understand the workforce's needs; and it is making good use of a close working relationship with the police.

Staff feel supported in terms of their health and safety. Senior managers are described as visible and approachable. The service's culture is described as friendly and people-focused. The workforce clearly take pride in their work.

However, we found several areas for improvement. These include:

- access to specialist wellbeing provision;
- on-call firefighters' disconnectedness from senior management, the county council and the service's values;
- staff misunderstandings about the service's values and the concepts behind them; and
- inconsistent and unclear approaches taken towards resolution of grievances.

An area of particular concern is whether the service is doing all it can to make sure it has the right people with the right skills. We found:

- inadequate systems for assuring that staff are competent in critical skills;
- systems that fail to record all the training that staff have undertaken;
- crew managers providing training at stations (despite not being suitably trained to do so); and
- the service isn't doing enough to ensure the make-up of its workforce is representative of the diversity of the community.

On-call firefighters only get a group personal development review annually, which concentrates on the station and not on individuals. Non-operational staff say the opportunities for promotion are limited.

The service says that it is looking at ways to improve the promotion process but notes that the funds to help staff develop are limited.

Promoting the right values and culture



Requires improvement

Areas for improvement

- The service should improve its mechanisms for staff to access specialist wellbeing support.
- The service should ensure its values and behaviours are understood and demonstrated at all levels of the organisation.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce wellbeing

The service recently established a wellbeing and inclusion board (in April 2018) to bring together the focus on wellbeing, diversity and inclusion. The aim of the board is to provide signposting and resources for managers and staff to promote health and wellbeing. The board is not fully established yet but the service deems it a priority. As no additional funding for the board is available, the plans will mainly include better co-ordination and alignment of what is available already.

The service offers appropriate occupational health provision. But staff cannot self-refer. This may be an obstacle to people who don't wish to discuss their concerns with a line manager. The county council provides a self-refer counselling service for all fire and rescue staff for mental health support, and telephone access to Mind (a specialist organisation that provides mental health support). But only one counsellor is available. If staff require specific treatment they are encouraged to utilise NHS services in the first instance.

The service is benefitting from its close working relationship with the police. It has access to the support of the police chaplaincy. It also led to a joint wellbeing conference in April 2017. This aimed to raise awareness of wellbeing in both organisations.

The service provides an early intervention facility, known as 'defuse', to be undertaken as soon as possible after an incident occurs. However, supervisory managers sometimes don't refer their staff to this and have often relied on prompts from fire control or from their line manager to instigate 'defuse'.

The service has provided all supervisory managers with welfare training to identify situations when further mental health support may be needed. If required, individuals can refer themselves to Mind. Despite receiving training, many supervisory managers were not confident in their ability to identify early the warning signs of mental health difficulties.

Health and safety

The service promotes health and safety messages in several ways to support its staff, for example, on the intranet, on station noticeboards and through safety flashes. Staff say they feel well supported in terms of their health and safety.

Although on-call firefighters have to pass the same physical fitness test as their wholetime colleagues, on-call stations have markedly less physical fitness equipment than wholetime stations. The service recognises this gap, and is reviewing its provision of physical training equipment.

Culture and values

Senior managers are well regarded by most wholetime staff. They describe them as visible and approachable. This is particularly true for staff based at the service headquarters building. The weekly chief officer group meetings with staff held across the county are also well regarded; staff value the opportunity to offer feedback to the senior team. But this sentiment is not shared by all staff, in particular on-call firefighters.

The service's values are aligned to those within the county council. The service has compiled an organisational culture booklet that defines these values. All staff receive a copy of this booklet, which is available also on the service website.

Staff on the whole display a positive and friendly culture that is focused on people. However, we found that many staff do not understand the service's values, or the concepts behind them. This is most notable among on-call firefighters. They describe themselves as disconnected from the senior management team at the service headquarters and the county council. On-call station staff say they feel a greater sense of identity with their local community than with the fire and rescue service. As a result, some on-call stations have developed their own values that they view as more relevant. Such locally developed values may well be commendable – but the risk is that they undermine the values of the wider service, hindering the development of an organisational culture.

Getting the right people with the right skills



Requires improvement

Cause of concern

Lincolnshire Fire and Rescue Service needs to assure itself that it has systems in place for the effective recording and monitoring of training.

Recommendations

- By 31 July 2019 the service must ensure that suitable operational training is provided, assessed and recorded accurately and assure itself that all operational staff are competent in risk-critical skills.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Workforce planning

The service has a suitable workforce plan, which contains clear guidance on career progression for individuals and on succession planning for the organisation. The plan has identified gaps within the organisation and the service has taken appropriate action to recruit new staff to ensure it has the capability to manage risks.

However, we are concerned that there are weaknesses in the area of training firefighters with the skills and competences they need to operate safely and effectively. Crew managers and, occasionally, the watch command support provide training at stations. We found that the crew managers are not suitably trained and skilled to give such training or to assess staff competences. They have received a 'train the trainer' session. But this focuses only on the skills needed to teach another person, not on proficiency in the matter being taught. Crew managers also update the individual training records after the session, despite not being suitably trained to assess skills. This means the service can't assure itself that all staff are suitably trained to the level required to protect both the public and their own safety.

Learning and improvement

The process for recording training is confusing, leading to inconsistencies. Little confidence exists that the current process accurately records all the training that staff have undertaken. Until recently, the service used a training database to record training. But this did not provide suitable assurance that individuals had undertaken training and were competent in each skill set. To supplement this, business support officers in the training centre have been updating large spreadsheets of data to record safety-critical training. The officers use these to notify supervisory managers that members of their team need to refresh their safety-critical skills. Overall, the process is inefficient, cumbersome and importantly, could be unreliable as it risks recording inaccurate information.

Because of these difficulties, supervisory managers at stations also record training on local station systems, which have been developed independently and are neither co-ordinated or applied consistently. This does not provide the service with suitable oversight and assurance of competence which could increase the risk to the individual and the public.

The service is aware of these weaknesses and is developing a new competence recording system. This is expected to be in place by the end of 2018. In the meantime, to provide organisational oversight, the service has instructed all supervisory managers to record training on a shared drive. At present, safety-critical training is still being variously recorded on the database and on the business support spreadsheets.

There is a different approach for non-operational staff where their training and development is covered by county council policy. However, the service cannot confirm what training non-operational staff have received and what further training is required to confirm competency. The service has also recognised this as a weakness. The new training system is intended to record the training that non-operational staff have received.

The service recognises and rewards notable staff performance through an awards night, which is well regarded.

Ensuring fairness and promoting diversity



Good

Lincolnshire Fire and Rescue Service is good at ensuring fairness and promoting diversity. But we found the following area in which it needs to improve:

Areas for improvement

- The service should assure itself that it has effective grievance procedures.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Seeking and acting on staff feedback

Members of the workforce clearly take pride in working for the service. The most recent staff survey, carried out in 2017, showed that the job satisfaction was high and staff felt well supported by the organisation. Senior managers have taken actions to respond to the survey, developing these with assigned owners and communicating them across the service. Most staff expressed confidence in the survey process, and feel that results are communicated well.

Senior managers engage with the workforce when considering significant changes to policy or practice. Good examples of this are the consultations that were undertaken before medical co-responding was introduced, and before a team capable of responding to a marauding terrorist attack was set up.

We sampled some recently resolved grievance cases. We found the policy on managing grievances could be improved and in the cases we reviewed many did not comply with the service's own policy. The service does not apply a fair, consistent approach to the resolution of grievances. Important information is missing from the policy on dealing with grievances, such as information on supporting staff through the process, or on who has the overall responsibility for monitoring it. Staff throughout the organisation showed little understanding of the process. Supervisory managers said they lacked training in managing grievances.

Diversity

As at 31 March 2018, the percentage of female firefighters in the service is above the England rate but still not representative of the wider community. As at 31 March 2018 the percentage of firefighters coming from a black, Asian or minority ethnic (BAME) background is 1.4 percent, which is below the local population of 2.4 percent.

The service has taken steps to address disproportionality in the recruitment of staff with protected characteristics. It has developed a positive action toolkit, produced recruitment materials in foreign languages and has used census data to better understand the profile of the local community. The service has a clear recruitment policy which supports the use of a broad range of strategies such as the use of positive action and open days. These strategies seek to promote a diverse workforce.

The service has also appointed equality, diversity and inclusion champions. These champions will hold regularly focus groups which will enable staff to express their views in a safe and open environment. The service also participates in the county council's diversity steering group which ensures that the service has an effective way of making sure that it complies with their statutory duties.

Managing performance and developing leaders



Requires improvement

Areas for improvement

- The service should put in place a specific process to identify, develop and support high potential staff and aspiring leaders.

We set out our detailed findings below. These are the basis for our judgment of the service's performance in this area.

Managing performance

The service does not apply personal development reviews (PDRs) consistently across the workforce. Wholetime staff get individual PDRs with their line managers each year. On-call firefighters only receive a group PDR annually. This concentrates on the station's performance; it does not consider the development needs of individuals. The service accepts that individual PDRs would be better, and are available on request by individuals, but says it cannot achieve this service-wide because of the lack of capacity and resources.

Non-uniformed staff have individual PDRs, completed annually. However, non-uniformed staff with specialist skills in prevention and protection felt their opportunities for promotion within the service were limited. They perceive that their career progression is artificially capped because uniformed staff held all the senior roles, so they were not able to apply for them and did not value the PDR process.

Developing leaders

Uniformed staff can explain the process for promotion. They understand what they are required to do to progress to the next rank. Staff know where to look for information and support, if they want to apply for promotion. The service is exploring opportunities with the police to widen leadership development training.

The service has a core progression framework process but accepts that this does not enable it to identify and select high-potential staff. It recognises that funds to enable staff to develop are limited. As a result, staff are trained to be competent only in their current role. Staff also state they struggle to obtain approval to attend training courses outside their immediate roles.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- Chartered Institute of Public Finance and Accountancy (CIPFA);
- our inspection fieldwork; and
- data we collected directly from all 45 fire and rescue services in England.

Where we use published Home Office data, we use the period to 31 March. We selected this period to be consistent across data sets. Some data sets are published annually, others quarterly. [The most recent data tables are available online.](#)

We use different data periods to represent trends more accurately.

Where we collected data directly from fire and rescue services (FRSs), we took reasonable steps to agree the design of the data collection with services and with other interested parties such as the Home Office. We gave services several opportunities to validate the data they gave us, to ensure the accuracy of the evidence presented. For instance:

- We checked and queried data that services submitted if notably different from other services or internally inconsistent.
- We asked all services to check the final data used in the report and correct any errors identified. Data that services submitted to the Home Office in relation to prevention, protection and workforce figures was published in November 2018. This data was updated after reports had been checked by services, so we haven't validated it further.

We set out the source of Service in numbers data below.

Methodology

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use [ONS mid-2017 population estimates](#). This is the most recent data available at the time of inspection.

BMG survey of public perception of the fire and rescue service

We commissioned BMG to survey attitudes towards fire and rescue services in June and July 2018. This consisted of 17,976 interviews across 44 local fire and rescue service areas. This survey didn't include the Isles of Scilly, due to its small population. Most interviews were conducted online, with online research panels.

However, a minority of the interviews (757) were conducted via face-to-face interviews with trained interviewers in respondents' homes. A small number of respondents were also interviewed online via postal invitations to the survey. These face-to-face interviews were specifically targeted at groups traditionally under-represented on online panels, and so ensure that survey respondents are as representative as possible of the total adult population of England. The sampling method used isn't a statistical random sample. The sample size was small, varying between 400 and 446 individuals in each service area. So any results provided are only an indication of satisfaction rather than an absolute.

[Survey findings are available on BMG's website.](#)

Service in numbers

A dash in this graphic indicates that a service couldn't give data to us or the Home Office.

Perceived effectiveness of service

We took this data from the following question of the public perceptions survey:

How confident are you, if at all, that the fire and rescue service in your local area provides an effective service overall?

The figure provided is a sum of respondents who stated they were either 'very confident' or 'fairly confident'. Respondents could have also stated 'not very confident', 'not at all confident' or 'don't know'. The percentage of 'don't know' responses varied between services (ranging from 5 percent to 14 percent).

Due to its small residential population, we didn't include the Isles of Scilly in the survey.

Incidents attended per 1,000 population

We took this data from the Home Office fire statistics, '[Incidents attended by fire and rescue services in England, by incident type and fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- There are six worksheets in this file. The 'FIRE0102' worksheet shows the number of incidents attended by type of incident and fire and rescue authority (FRA) for each financial year. The 'FIRE0102 Quarterly' worksheet shows the number of incidents attended by type of incident and FRA for each quarter. The worksheets 'Data fires', 'Data fire false alarms' and 'Data non-fire incidents' provide the raw data for the two main data tables. The 'Figure 3.3' worksheet provides the data for the corresponding chart in the statistical commentary.
- Fire data, covering all incidents that FRSs attend, is collected by the Incident Recording System (IRS). For several reasons some records take longer than others for FRSs to upload to the IRS. So totals are constantly being amended (by relatively small numbers).
- We took data for Service in numbers from the August 2018 incident publication. So figures may not directly match more recent publications due to data updates.

Home fire risk checks per 1,000 population

We took this data from the Home Office fire statistics, '[Home fire risk checks carried out by fire and rescue authorities and partners, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Each FRS's figure is based on the number of checks it carried out and doesn't include checks carried out by partners.

Please consider the following points when interpreting outcomes from this data.

- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.
- The England total hours figures for 'Number of Fire Risk Checks carried out by FRS' include imputed figures to ensure a robust national figure. These imputed figures are: '2016/17 – Staffordshire'.
- Figures for 'Fire Risk Checks carried out by Elderly (65+)', 'Fire Risk Checks carried out by Disabled' and 'Number of Fire Risk Checks carried out by Partners' don't include imputed figures because a lot of FRAs can't supply these figures.

Home fire risk checks may also be referred to as Home Fire Safety Checks by FRSs.

Fire safety audits per 100 known premises

Fire protection refers to FRSs' statutory role in ensuring public safety in the wider built environment. It involves auditing and, where necessary, enforcing regulatory compliance, primarily but not exclusively in respect of the provisions of the [Regulatory Reform \(Fire Safety\) Order 2005 \(FSO\)](#). The number of safety audits in Service in numbers refers to the number of audits FRSs carried out in known premises.

According to the Home Office definition, “premises known to FRAs are the FRA’s knowledge, as far as possible, of all relevant premises; for the enforcing authority to establish a risk profile for premises in its area. These refer to all premises except single private dwellings”.

We took this from the Home Office fire statistics, '[Fire safety audits carried out by fire and rescue services, by fire and rescue authority](#)' for the period from 1 April 2017 to 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- Berkshire FRS didn't provide figures for premises known between 2014/15 and 2017/18.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.
- Several FRAs report 'Premises known to FRAs' as estimates based on historical data.

Firefighter cost per person per year

We took the data to calculate firefighter cost per person per year from the annual financial data returns that individual FRSs complete and submit to CIPFA, and [ONS mid-2017 population estimates](#).

You should consider this data alongside the proportion of firefighters who are wholetime and on-call / retained.

Number of firefighters per 1,000 population, five-year change in workforce and percentage of wholetime firefighters

We took this data from the Home Office fire statistics, '[Total staff numbers \(full-time equivalent\) by role and by fire and rescue authority](#)' as at 31 March 2018.

Table 1102a: Total staff numbers (FTE) by role and fire authority – Wholetime Firefighters and table 1102b: Total staff numbers (FTE) by role and fire authority – Retained Duty System are used to produce the total number of firefighters.

Please consider the following points when interpreting outcomes from this data.

- We calculate these figures using full-time equivalent (FTE) numbers. FTE is a metric that describes a workload unit. One FTE is equivalent to one full-time worker. But one FTE may also be made up of two or more part-time workers whose calculated hours equal that of a full-time worker. This differs from headcount, which is the actual number of the working population regardless if employees work full or part-time.
- Some totals may not aggregate due to rounding.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.

Percentage of female firefighters and black, Asian and minority ethnic (BAME) firefighters

We took this data from the Home Office fire statistics, '[Staff headcount by gender, fire and rescue authority and role](#)' and '[Staff headcount by ethnicity, fire and rescue authority and role](#)' as at 31 March 2018.

Please consider the following points when interpreting outcomes from this data.

- We calculate BAME residential population data from ONS 2011 census data.
- We calculate female residential population data from ONS mid-2017 population estimates.
- Dorset FRS and Wiltshire FRS merged to form Dorset and Wiltshire FRS on 1 April 2016. All data for Dorset and Wiltshire before 1 April 2016 is excluded from this report.

Annex B – Fire and rescue authority governance

These are the different models of fire and rescue authority (FRA) governance in England. Lincolnshire Fire and Rescue Service is a unitary authority.

Metropolitan FRA

The FRA covers a metropolitan (large urban) area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

Combined FRA

The FRA covers more than one local authority area. Each is governed by locally elected councillors appointed from the constituent councils in that area.

County FRA

Some county councils are defined as FRAs, with responsibility for fire and rescue service provision in their area.

Unitary authorities

These combine the usually separate council powers and functions for non-metropolitan counties and non-metropolitan districts. In such counties, a separate fire authority runs the fire services. This is made up of councillors from the county council and unitary councils.

London

Day-to-day control of London's fire and rescue service is the responsibility of the London fire commissioner, accountable to the Mayor. A Greater London Authority committee and the Deputy Mayor for Fire scrutinise the commissioner's work. The Mayor may arrange for the Deputy Mayor to exercise his fire and rescue functions.

Mayoral Combined Authority

Only in Greater Manchester. The Combined Authority is responsible for fire and rescue functions but with those functions exercised by the elected Mayor. A fire and rescue committee supports the Mayor in exercising non-strategic fire and rescue functions. This committee is made up of members from the constituent councils.

Police, fire and crime commissioner FRA

The police, fire and rescue commissioner is solely responsible for the service provision of fire & rescue and police functions.

Isles of Scilly

The Council of the Isles of Scilly is the FRA for the Isles of Scilly.

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**Open Report on behalf of Pete Moore,
Executive Director of Finance and Public Protection**

Report to:	Public Protection and Communities Scrutiny Committee
Date:	22 January 2019
Subject:	Stay Safe Partnership – resources to protect and safeguard Children and Young People

Summary:

This paper provides an overview of the Stay Safe project, its achievements to date and plans for the future. This project is aimed at ensuring every child in Lincolnshire receives the most appropriate input to enable them to make informed decisions to keep themselves safe.

Actions Required:

Members of the Public Protection and Communities Scrutiny Committee are invited to:

1. Consider and comment on the delivery of the Stay Safe project, and whether the Committee supports the continued delivery of Stay Safe in its current format beyond 2019/20.
2. Consider whether the subject matter covered by the Stay Safe Days meet community need; and, highlight any observations including impact the within local communities.
3. Highlight any additional comments or recommendations for consideration by the relevant Executive Councillor(s).

1. Background

1.1 The Stay Safe Partnership brings together organisations and voluntary agencies which deliver age appropriate safety workshops, staff training, e learning and online resources for nurseries to college age children all in one convenient place.

1.2 All courses and trainers are quality checked and assured so education providers can be sure that they get the best quality and effective workshops and training for their young people and staff.

1.3 The project started at the beginning of June 2014 and went live in September 2015. It was commissioned by the Police and Crime Commissioner, Police,

Lincolnshire Safeguarding Children's Board (LSCB), Children's Services, Fire and Rescue and the Safer Lincolnshire Partnership (SLP) with the aim to establish a coordinated strategy in the delivery of preventative education in Lincolnshire schools and academies. This is to ensure that key messages identified through the SLP and LSCB and other bodies are actively promoted in all Lincolnshire schools. Prior to the project a number of issues were identified in what was being delivered to schools, such as:

- Not knowing what was being delivered
- Duplication in what was being delivered
- Gaps in information delivered
- Variable quality
- Lots of different agencies providing data with no central management
- Schools only taking what they knew or what was free
- Lack of link to Lincolnshire priorities and areas of concern

1.4 The key objectives for the project are:

- To make the most effective and efficient use of the public resources which are currently utilised in delivering preventative education to children and young people in a school setting.
- Tackle existing and developing priorities effecting young people.
- Consider the engagement and education of children, teachers, professionals working within the environment and parents.

1.5 What is available?

There are 62 resources packages available to primary schools and 76 for secondary schools including:

- E-safety workshops
- First aid
- Hate crime
- Mental Health
- Stay Safe Days (previously known as MAD) – These are multi agency days where students receive workshops in 5 key areas, giving them information to make informed decisions.

For year 7's or 8's, the day would cover workshops on Fire Safety, Internet Safety, Alcohol Awareness, Anti-Social Behaviour and Healthy Relationships.

For year 9's or 10's, the day would cover workshops on Road Safety, Internet Safety, Drugs Awareness, Anti-Social Behaviour and Healthy Relationships. Further information can be found on the [Stay Safe](#) website.

1.6 The Stay Safe Partnership falls under two areas of governance, the Lincolnshire Safeguarding Children Board (LSCB) and the Safer Lincolnshire Partnership (SLP). In terms of management and coordination the Stay Safe

Partnership Coordinator and 2 officers sits within the Safer Communities Service in the Finance and Public Protection Directorate of Lincolnshire County Council.

1.7 The co-ordination and commissioning of the Stay Safe Partnership is currently funded by Safer Communities, from their reserves (£132K in 18/19). Resources to deliver key parts of the programme are provided by the Police, Lincolnshire Road Safety Partnership and Fire and Rescue.

The costs above also include the commissioning of Addaction to deliver drug and alcohol awareness sessions on MAD days and also standalone year 6 workshops on substance misuse. A further £15k is provided by the LSCB.

2. Evaluation

2.1 Since the SSP was set up in Sept 2015 staff training and student workshops have been delivered in 100% of secondary schools and 92% of primary schools. This does not take in to account where schools have accessed free resources on line or e-learning modules.

2.2 The chart shows the number of safety workshops booked since the SSP was first set up. The light blue top sections show the number of MAD days delivered which full days are made up of 5 different workshops. Of the 86 MAD days held in 2017/18, 8 of these were for non-mainstream schools.

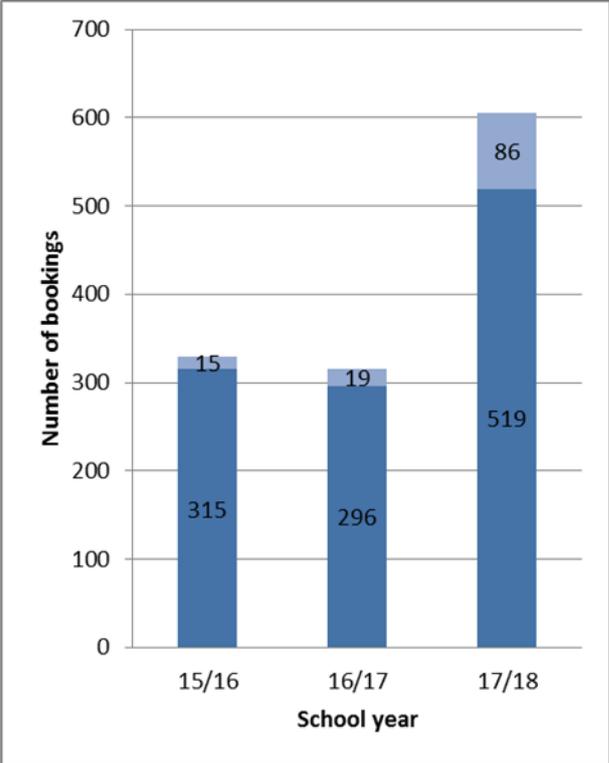
2.3 In 2016/2017 Lincolnshire County Council brought in charging for all services offered to schools and there was a dip in overall bookings. Schools were surveyed regarding the introduction of charging and 74% confirmed that charging had impacted on what they booked and that they looked for free alternatives instead.

2.4 In 17/18 an agreement was received from LCC to drop charges for workshops provided by the SSP staff and the workshops and resources available to schools were better promoted. This resulted in a 100% increase in bookings.

2.5 Significant quantitative and qualitative feedback is taken from both children and teachers, which is used for quality and impact monitoring a project development.

2.6 Somethings children have said:

- "I would like to say a big thank you all for coming and telling me all of this amazing information"



- "I think the day is a good idea because it gives good advice to us and is very helpful and different from a normal school day"
- "I loved all the subjects today - it really showed me how to be safe"
- "It was very interesting and I loved it - it will help me in the future and I can take some of the things with me"
- "Best day ever - this day is a brilliant idea"
- "I liked how honest they all were so you do get to know the consequences"

2.7 Teachers feedback:

- "the team delivered excellent workshops"...."We couldn't organise these days without the support of outside Organisations"
- "Each time we have a MAD day it gets better"..."topics covered are relevant. We have had a significant reduction in the amount of sexting".
- "School councillor and safeguarding team have both agreed there is an increase in students coming forward for help or to report things"
- "Having hosted the MAD for multiple years now in support of our PSHE programme, the older students are now more informed and have a broader understanding of the topics covered, hopefully equipping them for the challenges they face"
- "It is very helpful that all agencies come together on one day as this limits the disruption to lessons"

2.8 Disclosures- Due to the personal nature of the topics discussed in MAD day sessions such as domestic abuse and substance misuse, disclosures are sometimes made by students. The process, should a disclosure be made, is for each instance to be talked through with the agency involved and the organiser at the school, the school safeguarding lead is usually involved as well, it is then left in the hands of the school to follow their policies and procedures.

2.9 The team have started to record the number of disclosures. For the academic year 2018-2019 up to the 23rd November, 22 disclosures had been made. These have been 7 regarding drugs/alcohol, 14 regarding DA/Healthy Relationships and 1 regarding Fire.

2.10 It is pleasing to note that following the evaluation, an additional investment of £35k has been secured from the LSCB for the academic year 19/20, thus reducing the use of LCC reserves to around £100k. All partner agencies have committed their continued support and therefore delivery in 19/20 has been secured.

2.11 Feedback will continue to be reviewed in order to make sure Stay Safe continues to deliver in the right subject and geographical areas.

3. Conclusion

3.1 After a number of years in development Stay Safe has developed into a trusted resource for teachers and children and provided a delivery mechanism for partner agencies to deliver cost effective crime and personal safety prevention activity. In summary:

- There are currently 76 offers for secondary school
- 100% of secondary schools have booked at least one offer
- There are currently 62 offers for primary/junior schools
- 92% of primary/junior schools have booked at least one offer
- Over 118,000 students have accessed workshops
- Bookings rose by over 100% when key workshops were made free
- 75% of secondary schools have booked Multi-Agency days (MAD)
- Feedback from students and teachers remains very positive
- Ongoing evaluation of MAD subject matter to ensure relevant topics
- New workshops have been created to respond to the needs and voice of the child – Year 6 E safety workshop, Year 6 Substance Misuse workshops

4. Consultation

a) Have Risks and Impact Analysis been carried out?
Not Applicable

b) Risks and Impact Analysis
Not Applicable

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Sara Barry who can be contacted on 01522 552499 or sara.barry@lincolnshire.gov.uk

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Open Report on behalf of David Coleman, Chief Legal Officer

Report to:	Public Protection and Communities Scrutiny Committee
Date:	22 January 2019
Subject:	Public Protection and Communities Scrutiny Committee Work Programme

Summary:

This item enables the Committee to consider and comment on the content of its work programme for the coming year to ensure that scrutiny activity is focused where it can be of greatest benefit. The work programme will be reviewed at each meeting of the Committee to ensure that its contents are still relevant and will add value to the work of the Council and partners.

Members are encouraged to highlight items that could be included for consideration in the work programme.

Actions Required:

Members of the Committee are invited to:

- 1) Review, consider and comment on the work programme as set out in Appendix A to this report.
- 2) Highlight for discussion any additional scrutiny activity which could be included for consideration in the work programme.

1. Background

Overview and Scrutiny should be positive, constructive, independent, fair and open. The scrutiny process should be challenging, as its aim is to identify areas for improvement. Scrutiny activity should be targeted, focused and timely and include issues of corporate and local importance, where scrutiny activity can influence and add value.

Overview and scrutiny committees should not, as a general rule, involve themselves in relatively minor matters or individual cases, particularly where there are other processes, which can handle these issues more effectively.

All members of overview and scrutiny committees are encouraged to bring forward important items of community interest to the committee whilst recognising that not all items will be taken up depending on available resource.

Committee Scope

As part of its terms of reference, the Public Protection and Communities Scrutiny Committee will work to review and scrutinise the following services and their outcomes:

- Volunteering support
- Adult education
- Financial inclusion
- Community engagement and development
- Community hubs
- Library services and archives
- Heritage services
- Preventing and reducing crime
- Tackling domestic abuse
- Fire and rescue and emergency response
- Trading standards
- Emergency planning
- Road safety
- Reducing anti-social behaviour
- Registration, celebratory and coroner's services

There will inevitably be service specific subjects that the scrutiny committee will want to consider, either through policy development, project updates, or through pre-decision scrutiny.

Purpose of Scrutiny Activity

Set out below are the definitions used to describe the types of scrutiny, relating to the items on the Committee Work Programme:

Policy Development - The Committee is involved in the development of policy, usually at an early stage, where a range of options are being considered.

Pre-Decision Scrutiny - The Committee is scrutinising a proposal, prior to a decision on the proposal by the Executive, the Executive Councillor or a senior officer.

Policy Review - The Committee is reviewing the implementation of policy, to consider the success, impact, outcomes and performance.

Performance Scrutiny - The Committee is scrutinising periodic performance, issue specific performance or external inspection reports.

Consultation - The Committee is responding to (or making arrangements to) respond to a consultation, either formally or informally. This includes pre-consultation engagement.

Budget Scrutiny - The Committee is scrutinising the previous year's budget, or the current year's budget or proposals for the future year's budget.

Requests for specific items for information should be dealt with by other means, for instance briefing papers to members.

Identifying Topics

Selecting the right topics where scrutiny can add value is essential in order for scrutiny to be a positive influence on the work of the Council. Members may wish to consider the following questions when highlighting potential topics for discussion to the committee:-

- Will Scrutiny input add value?
Is there a clear objective for scrutinising the topic, what are the identifiable benefits and what is the likelihood of achieving a desired outcome?
- Is the topic a concern to local residents?
Does the topic have a potential impact for one or more section(s) of the local population?
- Is the topic a Council or partner priority area?
Does the topic relate to council corporate priority areas and is there a high level of budgetary commitment to the service/policy area?
- Are there relevant external factors relating to the issue?
Is the topic a central government priority area or is it a result of new government guidance or legislation?

Scrutiny Review Activity

Where a topic requires more in-depth consideration, the Committee may commission a Scrutiny Panel to undertake a Scrutiny Review, subject to the availability of resources and approval of the Overview and Scrutiny Management Board. The Committee may also establish a maximum of two working groups at any one time, comprising a group of members from the committee.

2. Conclusion

The Committee's work programme for the coming year is attached at Appendix A to this report. A list of all upcoming Forward Plan decisions relating to the Committee is also attached at Appendix B.

Members of the Committee are invited to review, consider and comment on the work programme as set out in Appendix A and highlight for discussion any additional scrutiny activity which could be included for consideration in the work

programme. Consideration should be given to the items included in the work programme as well as any 'items to be programmed' listed.

3. Consultation

a) Have Risks and Impact Analysis been carried out?

Not Applicable

b) Risks and Impact Analysis

Not Applicable

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	Public Protection and Communities Scrutiny Committee – Work Programme
Appendix B	Forward Plan of Decisions relating to the Public Protection and Communities Scrutiny Committee

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Daniel Steel, Scrutiny Officer, who can be contacted on 01522 552102 or by e-mail at daniel.steel@lincolnshire.gov.uk

Public Protection and Communities Scrutiny Committee

22 JANUARY 2019 – 10:00am		
Item	Contributor	Purpose
Revenue and Capital Budget Proposals 2019/20	Nick Borrill, Chief Fire Officer, Chris Davison, County Officer - Public Protection, Nicole Hilton, Chief Community Engagement Officer	PRE-DECISION SCRUTINY Budget proposals for 2018/19.
Future Model of the Heritage Service	Nicole Hilton, Chief Community Engagement Officer	PRE-DECISION SCRUTINY
Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services Report	Nick Borrill, Chief Fire Officer	Outcome and actions from Fire & Rescue HMICFRS inspection.
Stay Safe Partnership	Sara Barry, Safer Communities Manager	Overview of the Stay Safe project, ensuring every child in Lincolnshire receives the most appropriate input to enable them to make informed decisions to keep themselves safe.

12 MARCH 2019 – 10:00am		
Item	Contributor	Purpose
Authority to Procure Replacement Breathing Apparatus Equipment	Dan Quinn, Assistant Chief Fire Officer	PRE-DECISION SCRUTINY Executive 2 April 2019
Quarter 3 Performance Report (1 October to 31 December 2018)	Chief Fire Officer, Chris Davison, County Officer - Public Protection, Nicole Hilton, Chief Community Engagement Officer	Review of the Key Performance and Customer Satisfaction Information.

Sitting as the Crime and Disorder Scrutiny Committee

Serious and Organised Crime	Sara Barry, Safer Communities Manager	Review of work being undertaken as part of the Safer Lincolnshire Partnership to tackle Serious and Organised Crime - Including Modern Slavery.
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23 APRIL 2019 – 10:00am		
Item	Contributor	Purpose
Future Model of the Heritage Service	Nicole Hilton, Chief Community Engagement Officer	PRE-DECISION SCRUTINY Executive 8 May 2019
Community Hub Progress and Developments	Louise Egan, Library and Heritage Client Lead	Review of the current position of the Community Hubs

23 APRIL 2019 – 10:00am		
Item	Contributor	Purpose
Sitting as the Crime and Disorder Scrutiny Committee		
Safer Lincolnshire Partnership Priorities – Domestic Abuse	Sara Barry, Safer Communities Manager	Review of work being undertaken as part of the Safer Lincolnshire Partnership to tackle Domestic Abuse

11 JUNE 2019 – 10:00am		
Item	Contributor	Purpose
Lincolnshire Fire and Rescue Performance Annual Report	Chief Fire Officer	Performance Scrutiny
Consultation & Engagement Activity Annual Review	Nicole Hilton, Chief Community Engagement Officer; Bev Finnegan, Programme Manager, Community Engagement	A review of council wide consultation & engagement activity and how it helps the Council to effectively engage people and be better informed to improve service provision.
Quarter 4 Performance Report (1 January to 31 March 2019)	Chief Fire Officer, Chris Davison, County Officer - Public Protection, Nicole Hilton, Chief Community Engagement Officer	Review of the Key Performance and Customer Satisfaction Information.

Sitting as the Crime and Disorder Scrutiny Committee		
Item	Contributor	Purpose
Safer Lincolnshire Partnership Priorities – Reducing Offending	Sara Barry, Safer Communities Manager	Review of work being undertaken as part of the Safer Lincolnshire Partnership to tackle Reducing Offending

23 JULY 2019 – 10:00am		
Item	Contributor	Purpose
Performance of the Library Services Contract – Year Three Review Report	Nicole Hilton, Chief Community Engagement Officer	Review of the third year performance and key performance indicators (KPI) for the Library Services Contract.

Sitting as the Crime and Disorder Scrutiny Committee		
Item	Contributor	Purpose
Safer Lincolnshire Partnership Priorities – Anti-social Behaviour	Sara Barry, Safer Communities Manager	Review of work being undertaken as part of the Safer Lincolnshire Partnership to tackle Anti-social Behaviour.

17 SEPTEMBER 2019 – 10:00am		
Item	Contributor	Purpose
Quarter 1 Performance Report (1 April to 30 June 2019)	Chief Fire Officer, Chris Davison, County Officer - Public Protection, Nicole Hilton, Chief Community Engagement Officer	Review of the Key Performance and Customer Satisfaction Information
Lincolnshire Registration, Celebratory and Coroners Services Annual Report	Donna Sharp, County Services Manager (Registration & Celebratory Service and Coroners Service)	Annual Report

29 OCTOBER 2019 – 10:00am		
Item	Contributor	Purpose
Annual Prevent Review Report	Nicole Hilton, Chief Community Engagement Officer, Paul Drury, Programme Officer - Prevent	The Lincolnshire Annual report on Prevent related activities in relation to local authority responsibilities.
Fire and Rescue Statement of Assurance 2018-19	Nick Borrill, Chief Fire Officer	

10 DECEMBER 2019 – 10:00am		
Item	Contributor	Purpose
Quarter 2 Performance Report (1 July to 30 September 2019)	Chief Fire Officer, Chris Davison, County Officer - Public Protection, Nicole Hilton, Chief Community Engagement Officer	Review of the Key Performance and Customer Satisfaction Information.
Road Safety Partnership Annual Report	Steven Batchelor, Lincolnshire Road Safety Partnership	Annual update on the Road Safety Partnership including information on fatal, killed and serious injury figures for Lincolnshire and progress Action Plan.

For more information about the work of the Public Protection and Communities Scrutiny Committee please contact Daniel Steel, Scrutiny Officer on 01522 552102 or by e-mail at daniel.steel@lincolnshire.gov.uk

Forward Plan of Decisions relating to the Public Protection and Communities Scrutiny Committee

DEC REF	MATTERS FOR DECISION	DATE OF DECISION	DECISION MAKER	PEOPLE/GROUPS CONSULTED PRIOR TO DECISION	DOCUMENTS TO BE SUBMITTED FOR DECISION	HOW AND WHEN TO COMMENT PRIOR TO THE DECISION BEING TAKEN	RESPONSIBLE PORTFOLIO HOLDER AND CHIEF OFFICER	KEY DECISION YES/NO	DIVISIONS AFFECTED
I017124 New!	Authority to Procure Replacement Breathing Apparatus Equipment	2 April 2019	Executive	Public Protection and Communities Scrutiny Committee	Report	Assistant Chief Fire Officer Tel: 01522 582222 Email: dan.quinn@lincolnshire.gov.uk	Executive Councillor: Culture and Emergency Services and Executive Director of Finance and Public Protection	Yes	All Divisions
I013959	Future Model of the Heritage Service	8 May 2019	Executive	Public Protection and Communities Scrutiny Committee	Report	Chief Community Engagement Officer Tel: 01522 553831 Email: nicole.hilton@lincolnshire.gov.uk	Executive Councillor: NHS Liaison, Community Engagement and Chief Executive	Yes	All Divisions