

**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?	No

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 microsites

The DBC proposes that the Heritage Service's offer should consist of a mixed economy of microsites 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 <i>(Please note that owing to its size this document is only available to view electronically at:</i> http://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=121&MId=5279&Ver=4 <i>or a hard copy upon request from Democratic Services)</i>
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)	http://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=121&MId=4811&Ver=4

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