

## HAMPSHIRE COUNTY COUNCIL

### Decision Report

|                        |   |
|------------------------|---|
| <b>Decision Maker:</b> | Executive Member for Culture and Recreation                 |
| <b>Date:</b>           | 8 July 2010   |
| <b>Title:</b>          | Hampshire Museums and Arts Service- Planning for the Future |
| <b>Reference:</b>      | 1637  |
| <b>Report From:</b>    | Director of Culture, Communities and Rural Affairs          |

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#### 1. Executive Summary

- 1.1. The purpose of this paper is to outline how the Museums and Arts Service would re-shape itself within the context of a strategic vision for the management of key heritage assets within the County Council. These proposals include how the Service will embed the very positive developments associated with recent programmes such as Renaissance and Find Your Talent (FYT) and the way in which the service has been evolving over recent years. It also puts forward a series of principles which will underpin any response to the withdrawal of central government funding in this area. The paper seeks approval to develop and consult upon detailed proposals over the next three to six months. This would build upon the principles set out in this paper and inform further detailed reports to the Executive Member prior to any decision upon implementation.

#### 2. Background Context

##### 2.1. *Hampshire's Cultural Identity- a very special place*

- 2.1.1 Hampshire and its people has a rich cultural and natural heritage extending back over millions of years that fundamentally shapes who we are today. From the prehistoric settlers and the kings of Wessex to those who played their part in defending the realm and working the land, our ancestors shaped the environment within which we live, work and play. Their individual stories come together in Hampshire's collective memory and are held within our heritage – the landscapes and countryside we enjoy every day, the historic buildings they contain, and the documents and artefacts held in our museums and archives. They tell of personal, family and community histories all of which contribute to our sense of Hampshire as a special place. Without these 'memories', there is no Hampshire as we know and understand it. The world around us becomes an anonymous place and the communities living within become disconnected from each other. It is also a major driving force in the portrayal and profile of Hampshire as a destination or location for those seeking to live in, work in or visit such a diverse and vibrant place.

2.1.2 Hampshire County Council's role, in relation to those assets for which it is responsible, is to ensure that this Hampshire memory is captured, looked after and enjoyed by all, working in partnership with the wider community. From this perspective the intention is to produce a vision and plan for managing these heritage assets which will enable Hampshire County Council to prioritise its work in a creative, accessible and sustainable way. It will provide a strategic framework within which these assets can be used most effectively to support the needs of twenty-first century Hampshire and its residents, and will identify the role of Hampshire County Council and key external partnerships in terms of future delivery.

## 2.2. **A key Role for Hampshire Museums and Arts service**

2.2.1 Hampshire Museums and Arts Service inspires people to participate in and shape the dynamic cultural life of Hampshire. Its' purpose is to provide access to the County's museum collections, creative talent and quality artistic experiences for a wide range of users and audiences as part of an integrated cultural offer.

Hampshire County Council's museum collections are a vital memory bank containing millions of stories that have helped shape modern residents' personal and community identities. Objects provide a powerful and unique window into the past that enable people in the present to get close to things that their ancestors made, touched and used. When the stories they hold are communicated with passion and meaning, they inspire emotional response and active curiosity. Younger and older generations alike are motivated to participate, to discover and to get involved. They are encouraged to leave their own legacy for their own descendants in years to come.

Hampshire's artistic community provides creative opportunities for people to engage with and participate in shaping Hampshire's sense of place. The Council's arts service champions a cultural environment within which both private and public providers can flourish.

2.2.2 This magical ability of collections and creative opportunities to inspire the imagination is increasingly used to support wider social and economic corporate objectives by the Museums and Arts Service.

2.2.3 Hampshire Museums and Arts Service is regarded as a leader in the field delivering a high quality cultural service for users. It has achieved a number of national accolades over recent years. These are best reflected in its role as Lead Hub Museum for Renaissance SE and lead partner in the PUSH Find Your Talent programme, two major national government cultural initiatives which have together provided over £3 million for museums and arts activity in the Hampshire sub-region over the last two years.

2.3 With the assistance of Renaissance, Find Your Talent and the EDGE project, the Museums and Arts Service has helped develop the County Council's aspirations in terms of education, participation and engagement with target audiences. In particular it has improved the Council's capacity to deliver, increasing its customer focus and reducing inequalities by:

- a) **Increasing participation among Children and Young People** – bringing many more opportunities for museum and arts-related learning to a greater number of school age children and their families each year. Through

Renaissance funding, the service has established a reputation for high quality schools provision and a way of working that is now embedded in the Museums Service. The number of pupils visiting museums in school groups rose by 25% between 2005-06 and 2009-10 and at least 80% of Hampshire schools are now using its museums. Through Find Your Talent (FYT), in only 13 months of delivery, 36,286 children, young people and their families have taken part in 152 projects across southern Hampshire, Portsmouth and Southampton. A network of cultural organisations and youth agencies across the area have been encouraged to create new partnerships, enabling access to arts and heritage for children, families and young people particularly those that have been hard to reach due to social or economic issues.

- b) ***Improving services for Older People*** – Renaissance funding has enabled the development of a comprehensive programme of heritage-based talks and events in rural areas and new, targeted services for the elderly in care homes, including Reminiscence, which reached 24,000 adults in 2009-10. Community involvement in museum and heritage activity has been boosted through volunteering both behind the scenes working with the collections at Chilcomb and on sites such as Basing House and Milestones.
- c) ***Improving our capacity to deliver*** – Renaissance funding has made it possible to increase visitors to the museums by 2% year-on-year (8% in 2009-10) through high quality exhibitions, such as ‘Hampshire Treasures’ and ‘China – Journey to the East’. The Service is able to host exhibitions like these because we have new galleries reaching Government Indemnity Standard at Winchester Discovery Centre and the Willis Museum, Basingstoke, complementing our existing gallery provision at Gosport. Physical and online access to the collections has been improved with more objects available for community use and well illustrated websites for all our most popular collections in store.

Renaissance funding has catalysed significant external match funding for capital improvements across many museum sites in the portfolio. For example, at Basing House it helped lever in over £1 million of additional funding from external sources. FYT has levered approximately £120,000 in partnership funding.

### **3. Re-shaping Hampshire Museums and Arts Service**

3.1 It is proposed that the Service build upon the success and achievements outlined in 2.3 above, embeds them into its mainstream provision and maximises the potential of museum collections and creative experiences to:

- Inspire a greater sense of place
- Contribute towards raising educational attainment and aspiration in young people
- Improve the health and wellbeing of older Hampshire residents
- Support the visitor destination economy and creative industries
- Generate income and contribute towards sustainability

- 3.2 In order to achieve this ambition, it is vital for the Service to have the right balance of skills, resources and partnerships. This balance must enable the Service to effectively communicate with and engage users as well as capture, preserve and investigate stories and memories.
- 3.3 Like many others across the country, Hampshire Museums and Arts Service is facing a period of significant change and uncertainty. National and local government efficiency savings will necessarily require prioritisation and more efficient ways of delivering our core services. Of particular note in this context is the recent cancellation of the Find Your Talent programme at national level and the uncertain future of MLA Renaissance from April 2011.
- 3.4 These two programmes have enabled the Service over the last few years to radically upgrade its communication and community engagement skills sets, and the benefits of this investment have been referred to in 2.3. The future of the Renaissance project at a national level will be assessed as part of the pending Comprehensive Spending Review in the autumn. It should be noted that if funding for Renaissance does continue beyond April 2011, the nature of the programme is likely to fundamentally change as transformational priorities within the sector evolve.
- 3.5 It is therefore proposed that the Service takes this opportunity to maximise the legacies of these projects and ensure the achievements of Renaissance and Find Your Talent are embedded in a re-shaped service that is affordable within existing Departmental budget resources. This will also enable the organisation to position itself most effectively to exploit new opportunities with Renaissance and other schemes in the future, particularly within the context of working in partnership with the wider cultural sector in the Hampshire and Solent sub-region.
- 3.6 In particular, this will involve a major re-organisation of the museums service, followed by a second phase that may examine opportunities for greater integration between the museums and arts.

#### **4. Future direction**

- 4.1 In order to best deliver the social and economic outcomes defined in 3.1, the proposal is to re-shape and re-prioritise the work of the museums service according to five key principles:
  - 4.1.1 **Widening participation** – delivery of experiences beyond our venues – Museum and arts venues have an important role to play in providing specific exhibitions and facilities which enable the Service to support the visitor destination economy and local community identity. However, to maximise community engagement and participation it is also necessary to move beyond existing buildings and bring experiences to the places where people spend their everyday lives – community centres, village halls, schools, care homes, hospitals, shopping centres, libraries, offices and living rooms. This requires investment in a flexible resource with strong communication skills that can work in partnerships to engage with a wide range of communities, including those who are hard to reach. A resource that is also able to exploit broadcast and new social media opportunities.

The service will therefore review the current museum venue portfolio using a range of criteria, including strategic geographical location, current demand and potential market, proximity of corporate priority audiences, fitness for purpose, local competition and external partnerships. This review will seek to identify any options for alternative approaches to service delivery that will help sustain these venues in the long-term.

It will also look at ways to increase efficiency in managing all museum venues, and as part of this approach will examine the feasibility of greater integration of facilities management.

- 4.1.2 Maximising flexibility in terms of the use and management of **Strategic Collections** – Hampshire County Council’s museum collection is rich in stories about Hampshire and its people over millions of years. It is important that the service continues to capture, preserve and investigate these stories and memories so that they can be used effectively. However this aspect of work will need to be delivered with greater efficiency and focus in the future. A new model of delivering curatorial and collections management expertise will be explored which would create a flexible pool of collections specialists able to work within a project approach to support exhibitions, learning and other public access programmes driven by audience need. A three year rolling programme of collection-based activity will identify defined areas of the collection as strategic priorities for development and access informed by public programming during any given period.
- 4.1.3 Developing **Integrated working** – a key aspect of the proposed heritage asset management strategy will focus on how Museums and Arts, Archives and Countryside in particular can work together more effectively to look after and provide access to the county’s cultural heritage asset. We will continue to move forward with an integrated working agenda. Phase 1 will examine the feasibility of integrating museum venues facilities management with other CCRA or Hampshire County Council Services. A following phase may explore additional areas of synergy between the work of the museums and arts teams.
- 4.1.4 Championing **partnership working and shared services** – The museums services at Hampshire County Council, Portsmouth City Council, Southampton City Council and Winchester City Council are working together to explore opportunities for closer partnership and shared services initiatives that maximize public benefit for our residents whilst delivering excellent value for money. Over the summer and autumn period, the four local authorities will examine the merits of moving towards an alliance of museums services in the Hants and Solent area, and what form such a grouping would take. The Museums, Libraries and Archives council (MLA) is working with these services on this important local transformational initiative. This work will highlight possible future opportunities for Renaissance involvement.
- 4.1.5 Improving **income generation** – Hampshire Museums and Arts Service currently generate nearly £2.5 million income per annum (excluding Milestones, Renaissance and FYT). Income is generated across a range of activities including admission charges, retail, catering, venue hire and specialist consultancy. Further work will be undertaken across the service to identify further opportunities to generate profit-related income and improve

economic sustainability of the service, in close liaison with the CCRA Departmental Income and Efficiencies Group.

## **5. Finance**

- 5.1 Budget details for the Museums and Arts Service are provided in appendix 1.
- 5.2 Termination or reduction of Renaissance funding has the biggest structural impact. £1,150,500 from this source contributes directly to the community engagement, learning, exhibitions and (to a lesser extent) collections programme of Hampshire Museums (representing 20% of the museums service budget). Loss of this funding will have a significant affect on the Service's ability to deliver exhibitions and activities for a wide range of audiences.
- 5.3 In order to mitigate this risk, a baseline option for re-shaping the Museums and Arts Service will be prepared that embeds key legacies from Renaissance, FYT and the EDGE project and which can be afforded from available levels of museums and arts service funding allocation. It will be designed so that it can be flexible enough to deliver wider transformational impact through securing of future Renaissance, and other external funding streams, as appropriate.
- 5.4 Existing district and borough council museum partnerships have benefited directly from Renaissance and FYT funded activity over the last few years and these important external stakeholders will be consulted on future ambitions and plans for delivery.

## **6. Performance**

- 6.1 Hampshire Museums and Arts Service contributes directly towards Corporate and Departmental priorities. As well as increasing customer focus and reducing inequalities among both young and older people, the service makes a significant contribution to the County's high rate of museum participation. Without the additional Renaissance funding to add value to the Museums Service's existing work, it is unlikely that the increases in participation levels and improvements in the quality of services since 2003 could have been achieved. Evidence for this comes from figures for museums in other parts of the country that have not benefited from Renaissance to the same extent at Hampshire. Visit figures for these museums peaked in 2005-06 whereas figures for Hampshire County Council's museums have continued to show an increase. FYT has addressed corporate priorities for children and Young people through projects run by Wessex Youth Offending Team, Extended Schools Services, Early Education & Childcare Unit, Youth Teams, Sure Start Centres, Library and Information Service, Museums Service, Arts Centres, the Record Office and others.
- 6.2 Our future direction of travel will connect directly into the CCRA departmental themes and focus particularly on those areas of best practice where we contribute towards the corporate objectives of:
  - Hampshire safer and more secure for all
  - Maximising wellbeing (social and economic)
  - Enhancing our quality of place

- 6.3 The potential loss of circa £1 million from the budget if Renaissance is terminated will inevitably have an impact on performance and it will be necessary to focus on sustaining priority areas of activity as outlined in sections 3 and 4 above to minimise this impact.

## **7. Staffing Implications**

- 7.1 The recent cancellation of the Find Your Talent programme will result in the termination of fixed term contracts for the project team. Removal or significant reduction/ realignment of central government funding for Renaissance would similarly result in the termination of fixed term contracts in the Renaissance SE central management team.
- 7.2 Any move to solely delete the Renaissance funded roles embedded in the museums element of the Hampshire Museums and Arts Service, however, would drastically reduce our positive impact across key departmental and corporate priorities and our ability to deliver the social and economic outcomes proposed in 3.1. In such a situation it is appropriate to consider a strategic and fundamental reorganisation of the service. Given this will require a fundamental re-prioritisation of activities across Hampshire museums service, it would impact significantly upon the staffing structure and imply change for a large proportion of roles.
- 7.3 In the event of a total withdrawal of funding, the basic impact will be to reduce the staffing resource within the museums service by approximately 20%.
- 7.4 It is currently not clear when a decision will be made by Government about the future of Renaissance which of course adds to the uncertainty and anxiety faced by staff. From that perspective and the contractual responsibilities of the organisation, it will be necessary to enter into consultation with staff and external stakeholders over the summer and autumn before the future of Renaissance is known.
- 7.5 A phased approach will be adopted to re-shape the Museums and Arts Service. The primary and most significant phase will focus on the museums element and it is proposed that detailed consultation takes place with staff, unions and external stakeholders over the July-September period. In July-August we will start a dialogue with staff on overall direction of service, and in September consult on details of the proposed reorganisation that will be subject to decisions by national government on future funding arrangements.
- 7.6 It is intended that phase 1 will be followed in due course by a second phase which will explore greater synergies between the work of museums and arts.
- 7.7 This will be a highly sensitive period for all concerned and the service will be maintaining a close dialogue with staff and putting in place a communications plan to ensure that the consultation and information process is handled as effectively as possible. Specific human resources support arrangements will be put in place and a regular dialogue with the Trade Unions will be undertaken.

## **8. Conclusion and Next Steps**

- 8.1 Hampshire County Council has a key role in ensuring the collective heritage memories of Hampshire are captured, preserved and made accessible for current and future generations. A heritage asset management plan will assist in

prioritising activity and investment in this area of work, and define key partnerships with other agencies and community interests.

- 8.2 Hampshire Museums and Arts is a thriving service that has a vital role to play in taking forward this strategic ambition and delivering on associated economic and social corporate priorities: educational attainment; health and wellbeing; visitor destination and creative economy; sustainability.
- 8.3 To maximise its potential to deliver in these areas and to mitigate the risks posed by current funding uncertainty associated with Renaissance, it is necessary to re-shape the Museums and Arts Service and embed the key legacies from Renaissance and FYT to date. A baseline option for re-shaping the service will be developed that is affordable from available museums and arts service budget allocations.

## **9 Recommendation(s)**

- 9.1 Approval be given to the development of an appropriate heritage asset management plan with an initial draft framework for consideration in a further report in November 2010, with final draft being completed by March 2011
- 9.2 Approval be given to a re-shaping of the Museums and Arts Service according to the underlying principles and direction of travel set out in this report as the basis for a process of consultation with staff and key partners over summer/autumn 2010.
- 9.3 Considers a further report in November 2010 regarding the re-shaping of the Museums and Arts Service. This will include a response to the results of the consultation process and Comprehensive Spending Review, in order to enable a decision on a new structure for the service for implementation from April 2011.

**CORPORATE OR LEGAL INFORMATION:**

**Links to the Corporate Strategy**

|  |    |
|--|----|
| <b>Hampshire safer and more secure for all:</b>  | no |
| Corporate Improvement plan link number (if appropriate):   |    |
| <b>Maximising well-being:</b>  | no |
| Corporate Improvement plan link number (if appropriate): No  |    |
| <b>Enhancing our quality of place:</b>   | no |
| Corporate Improvement plan link number (if appropriate):   |    |
| <b>OR</b>  |    |
| <b>This proposal does not link to the Corporate Strategy but, nevertheless, requires a decision because:</b>   |    |
| Hampshire Museums and Arts Service is facing a period of significant change and uncertainty including the potential implications of a significant withdrawal of central government support in this area of work. |    |

**Other Significant Links**

|  |                  |             |
|--|------------------|-------------|
| <b>Links to previous Member decisions:</b>                           |                  |             |
| <u>Title</u>   | <u>Reference</u> | <u>Date</u> |
| Renaissance South East Hub   |                  | 17/07/2008  |
| Renaissance South East   | 920              | 10/09/2009  |
| <b>Direct links to specific legislation or Government Directives</b> |                  |             |
| <u>Title</u>   | <u>Date</u>      |             |
|  |                  |             |

**Section 100 D - Local Government Act 1972 - background documents**

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

|                 |                 |
|-----------------|-----------------|
| <u>Document</u> | <u>Location</u> |
| None            |                 |

**IMPACT ASSESSMENTS:**

**1. Equalities Impact Assessment:**

Any reorganisation of the service will be undertaken in full compliance with HR and wider Equalities and Diversity policies in Hampshire County Council

**2. Impact on Crime and Disorder:**

Not applicable

**3. Climate Change:**

How does what is being proposed impact on our carbon footprint / energy consumption? Not applicable

How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts? Not applicable

### Appendix 1: Budget Information

|  | Museums Service<br>£'000 | Milestones<br>£'000 | Renaissance Hampshire<br>£'000 | Hampshire Museums Activity<br>£'000 | Renaissance SE Central<br>£'000 | Arts Service<br>£'000 | FYT<br>£'000 | Hampshire Arts Activity<br>£'000 |
|--|--------------------------|---------------------|--------------------------------|-------------------------------------|---------------------------------|-----------------------|--------------|----------------------------------|
| Gross Expenditure  | 3383                     | 1168                | 1150                           | 5701                                | 1012                            | 3670                  | 810          | 4480                             |
| Income (including District Councils)                         | 1101                     | 827                 |                                | 1928                                |                                 | 1501                  |              | 1501                             |
| <b>Net Expenditure</b>                                       | <b>2282</b>              | <b>341</b>          | <b>1150</b>                    | <b>3773</b>                         | <b>1012</b>                     | <b>2169</b>           | <b>810</b>   | <b>2979</b>                      |
| Income as percentage of expenditure                          | 33                       | 71                  |                                |                                     |                                 | 41                    |              |                                  |
| Percentage of Hampshire gross expenditure on museums or arts | 59                       | 20                  | 20                             |                                     |                                 | 82                    | 18           |                                  |