

Integrated Impact Assessment (IIA)

Informing our approach to fairness

Name of proposal	Tyne and Wear Archives and Museums
Date of original assessment	September 2016
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This is our assessment of the potential equality and other impacts of this 2017-18 budget proposal, based on the available evidence. It is a 'living document'. We have reviewed this assessment following a period of consultation and will continue to review it as we implement the proposal.

Section A: Current service

1. What does the service do?

Tyne and Wear Archives and Museums (TWAM) is a joint archive and museum service managing museums and archives for five local authorities and Newcastle University. In Newcastle it is responsible for running the Laing Art Gallery and the Discovery Museum, along with the Great North Museum: Hancock and Hatton Gallery (which are funded by Newcastle University and not part of this IIA). The Laing Art Gallery and Discovery Museum are managed on behalf of Newcastle City Council.

Funding:

	2016/17	Funding %
Gross expenditure	£4,124,880	
Newcastle Contribution	£1,458,310	35%
ACE	£1,708,910	41%
Income Generation	£907,660	22%
Use of Reserves (R & M)	£50,000	1%

The current museum and archive service in Newcastle costs £4.1m p.a. to operate. Newcastle City Council (NCC) currently contributes £1.46m funding, whilst TWAM leverages £1.7m from Arts Council and generates £908k through income generation activities. In the last four years income generation has increased by 100%. A condition of Arts Council England funding is an expectation that TWAM continues to receive financial support from the local authority.

The Laing Art Gallery is the largest art gallery in the city offering visitors access to a range of paintings and sculptures from world renowned artists. The Gallery offers a range of events aimed at people of all ages including arts and crafts sessions for children, family events as well as guided tours. Discovery Museum tells the story of Newcastle and Tyneside and is the North East's leading science and technology museum. It provides local people and tourists with an introduction to the city and its history and offers people of all ages the opportunity to learn and have fun. The museum has a range of interactive displays to facilitate learning on a number of subjects such as, military, maritime, migration and the history of the area. The museum has regular free events for both children and adults. It has very strong relationships with communities across the city, particularly minority communities and the people of the East and West Ends of Newcastle.

TWAM holds and provides access to documents relating to Newcastle, Gateshead, North Tyneside, South Tyneside and Sunderland, dating from the 12th to the 21st centuries which are available to the public for research purposes. It satisfies the mandatory requirement for the local authorities to provide proper care for their records.

TWAM provides a high quality museum, gallery and archive service, providing access to and caring for Newcastle's historic and cultural collections. It provides free access to facilities although some temporary exhibitions and activities are charged for. It delivers a range of outreach and education programmes including class visits for children and young people.

Since 2013 TWAM has made significant progress in developing its generated and contributed income streams. This proactive approach has seen self-generated income more than double from £0.93m in 2009-10 to a budgeted £1.93m in 2016-17.

There has been significant growth in a number of focus areas across both Discovery and the Laing Art Gallery. The total income generated from retail, venue hire, catering, donations, facilitated learning, events and admissions has grown by +60% since 2013-14, raising from £431,275 (2013-14) to £691,731 (2015-16).

Particularly strong has been the growth from donations (+97%) rising from £27,223 (2013-14) to £53,494 (2015-16); and Events (+253%) rising from £17,610 (2013-14) to £62,236 (2015-16).

Discovery has performed particularly strongly, growing retail sales by +28% (since 2013-14) up to £97,738 (2015-16), and venue hire sales by +23%. (Since 2013-14) up to £69,407 (2015-16).

Laing has seen its biggest growth in events, up 72% from £11,557 (2013-14) to £19,889 (2015-16).

Total income growth from these highlighted areas was £260k, with £118k being delivered by Discovery Museum and £142k by the Laing Art Gallery. Laing exhibition admissions delivered income of £85,438 in 2014/15 and £132,262 in 2015/16 (+55%).

There were 27,831 engagements with school children (15,087 by Discovery Museum and 12,744 by the Laing). 87% of all Newcastle schools engaged with TWAM in 2015-16.

Engagements with school aged children (both in and out of school) rose by 20% on the previous year. Learners of all ages also rose by 20% with 23,770 at the Laing and 45,972 at Discovery.

2. Who do you deliver this service for?

The service is available for anyone to use and regularly attracts visitors from all parts of the City and the region as well as from other parts of the UK and internationally. In 2015-16 Discovery Museum and the Laing Art Gallery attracted 634,201 in-person visits: 247,155 at the Laing and 387,046 at Discovery. Many of these users are from those with protected characteristics including disabled people, BAMER communities, older people and people from lower socio-economic groups.

TWAM has a long-standing commitment to accessibility targeting specific non-traditional audiences (often therefore non-engagers) to work with them to enable them to see museums as having a positive contribution to make to their lives. As well as providing a universal service at the main venues, targeted work is conducted via community partners to ensure sustainability and legacy to their work.

Discovery Museum and the Laing Art Gallery have been designated as 'Safe Places' by the Better Days charity for vulnerable people who may find themselves in need of refuge or a friendly welcome when they are in difficulties of any kind. Staff have received specialist training from members of the charity on how to recognise and treat people who may become distressed when they are out and about.

The Destination Tyneside gallery, opened in 2013, played a key role in Newcastle's successful application to become a 'City of Sanctuary'. Community leaders, including Dr Hari Shukla CBE have been particularly supportive of this initiative and of the role it has had in making immigrant communities feel a sense of belonging. An active outreach team engages with communities through a range of culture and heritage programmes.

The Wellbeing Programme, is a culture and heritage programme that supports people with mental health issues across Newcastle and wider Tyneside. Organisations worked with include BAM!Sistahood! - the first Black, Asian, Minority Ethnic and refugee women's heritage archive in North East UK. BAM!Sistahood! are long term partners of TWAM which has allowed strong work to be developed including exhibitions curated by BAM!Sistahood! and hosted at Discovery Museum.

Platinum programme – TWAM's comprehensive culture and heritage programme for people aged over 55. Organisations worked with include Centre for Ageing and Vitality - Newcastle General Hospital, Castleside Ward, where sessions helped to facilitate a social environment promoting communication both verbally and non-verbally. There were also improvements identified in both social interactions between staff and patients, and also patient and patient interactions which had not been previously observed.

Rich recovery programme – Recovering Identities through Culture and Heritage, TWAM’s culture and heritage programme that supports people in addiction and justice recovery across Tyneside. The programme has worked with a range of organisations, including Changing Lives, Crisis skylight, Road to Recovery Trust, Newcastle User carer Forum.

Satellite community exhibition programme – TWAM’s work with local communities across Tyneside, building culture & heritage exhibitions together and displaying them ‘in the community’. Working with Heaton History Group, St James’ Heritage and Environment Group Benwell, Newcastle Disability Forum, West End Library, Fenham Library, etc. resulting in the development of collection displays in community venues.

3. Do you have any statutory requirements?

Museums are not a statutory service. However, whilst Archives is not a statutory service, it has some statutory aspects in that there is a duty to make “proper arrangements” for local authorities’ own records and those they have accepted into their care. Public Records (defined by the Public Records Act 1958) held locally are subject to statutory instruments, and Tyne & Wear Archives holds a large quantity of such records. Amongst other requirements of the Act, access to records covered by it must be free of charge." Therefore TWAM is able to discharge the statutory duties of NCC with regard to archives.

4. How much do you spend on this service?

Gross expenditure	Gross income	Net budget	Capital projects
£4,124,880	£2,666,570	£1,458,310	£266,140

5. What workforce delivers this service

Posts	FTEs	Comments
109	78.1	

Section B: Change proposal

1. What is the proposal to change the service?

Newcastle City Council will reduce funding to TWAM by £450k over the next three years reducing our financial contribution to the service to £1m per annum, with a £150k reduction planned in 2017/18, 2018/19 and 2019/20. TWAM will also be required to make additional savings of £404k to accommodate cost pressures, including a significant increase in National Non Domestic Rates payments

The three year proposals can be summarised as follows:

Proposal	2017/18		2018/19		2019/20		Total	
	£	%	£	%	£	%	£	%
Income Generation	62,000	13%	50,000	21%	42,000	34%	154,000	18%
Saving	102,000	21%	136,000	58%	82,000	66%	320,000	37%
Use of Reserves	50,000	10%	50,000	21%	-	0%	100,000	12%
Discretionary Rate Relief	280,000	57%	-	-	-	-	280,000	33%
	494,000	100%	236,000	100%	124,000	100%	854,000	100%

To help facilitate TWAM in generating more income from commercial and philanthropic sources to balance its budget a proposal to establish a Strategic Board to replace the present Joint Committee and the creation of a Trading Company to take on the operation of TWAM’s commercial services are currently being implemented. It is anticipated that the Trading Company will commence work at 1 April 2017 and that the Strategic Board would come into place formally from 1 June 2017.

The specific proposals are:

- **Increased Income Generation:** TWAM has continued to focus on developing its generated and contributed income streams. This proactive approach has seen self-generated income more than double from £0.93m in 2009-10 to a budgeted £1.93m in 2016-17. The creation of the trading company will look to increase sales of merchandise, food and drink as well as increasing income through additional hiring out of museum and gallery space for events. In October 2016 TWAM commissioned More Partnership to conduct a review of fundraising and to advise how philanthropy could be significantly increased. More concluded that TWAM's fundraising function is performing well, the overall ROI is 8.1 which compares favourably with the most efficient fundraising offices. However, they also noted that the current fundraising team is at capacity and future success will depend on finding new sources of potential donors and creating a more specialised team supported by strong leadership. Proposals also include increasing income generated through increased levels of donations from visitors (specifically following the Science Museum Group approach to visitor giving) although those who are unable to make a donation will still be able to access TWAM facilities for free.
- **Savings:** This includes a wider review of the staffing structure of TWAM which will take place over the course of the next three years, beginning in 2017/18. Currently TWAM spends £270k per annum on services provided by Newcastle City Council such as Payroll, HR and Legal these will be reviewed in line with the reduction in contribution. The relocation of workshops currently housed offsite to within a TWAM venue.
- **Use of Reserves:** Use of reserves will provide a one-off solution and enable other proposals (including the increased income generation and savings proposals listed above) to be introduced and tested knowing that there is a contingency in place.
- **Discretionary Rate Relief** The unexpectedly large revaluation of the Discovery Museum has prompted an investigation into whether the museum is entitled to claim rate relief since it is non-profit-making and exists, to all intents and purposes, to enhance learning and provide new educational opportunities.

In addition to these proposals, TWAM is also investigating how to improve the return on assets it manages and has commissioned a study of the opportunity for conversion of space at the Discovery Museum and the installation of a new lift to maximise the potential of the Great Hall.

TWAM has just launched a 'Must-See' membership scheme. This is a free to join scheme (currently supported by Art Council funding) which enables TWAM to collect more data on visitors. The aim is to achieve 10,000 members across all sites in the first year. TWAM believes it to be the first free membership scheme of cultural venues of its kind, but is inspired by work at Dallas Museum of Art. Data will enable TWAM to better shape exhibitions and events to suit member interests, offer a more tailored retail offer and ensure there is the potential to enhance the membership scheme with a paid membership.

The proposals elaborated above are based on the best information available, but the targets nonetheless remain challenging and there is no certainty that they will be achieved within the required timescale. Regular reviews of progress will be made throughout the year and changes to the proposed strategy introduced if required.

By 2019/20 the funding is anticipated to be:

	2019/20	Funding %
Gross expenditure	3,839,880	
Newcastle Contribution	1,008,310	26%
ACE Grant	1,708,910	45%
Income Generation	1,122,660	29%
Use of Reserves	£0	0%

2. What evidence has informed this proposal?

Information source	What has this told you?
Visitor information	<p>In 2015-16, 64% of visitors to Discovery Museum were from Tyne & Wear, 21% were from elsewhere in the North East; 13% were from the UK other than Tyne & Wear; and 3% from overseas.</p> <p>In 2015-16, 63% of visitors to the Laing Art Gallery were from Tyne & Wear; 17% were from elsewhere in the North East; 16% were from elsewhere in the UK; and 4% were from overseas.</p> <p>This ability of TWAM to attract visitors to the region continues to have a significant impact on tourism and hospitality in the city.</p>
Review of TWAM carried out by Bond Dickinson in 2014	This review identified, in consultation with key stakeholders, that the status quo was not an option for TWAM's governance and recommended restructuring of TWAM's Joint Committee to include commercial expertise together with the establishment of a trading company to maximise the 'enterprise dividend'.
Business Plan for a Trading Company carried out by Ryecroft Glenton in 2015	Confirmed the financial viability of a wholly owned trading company.
Increasing traded income	TWAM has continued to focus on developing its generated and contributed income streams. This proactive approach has seen self-generated income more than double from £0.93m in 2009-10 to a budgeted £1.93m in 2016-17.

3. How much will you spend on this service?

Gross expenditure	Gross income	Net budget	Capital projects
£4,061,880	£2,728,570	£1,308,310	

4. What will the net savings be of this proposal?

Year	Gross Saving	Implementation Cost	Net Saving
2017/18	£150,000	£0	£150,000

5. What impact will this have on the workforce?

	No. FTEs	% workforce
Year	2.7	3.4

6. Who have you engaged with about this proposal?			
Date	Who	No. of people	Main issues raised
18/08/2016	Labour Group		None
22/09/2016	TWAM Management Group	15	None
14/10/2016	Trade Unions	4	None
03/10/2016	Staff	211	None
Various	General public via the 2015-8 budget consultation programme	2	Respondents were supportive of the proposals but hoped that staff terms and conditions would be maintained. Concern was articulated about the potential impact on the city's reputation for arts and culture and its status as a City of Sanctuary. Income generation targets were considered demanding.
29/12/16	NCVS	1	NCVS were supportive of the budget proposals made by TWAM.

7. What are the potential impacts of the proposal?				
Staff / service users	Specific group / subject	Impact (actual / potential disadvantage, beneficial outcome or none)	Detail of impact	How will you address or mitigate disadvantage?
People with protected characteristics				
	Younger people and / or older people (age)	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visit. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for.
	Disabled people	Actual / potential disadvantage	Some service users with limited financial resources may	Donations to the service will remain optional and the core of

			feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for.
	Carers	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for.
	People who are married or in civil partnerships	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on people who are married or are in civil partnerships	
	Sex or gender (including transgender, pregnancy and maternity)	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on people of any particular sex or gender.	
	People's sexual orientation	None	Based on our research, there is no evidence to suggest that the proposal will have a	

			disproportionately negative impact on people of any sexual orientation.	
	People of different races	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people of different races.	
	People who have different religions or beliefs	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionately negative impact on people with differing religious beliefs	
People vulnerable to socio-economic disadvantage				
	People living in deprived areas	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for.
	People in low paid employment or in households with low incomes	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more

			exhibitions and activities will be charged for, including family activities.	exhibitions and activities will be charged for. Where possible we will seek external funding to provide access to charged services for people in this group.
	People facing barriers to gaining employment, such as low levels of educational attainment	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for. Where possible we will seek external funding to provide access to charged services for people in this group.
	Looked after children	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for. Where possible we will seek external funding to provide access to charged services for people in this group TWAM is also working with partner organisations in Newcastle to look at specific ways of increasing access to

				cultural opportunity for looked after children.
	People facing multiple deprivation, through a combination of factors such as poor health or poor housing / homelessness	Actual / potential disadvantage	Some service users with limited financial resources may feel disinclined to visit the service due to the proposed approach of requesting a donation for every visitor. More exhibitions and activities will be charged for, including family activities.	Donations to the service will remain optional and the core of the museum and gallery service will remain free to those who are unable or unwilling to make a donation. However, more exhibitions and activities will be charged for. Where possible we will seek external funding to provide access to charged services for people in this group.
Businesses				
	Businesses providing current or future jobs in the city	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on businesses.	
Geography				
	Area, wards, neighbourhoods	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on businesses.	
Community cohesion				
	Community cohesion	None	Based on our research, there is no evidence to suggest that the proposal will have a	

			disproportionate negative impact on businesses.	
Community safety				
	Community safety	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on businesses.	
Environment				
	Environment	None	Based on our research, there is no evidence to suggest that the proposal will have a disproportionate negative impact on businesses.	