

## MUSEUMS REVIEW TERMS OF REFERENCE

England's museums and galleries preserve, promote and protect our national heritage. Museums' collections, buildings, expertise and place in local communities enable their unique contribution to the nation's rich and diverse cultural life. The Government is committed to ensuring that arts and cultural experiences, including those offered by museums and galleries, are available to, and benefit, everyone and not just the privileged few.

As announced in the DCMS *Culture White Paper* (2016), the Department for Culture Media and Sport is conducting a museums review to gain a deeper understanding of the sector, the issues it faces and how it can be best supported by government. In particular, the Review will cover increasing and diversifying participation; developing local communities; supporting soft power; and creating a resilient museums sector.

Free admission to the permanent collections of national museums will be retained and will not be considered by the review.

### Objectives

#### 1. **BIG PICTURE: To produce a state of the nation report on England's museums.**

This is likely to cover:

- Mapping Accredited museums and galleries in England, including: by type (governance model), by collection, by visitor numbers and including geographical distribution (with reference to population, including levels of deprivation).
- How the sector, including audiences and governance (by both national and local government and sector bodies) have changed in the past ten years and how they are likely to change in the next ten;
- Examine the operating models of museums and consider the mix of revenue streams, including understanding the changing relative direct and indirect funding levels from government, Arts Council, Heritage Lottery Fund, philanthropy, sponsorship, trusts and commercial enterprise.
- An assessment and recommendations for the roles of government (DCMS and beyond), Arts Council England, the Heritage Lottery Fund and other key agencies in working with museums;
- International comparators;

- Understanding how to measure success and monitor impact - developing effective indicators of progress for the sector;
- Understanding the challenges and opportunities for museums and if government and statutory bodies can better support the sector in the following areas:
  - **Increasing access:** widening participation to all;
  - **Partnerships:** between museums (locally, nationally, in the devolved nations and beyond) and working with schools and universities;
  - **Shared services,** including storage;
  - **Digital:** digitising collections, audience engagement, operations and infrastructure;
  - **Collections:** public engagement, exhibitions and learning programmes, supporting research, expertise, storage, sharing and lending collections, collections development, conservation, digital access, disposals and orphan collections;
  - **Workforce:** skills, increasing workforce diversity and leadership;
  - **International activities,** including sharing collections, touring exhibitions, research, commercial activity and other collaborations.

2. **NON-NATIONAL MUSEUMS: To look more closely at accredited local and regional museums to better understand:**

- The impact of changes in funding, governance and operating models;
- New models of working - what works, why and how to facilitate transitions;
- How to deal with museums in difficulty;
- How to ensure collections and expertise are thriving;
- The role of local museums in delivering a local service and contributing to broader Local Authority agendas (including the different expectations and roles of local museums that have moved to trust status);
- The responsibilities of Local Authorities for the provision of services and care of collections.

3. **NATIONAL MUSEUMS: To undertake a strategic review of government-sponsored museums and, where relevant, the British Library**

This element of the review will do three things:

1. Examine the need for the functions performed by the museums and whether existing funding and delivery models remain appropriate.
2. Examine the capacity for the museums as a group to deliver more effectively and efficiently, including the potential for back office efficiency savings across the group and the group's ability to contribute to economic growth.
3. Assess the control and governance arrangements across the group.

The strategic review will consider a number of issues including, but not limited to:

- The role of government sponsored museums in widening participation in culture;
- Government-sponsored museums' role and responsibilities within the museum sector;
- Ensuring collections, expertise and buildings remain world-class;
- Ensuring public access to national collections;
- How the overall investment can most effectively be deployed;
- What criteria should inform investment decisions after the current Spending Review period;
- Supporting a mixed funding model: what more can be done to incentivise new funding models, partnerships and better use of assets? Is it possible to develop a funding formula for national museums?
- Understanding the key measures of success (and early warning signs of emerging problems);
- The long-term cost pressures for national museums and what is government's role in supporting those, now and in the future (for example digitisation, acquisitions and estates)?

### *The Culture White Paper*

The Museums Review was announced in the *The Culture White Paper* (DCMS, 2016) and will consider how the sector can better deliver on White Paper themes: increasing participation in culture; ensuring that cultural sectors contribute to local economies, health and wellbeing across the whole of England; and building on existing initiatives to increase our international standing.

### *Previous reviews*

The Government last considered the museums sector as a whole ten years ago when it published two papers: *Understanding the Future: Museums and 21st Century Life*, 2005 and *Understanding the Future: Priorities for England's Museums*, 2006.

The Museums, Libraries and Archives Council subsequently produced *Leading Museums: a vision and strategic action plan for England's museums* in 2009 but the plan was never implemented.

In collecting evidence to inform *The Culture White Paper* (DCMS, 2016), it became clear that while there has been progress on many fronts, the following issues remain current today: access for everyone to the benefits of museums and galleries; diversifying the workforce; sectoral fragmentation; partnership working; organisational resilience; and size and diversity of audiences. Other issues have also arisen or become more pressing, including a general decline in Local Authority funding for museums and new funding and governance models.

The Culture Media and Sport Select Committee is currently conducting an inquiry into *Countries of Culture* which will inform the Review.

### Strategic Reviews

The Museums Review will incorporate a strategic review of national museums. All public bodies are required to be reviewed on a periodic basis in accordance with Cabinet Office Guidelines. To date, reviews of arm's length bodies have usually focused on individual bodies within departmental boundaries. In future, where appropriate, reviews are expected to consider bodies by group - either by policy area or function. There are a number of benefits from this: It provides the opportunity to look across departmental boundaries, identify synergies and consider potential economies of scale that could lead to further simplification of the public bodies landscape; It enables a more focused allocation of resource – with a review team looking at a number of bodies together, rather than multiple review teams looking at bodies in isolation; and it provides a lever for more effective conversations to be had around, for example, shared services and other efficiency measures.

### The Museums Sector

The museums network in England is complex. There are more than 1,300 museums and galleries in England Accredited by Arts Council England (ACE), including 89 museums holding designated collections. As well as local authority museums - around one third of the Accredited museums - there are university museums; military museums; museums run as trusts; independent museums run as commercial charitable enterprises; museums within heritage organisations such as the National Trust; and museums funded directly by government.

DCMS directly funds 16 museums and galleries plus the British Library (British Library; British Museum; Geffrye Museum; Horniman Museum; Imperial War

Museum; National Gallery; National Museums Liverpool; National Portrait Gallery; Natural History Museum; Royal Armouries; Royal Museums Greenwich; Science Museum Group; Sir John Soane Museum; Tate; V&A; Wallace Collection). In 2014/15 the total spend on DCMS-sponsored museums and galleries was £389.7m. The Ministry of Defence directly funds three service museums (National Army Museum; National Museum of the Royal Navy; Royal Air Force Museum). The MoD provides annual grant in aid to each of the service museums. This has totalled £78m over the 4 years to 2015/16.

DCMS also indirectly supports regional and local museums in England through Arts Council England (ACE) grants to Major Partner Museum (MPM) networks. MPMs expanded from 16 to 21 networks in 2015/16 and the networks now cover 130 - or 10% - of England's Accredited museums. MPMs received £22.6 million in 2015-16, up from £20.3 million the previous year. Other ACE funding programmes open to museums will bring the total ACE investment in museums over the three years from 2015/16 to over £118m. DCMS also supports museums through their statutory responsibilities delivered by ACE, including collections development through Acceptance in Lieu and the Cultural Gifts Scheme, and collections sharing through the Government Indemnity Scheme.

In 2014/15, HLF committed £94,233,700 to 416 museum projects which includes both Accredited and non-Accredited museums. That funding supports capital projects, audience development and engagement, acquisitions and collections development, skills development and support for resilience and long term sustainability. In recent years around one quarter of HLF funding was invested in museums across the UK.

## **Scope and interfaces**

### *In scope:*

All museums in England with Accredited status.

### *Out of scope*

- Non-Accredited museums.
- Free admission to the permanent collections of national museums.

### *Interfaces*

This review has links with other reviews or investigations being carried out by the department and other bodies. The following will be taken account of: MoD Museums

Triennial Review, HLF and ACE Tailored Reviews, CMS Committee 'Countries of Culture' inquiry, plus current relevant research projects by the Museums Association, Arts Council, Heritage Lottery Fund and the Association of Independent Museums.

## **Review approach and methodology**

### Departmental Governance

The Minister for Digital and Culture will have oversight of the review.

DCMS Ministers and the Permanent Secretary will be asked to agree the report and recommendations before publication. Clare Pillman will be Senior Responsible Owner (SRO) for the review and DCMS Executive Board will receive regular progress updates.

Emerging findings in respect of the clustered review element of the full review will be discussed with the Cabinet Office's Public Bodies Reform Team and with the sponsorship team.

### Lead reviewer

The Lead Reviewer will be Neil Mendoza, a Non-Executive Director of DCMS.

### Challenge Panel

A Challenge Panel has been established to work alongside the review team to challenge the scope, assumptions, methodology and conclusions of the Review. Members of the Challenge Group are appointed in a personal capacity and do not represent any interest group or particular body. They are independent of any of the directly sponsored museums and their sponsors. Representatives of the sponsor team may attend as observers, or to provide evidence to the Challenge Group.

The Challenge Group is expected to meet at least three times: at the beginning, mid-point and end of the review.

The members of the Challenge Panel are:

Charles Alexander (Chair)

Hasan Bakhshi

Janet Barnes

Sandy Nairne

Emily King

Rohan Silva

Polly Staple

### Review Team

A review team has been set up within the DCMS museums team. The review team will be led by a Grade A civil servant and be supported where appropriate by other parts of the department (e.g. museums sponsor team, Evidence and Analysis Unit).

The Review Team will commission input from Arts Council England, the Heritage Lottery Fund, independent expert Simon Thurley and work with the support of the museums sponsor team and the Evidence and Analysis Unit at DCMS.

The review team will engage with a range of stakeholders through an online public consultation, round tables and individual interviews. It will conduct a number of visits to a broad range of museums across England. A semi-structured questionnaire will be developed for the Lead Reviewer to use in interviews with key stakeholders.

### **Interested Parties**

The review will also speak to (although not limited to):

- Each museum sponsored by DCMS plus the British Library
- Ministry of Defence
- Arts Council England
- Heritage Lottery Fund
- English Heritage
- National Trust
- National Museums Directors' Council
- Association of Independent Museums
- Universities Museums' Group
- Local Government Association
- Museums Association
- Scottish and Welsh governments
- A representative selection of regional and local museums
- The Art Fund

In addition, there will be a public consultation in the form of a call for evidence which will enable all interested parties to have their say.

### **Major Deliverables**

Project plan and risk register

Public call for evidence

Commissioned contributions from sector expert Simon Thurley, ACE and HLF

Stakeholder interviews

Museum visit programme

Sectoral round-tables

Sector mapping - bringing together authoritative datasets on funding, visitors, partnerships and changes of status and commissioning research to plug the evidence gaps where necessary

Final report and recommendations

### **Indicative Timeline**

September 2016	Formal launch by means of a call for evidence
End November 2016	Evidence collection complete, including receiving commissioned contributions
Spring 2017	Final report signed off by DCMS ministers (and, in respect of the clustered review, Cabinet Office)
Summer 2017	Review report published (subject to Cabinet Committee clearance)