

Action Plan

How Government supports museums in England

We can also provide documents to meet the specific requirements for people with disabilities. Please email enquiriesmendozareview@culture.gov.uk

Department for Digital, Culture, Media & Sport © Crown copyright 2018

You may re-use this information (excluding logos) free of charge in any format or medium, under the terms of the Open Government Licence.

To view this licence, visit http://www.nationalarchives.gov.uk/doc/open-government-licence/or e-mail: psi@nationalarchives.gsi.gov.uk.

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

Any enquiries regarding this document should be sent to us at enquiriesmendozareview@culture.gov.uk

Introduction

The Mendoza Review: an independent review of museums in England was published in November 2017. The first wide-ranging review of the sector in over ten years, it sought to answer the question how can government create an environment in which museums can flourish?

The Review identified nine priorities for museums today and set out twenty-seven recommendations for the Department for Digital, Culture, Media and Sport (DCMS) and its Arm's-Length Bodies (ALBs), Arts Council England (ACE), the Heritage Lottery Fund (HLF) and Historic England (HE) to address. All of these recommendations are in progress – including several that have become business as usual in DCMS and in ACE – and some are complete.

Underpinning all of the recommendations was the Review's central idea that to maximise the impact of public funding for museums, DCMS and its bodies need to work together better and have greater joint strategic focus. This will ensure that the funding available is used as effectively as possible to support museums all over the country in caring for collections, welcoming diverse audiences, and other activities.

The Mendoza Review recommended that DCMS work with ACE and HLF to develop an Action Plan – this Action Plan – setting out how government funding will help to create this 'flourishing' environment. This has involved much closer working between DCMS and its ALBs, and between the ALBs themselves. There is now greater ministerial interest in how the organisations are working together to support museums. This Action Plan draws together DCMS, ACE programmes, and HLF funding for the first time, together with other government support. It shows, in the round, the actions government is taking to support museums on each of the nine priorities.

At the same time as developing this collective plan, DCMS, ACE, HLF and HE have been working on delivering their own recommendations. For ACE and HLF this is in the context of their Tailored Reviews and the development of their new strategic plans (HLF's to take effect from 2019 and ACE's from 2020).

The Action Plan mostly covers existing commitments. However, it includes further actions DCMS will take to improve its strategic role for museums, as recommended in the Mendoza Review. The DCMS museums team has created a policy team responsible for implementing the Review, embedding the new focus on what DCMS can do to improve things for the wider sector, and maintaining a closer working relationship with ACE and HLF.

The government museums funding ecosystem

DCMS and other government departments

The Mendoza Review called for DCMS to strengthen its strategic role in the sector. DCMS has overall responsibility for museums policy, including ensuring join-up with wider arts, cultural and heritage policy, funding ACE to deliver for museums. DCMS has a key role through its close relationships with the 15 directly-sponsored museums and galleries, which includes some of the best-known museums in the world.

The Mendoza Review identified a number of government departments that fund museums. As well as DCMS, there is the Ministry of Defence, which sponsors the three museums of the armed forces and a number of other military, regimental museums and the Ministry of Housing, Communities and Local Government, which funds local authorities, one of the biggest sources of public funding to museums across England.

DCMS has mapped other areas of government that deal with museums, or which have policy responsibilities where museums can make a difference. This recognises, as found in the Mendoza Review, that the benefits of museums in diverse areas of society are not always well understood outside the arts and cultural sectors.

Outside DCMS, museums have connections to the following departments:

- HM Treasury, which oversees all public funding settlements, agrees DCMS-sponsored museums' capital projects, and provides some one-off grants
- The Ministry for Housing, Communities and Local Government, which funds local authorities and owns policy areas around placemaking and community cohesion
- The Ministry of Defence, which directly funds military museums
- The Department for Education, which provides funding to the Higher Education
 Funding Council for England, which funds university museums, and to the Museums
 and Schools programme delivered by ACE. DfE leads on arts and cultural education,
 STEM (Science, Technology, Engineering and Mathematics), and training such as the
 EBacc, T-levels and apprenticeships
- The Foreign and Commonwealth Office, which leads the UK's soft power agenda, including via the British Council, which supports UK culture abroad, and works on cultural property and protection
- The Department for International Development, which also plays a key role in cultural protection
- HM Revenue & Customs, which manages tax reliefs relating to VAT (supporting free entry), cultural property (supporting acquisitions), and corporation tax (supporting temporary and permanent exhibitions)
- The Department for International Trade, which supports exports and inward investment
- The Department for Business, Energy and Industrial Strategy, which funds research councils which work with and provide funding to museums and supports local growth strategies

- The Home Office, which funds Seized! museum, through Border Force.
- The Department of Health and Social Care, where museums can contribute to health outcomes including on social prescribing, wellbeing, and mental health
- The Ministry of Justice, where museums can contribute to reduce reoffending, and the role of coroners in the assessment of treasure finds

DCMS will do more to communicate across government how museums contribute to a range of goals, and to communicate to the museums sector how it can access resources and capacity for this work.

Action: DCMS will hold an annual event for other government departments and ALBs to discuss museums spending and strategic goals, kicking off by the end of 2018.

DCMS ALBs

Arts Council England, Heritage Lottery Fund and Historic England

ACE, HLF and HE are bodies created to deliver support and funding for arts, culture and heritage on behalf of government. ACE receives DCMS grant-in-aid and is also a National Lottery distributor. HLF is a National Lottery distributor on behalf of the National Heritage Memorial Fund, which is the funder of last resort for heritage at risk, and which receives grant-in-aid from DCMS. HE receives grant-in-aid from DCMS to protect the historic environment. ACE and HE operate in England only, while HLF is UK-wide.

As principal funders of the museums sector, ACE and HLF have developed an agreement on closer working, following the Review and their Tailored Reviews. They signed a new **Memorandum of Understanding (MoU)** in September 2018. The delivery plan supporting the MoU sets out how over the next eighteen months they will establish processes for working together at national and regional levels, explore joint projects, and share more information and use it to help inform decisions on both sides. HLF will embed a process for gathering ACE views on funding decisions, including on proposals for new museums (see below).

ACE is also developing a MoU with HE, which will include a focus on archaeological archives, following the development of an action plan for this material which was endorsed by the Minister in spring 2018.

National museums

DCMS sponsors and funds 15 museums and galleries and the British Library,¹ which receive grant-in-aid as well as having their own income streams such as commercial activity and fundraising. They have an important leadership role in the sector as flagship UK cultural institutions due to their size and the significance of their collections, and as recipients of a significant proportion of England's public funding for museums. They do considerable partnership working already, but to improve their reach and the impact of this public funding across the country the Mendoza Review recommended a Partnership Framework helping the national museums be more strategic in their work with the wider sector.

The Partnership Framework is published alongside this Action Plan, in conjunction with the National Museum Directors' Council. It commits the national museums to an annual report, to be produced by DCMS, showing the partnership activity carried

¹ Alongside the Mendoza Review, DCMS carried out a clustered review of the museum ALBs: the **Strategic Review of DCMS-sponsored Museums.**

out. Partnership leads from the national museums will meet regularly, and with Arts Council colleagues, and use this information as a group to identify opportunities and set priorities for future work. It also sets out a new event and better communications enabling non-national museums to find out how to get involved.

Action: DCMS will publish the first annual partnerships report in spring 2019.

The future of museums spending

The current spending period runs to 2020. The Government has announced there will be a Spending Review in 2019. The Spending Review will set future budgets, including for museums and local authorities.

DCMS has started early work with its ALBs to prepare for the next Spending Review. Demonstrating the most effective possible use of the existing funding, as outlined in the Menoza Review, is part of this.

Action: To support the Spending Review, DCMS will work with ACE and other ALBs, drawing in sector bodies and expertise as appropriate, to collect and gather a robust evidence base regarding how public funding for museums supports their activity, outcomes, and impact.

A national picture of funding and activity

As mentioned above, the Mendoza Review identified and brought together the different public funding sources and discussed some aspects of where in the country it is spent. It did not analyse in depth where the money goes geographically, what activities or outcomes are produced, or look at value for money in terms of whether funding is addressing the needs of the sector or whether it is delivering what is expected.

Each organisation has a good understanding of where and how it spends money, and many of them make this data publicly available. There is, however, no easily accessible resource that collates everything in a way that can be analysed and mapped out.

The Mendoza Review therefore recommended that a 'national picture of funding and activity' be developed. In response to this, DCMS has been exporing how to create an accurate way of looking at museums' public funding, bringing together disparate datasets to help understand past funding decisions and guide new ones.

There are a number of challenges to this work, largely around the availability, granularity, and reliability of the relevant data. ACE and HLF own many of the principal datasets; their MoU sets out that they will do more to share these data and ensure that they are compatible. Some of the other government data have never been brought together by museum or region, and national museums do not regularly issue information on the entirety of their partnership work. This means that decisions are made on funding without a full understanding of where it is already going, preventing the most effective use of public funding as a whole. A truly national picture will enable a shared understanding of where there are gaps in England's museums infrastructure, activity and engagement, for policymakers and funders to take into account when planning provision and for the sector to consider when it comes to applying for funding.

Action: DCMS will explore developing a publicly-available tool bringing together a range of data on government museums funding, drawing on existing mapping, data aggregators and projects as appropriate to reduce duplication.

'Areas and communities of demonstrable need'

The Mendoza Review recommended that significant public funding for the creation of new museums, in particular, should be restricted to 'areas and communities of demonstrable need'. This was driven by a number of different issues: major capital projects that struggled with financial sustainability in later years; uneven existing museums infrastructure; a context of declining lottery funding making capital bids very competitive; and museums' maintenance backlogs with limited funding streams available which pay for repairs and basic improvements. The Mendoza Review therefore took the view that there should be a high threshold for considering a new museum to be an effective use of public funding.

There should not be a restrictive definition on what constitutes a 'community of demonstrable need'. ACE and HLF are independent decision-makers and so cannot be bound by any such definition and it is important to have a flexible understanding of 'need' so the arts and cultural sectors can continue to innovate. However, there are some factors that might be considered when deciding whether a new museum is 'demonstrably needed'. When dealing with requests for public funding for new museums, DCMS, ACE and HLF will consider and discuss:

- ACE and HLF existing cold spots/priority areas, which are based on varied definitions
 around infrastructure and previous funding (HLF) and cultural engagement and
 arts and culture provision as a whole (ACE), and which take into account areas of
 deprivation;
- The area or community being served by the proposal this might be physical or geographical, or might be a demographic or other community;
- The existing museums and wider cultural infrastructure, activity, public funding, and participation;
- The role of the new museum in placemaking i.e. the role it can play in strategic plans for the local area and in the life of the community, and how it will work with arts and culture, economic, health and other institutions;
- What need the proposal serves e.g. for buildings or spaces, collections, representation, or engagement.

While focused on new museums, these are intended to be useful questions to ask of any activity.

Action plan

The table on pages 10-16 is the substantive element of the Action Plan. It is intended to support better joining up of public bodies for museums by setting out for each of the nine priorities the goals, the actions (both funding and non-financial support) DCMS, ACE, HLF and other ALBs and departments are taking to progress towards them,² and how progress will be measured. This will enable the sector to hold DCMS, ACE and HLF, principally, to account for the Review making a difference to the museum environment.

By a more joined-up and strategic use of funding, as recommended in the Mendoza Review, we mean that public bodies:

- should have a shared understanding of what public funding for museums is for,
 i.e. shared goals for the sector and agreement on what government should do to
 progress towards them
- should design and deliver support (including funding) directed towards those goals
 without conflict or duplication between different public bodies' activities within
 the sector.

The Mendoza Review set out what flourishing looks like for museums. It encompasses nationally and locally important collections being well cared-for with great public engagement, diverse interpretations and diverse audiences; museums and sector bodies working together to develop solutions to problems at local, regional and national levels; a satisfied and representative workforce with opportunities to progress; and doing the best possible work with the funding available. The Action Plan draws on the Mendoza Review and subsequent work from ACE, HLF and HE to set out more clearly what 'good' looks like for each priority.

Not all of these ideas of 'good' are easy to measure progress against. This is because some of them are subjective, with success looking very different for different circumstances, or it would place unacceptable burdens on the sector and/or individual museums to try to capture the relevant information. DCMS will continue to work with ACE, as strategic lead, other ALBs, and sector organisations to understand and improve the information available and develop an understanding of how the sector is progressing.

Bringing together funding and support under the nine priorities has shown where there is less public activity. In some cases, this will be where there is activity driven from non-government sector bodies and/or museums themselves. ACE, HLF and HE, with DCMS, will continue to discuss the range of support available in the context of the Review priorities and museums' evolving needs. Preparing the plan has also shown where there are gaps in the data available for a holistic understanding of whether museums are 'flourishing' and conversations on improving this will also continue.

² Major core funding – DCMS grant-in-aid to sponsored museums, ACE National Portfolio funding to museums and museum services, and local authority funding as museums operators – as well as HLF Major Grants are not included in the table, as these support all nine priorities.

Action: DCMS will review the Action Plan – the goals, actions, and measurements – annually with ALBs, drawing on forthcoming work by Arts Council to collate and share data about the health of the museums sector, wider sector views on progress, and relevant projects and ideas from support organisations. The Action Plan will also be updated when major new funds are announced e.g. ACE Development funds to be announced late 2019.

Department
for
Digital,
Culture,
Media
80
Sport

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Adapting to today's funding environment	Museums maximising current sources of funding Museums increasing and diversifying income, including commercial and philanthropic and appropriate use of social and repayable finance, and decreased reliance on public funding More museums with successful mixed economy models, appropriate to the type of museum Museums able to access public funding that is joined-up and aimed at the museums and activities where it will be most effective Equitable funding across the country of museums provision	UK Government, delivered by ACE: Government Indemnity Scheme – indemnifying loans into UK institutions ACE: National Lottery Project Grants – can support museums resilience HLF: Resilient Heritage programme (to March 2019) – supporting organisational resilience HLF: Open programme (from April 2019) – tbc but will support resilience activities National Heritage Memorial Fund: funding of last resort for objects and buildings at risk Historic England: Repair grants – supporting historic sites at risk DCMS: Public funding data tool ACE: Museum Development programme – works with non-national museums to improve their sustainability ACE: funding Sector Support Organisations – Arts Fundraising and Philanthropy, Institute of Fundraising, Association for Cultural Enterprises, Association of Independent Museums ACE: National Portfolio intervention policy – supporting struggling NPOs ACE/HLF: report from Matched Crowdfunding pilot ACE: working with the Local Government Association to develop guidance for councils on working with museums (available 2019)	Annual update of public funding figures DCMS Sector Economic Estimates ACE/HLF monitoring delivery of MoU Private Giving in Culture

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Growing and diversifying audiences	Increased proportion of adults and children (non-school visits) visiting museums Increased proportions of currently under-represented groups visiting museums (BAME visitors, disabled visitors, visitors from a lower socioeconomic background, and visitors with other protected characteristics) Improved data-driven understanding of audiences across the sector and reflection of this understanding in programming Greater involvement of audiences in museums through models such as co-production	DCMS: DCMS/Wolfson Fund 2018-20 – improving visitor access and experience HMRC: VAT 33A refund scheme – supporting free entry ACE: Creative People and Places – supporting participation in places with traditionally lower engagement with the arts (open to museums in the eligible areas from Autumn 2018) ACE: National Lottery Project Grants – requirement to include high-quality public engagement HLF: Sharing Heritage, Our Heritage, and Heritage Grants programmes (to March 2019) – community, capital, and activity projects for all types of heritage HLF: Open programme (from April 2019) – tbc but will encompass the range of projects supported by existing funding streams ACE: funding Sector Support Organisations – The Audience Agency, Stagetext, VocalEyes, Kids in Museums ACE: National Portfolio requirement to deliver on the Creative Case for Diversity ACE: Culture Change toolkit – supporting staff development to increase diverse audiences ACE/HLF, with sector partners: Open Up report and resources on audience diversity HLF: Inclusion strategy HLF: with sector partners: Embedding Participatory Practice tools	Taking Part National museum visitor figures VAT33A visitor figure returns ACE NPO and Museum Development data National picture of sector funding and activity Evaluations of ACE-and HLF-funded projects, where available Bespoke data e.g. from Audience Agency

De
partmo
ent fo
for [
Digital,
Culture,
Media
80
Spor

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Dynamic collection curation and management	Keeping collections relevant, including both active collecting and disposals (in accordance with the Museums Association Code of Ethics) Appropriate collections expertise including the ability to access expertise within the wider sector Appropriate and active curatorship and interpretation of collections, including representing diverse and nontraditional perspectives Increased engagement with collections at a local community level through public programmes, online, and community involvement in creating exhibitions and programming Better shared understanding across the sector of what is held by museums Improved quality of collections environments, including appropriate storage and buildings maintenance	UK Government: Cultural Gifts Scheme and Acceptance in Lieu – supporting acquisitions HMRC: Museums and Galleries tax relief – supporting temporary and permanent exhibitions ACE: ACE/V&A Purchase Fund – £3m 2018-22 for acquisitions by Accredited museums ACE: National Lottery Project Grants – can support collections projects ACE: Designation Development Fund (from October 2018) – supporting the sustainability of Designated collections ACE: funding for Subject Specialist Networks to support the sharing of collections expertise across the country HLF: Collecting Cultures (to March 2019) – £5m programme supporting strategic collections development HLF: Sharing Heritage, Our Heritage, and Heritage Grants programmes (to March 2019) – community, capital, and activity projects for all types of heritage HLF: Open programme (from April 2019) – tbc but will encompass the range of projects supported by existing funding streams National Heritage Memorial Fund: £5m annually for acquisitions of outstanding heritage objects DCMS: Shared solutions project with national museums ACE: Designation of Outstanding Collections programme – recognises and celebrates the country's most important collections ACE: funding Sector Support Organisations – Collections Trust, Culture24 ACE: Subject Specialist Networks – supporting sharing of expertise and expanding of curatorial knowledge ACE: feasibility study on archaeological archives following HE report ACE/HE: developing work on listed at risk museums buildings and considering options for a fabric conditions survey	Findings of Museums Association Collections 2030 project HMRC figures on take-up of tax reliefs Evaluations of ACE- and HLF-funded projects, where available

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Contributing to placemaking and local priorities	More robust understanding of the role of individual museums in their local communities, including evidence of economic and social impact Museums informing and playing a part in local cultural and placemaking strategies, including improved relationships with other culture providers, education organisations, healthcare, local authorities and LEPs Museums helping to deliver improved health and wellbeing for local communities, including combating loneliness	DCMS: Cultural Development Fund – supporting culture-led regeneration ACE: Creative People and Places – supporting participation in places with traditionally lower engagement with the arts ACE: National Lottery Project Grants – can support projects contributing to local priorities ACE/HLF: Great Place programme – culture and heritage-led regeneration Historic England: Capacity building grant programmes – supporting the understanding, management and conservation of the historic environment HE: Heritage Action Zones programme DCMS: Annual National museums partnerships survey ACE: Museum Development programme – regional support for museums including generating and maintaining partnerships and helping address local priorities HE: placemaking strategy in development	Evaluations of ACE- and HLF-funded projects, where available Annual National Museums Partnership report

Department
ξ
Digital,
Culture,
Media
80
Sport

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Delivering cultural education	Increased numbers of children visiting museums with schools More robust understanding of the role of culture in children's education, including evidence on specific impact of interventions Museums' participation in post-16 learning including T-levels and apprenticeships	Department for Education, delivered by ACE: Museums and Schools – develops partnerships aimed at increasing schools visits ACE: National Lottery Project Grants – can support education and family projects HLF: Sharing Heritage, Our Heritage, and Heritage Grants programmes (to March 2019) – community, capital, and activity projects for all types of heritage HLF: Open programme (from April 2019) – tbc but will encompass the range of projects supported by existing funding streams ACE: funding Sector Support Organisations – Kids in Museums ACE: research programmes the Durham Commission for Creativity and Education and the Creative Talent Plan, partnering with universities to explore the impact of cultural education	Taking Part National museum statistics ACE programme data
Developing leaders with appropriate skills	More gender, ethnically, disability and socioeconomically diverse boards Greater relevant business skills in museums leaders, including commercial and effective use of digital technology and approaches Improved long-term and strategic planning in museums	ACE: National Lottery Project Grants — can support staff development projects ACE: funding Sector Support Organisations — Association of Independent Museums, Creative and Cultural Skills ACE: investment in Clore Leadership Programme as the national delivery partner of the Developing Sector Leaders ACE: Some National Portfolio Organisations use this funding to produce leadership programmes such as Black Country Living Museum Museums and Resilient Leadership and Oxford Aspire ACE/HLF, with sector partners: delivery of Character Matters action plan published May 2018	DCMS public appointments diversity statistics ACE NPO data Museums Association Workforce report Character Matters: Attitudes, Behaviours and Skills for the UK Museum Workforce report

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Diversifying the workforce	More ethnically, disability and socioeconomically diverse workforce, particularly at senior levels Better understanding of the role and use of volunteering and internships in the sector Varied routes of entry into paid roles	HLF: Sharing Heritage, Our Heritage, and Heritage Grants programmes (to March 2019) – community, capital, and activity projects for all types of heritage HLF: Open programme (from April 2019) – tbc but will encompass the range of projects supported by existing funding streams ACE: funding Sector Support Organisations – Association of Independent Museums ACE: National Portfolio requirements around equality and diversity for staff and boards ACE/HLF, with sector partners: delivery of Character Matters action plan published May 2018 ACE: Museum Development programme – works with non-national museums on Equality Action Plans	ACE NPO and Museums Development data ACE NPO workforce data DCMS Sector Economic Estimates Evaluations of ACE- and HLF-funded projects, where available Museums Association Workforce report Character Matters: Attitudes, Behaviours and Skills for the UK Museum Workforce report
Digital capacity and innovation	Museums making good use of digital technology to engage audiences, manage their collections and run efficient businesses, learning from leaders across the public, private and charitable sectors Intelligent and appropriate digitisation of collections, with greater accessibility for researchers and the public	ACE: National Lottery Project Grants – can support creative media and digital projects HLF: Sharing Heritage, Our Heritage, and Heritage Grants programmes (to March 2019) – community, capital, and activity projects for all types of heritage HLF: Open programme (from April 2019) – tbc but will encompass the range of projects supported by existing funding streams ACE, HLF and other partners including DCMS: delivering recommendations of the Culture is Digital project ACE: funding Sector Support Organisations – Collections Trust, Culture 24	Nesta Digital Culture data Evaluations of ACE- and HLF-funded projects, where available DCMS Culture is Digital implementation programme board

r Digital, Culture, Media & Spor	Department for	
, Media &	Digital	
80	`-	
4	80	

Mendoza Review priority	What does good look like?	Actions Regular text shows funding streams available to museums Italics text shows support, guidance, research	Measuring
Working internationally	Museums in England maintain and extend international work including touring, partnerships, loans, and staff interchanges Museums collaborate internationally on research and collections knowledge With guidance from DCMS and ACE, museums understand the impact of EU exit and have contingency plans in place	Foreign and Commonwealth Office: GREAT programme – supporting international partnerships and promotion UK Government, delivered by ACE: Government Indemnity Scheme – indemnifying loans into UK institutions ACE: National Lottery Project Grants – can support projects ensuring that England's artists and organisations are working overseas and the best of international arts and culture can be seen here DCMS: annual National Museums Partnership survey Department for International Trade: guidance for museums seeking to build relationships and work abroad ACE, with the British Council: Working Internationally Regional Project – delivered guidance and resources in 2017 ACE: security advice – supporting international loans British Council: supporting museums' international work and relationships	Evaluations of ACE- and HLF-funded projects, where available National Museums Partnership annual report

Department for Digital, Culture, Media & Sport 4th Floor, 100 Parliament Street London SW1A 2BQ www.gov.uk/dcms

September 2018