



Ministry
of Defence

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05 September 2022

[REDACTED]

Dear [REDACTED],

Thank you for your email of 6 August 2022 in which you requested the following information:

“Under FOIA, I would be grateful for a copy of the Army Heritage Strategy and Army Museums Policy referred to above (latest versions please).”

I am treating your correspondence as a request for information under the Freedom of Information Act (FOIA) 2000. A search for the information has now been completed within the Ministry of Defence, and I can confirm that some of the information in scope of your request is held. The latest version of the Army Heritage Strategy is provided below at Annex A. An Army Museum Policy document is not held.

If you have any queries regarding the content of this letter, please contact this office in the first instance. Following this, if you wish to complain about the handling of your request, or the content of this response, you can request an independent internal review by contacting the Information Rights Compliance team, Ground Floor, MOD Main Building, Whitehall, SW1A 2HB (e-mail CIO-FOI-IR@mod.uk). Please note that any request for an internal review should be made within 40 working days of the date of this response.

If you remain dissatisfied following an internal review, you may raise your complaint directly to the Information Commissioner under the provisions of Section 50 of the Freedom of Information Act. Please note that the Information Commissioner will not normally investigate your case until the MOD internal review process has been completed. The Information Commissioner can be contacted at: Information Commissioner’s Office, Wycliffe House, Water Lane, Wilmslow, Cheshire, SK9 5AF. Further details of the role and powers of the Information Commissioner can be found on the Commissioner's website at <https://ico.org.uk/>.

Yours sincerely,

[REDACTED]

Army Policy & Secretariat

Annex A

ARMY HERITAGE STRATEGY

'Heritage is a wide concept which embraces the historic environment both man-made and natural, landscapes and buried archaeology...museum and archive collections, artefacts and works of art and even our traditions, customs and languages'.¹

CONTEXT

1. In 2018 CGS commissioned Project CLIO² to consider the adequacy of the Army's overall approach to preserving, managing, enhancing and capitalising on its heritage. ECAB directed that a refreshed Army Heritage Strategy was required to reflect the recommendations and deductions of the Study narrative.

INTRODUCTION

2. The term Army Heritage encompasses all aspects of the Army's diverse, tangible and intangible heritage including; its historic, arguably increasingly fragile connection with the nations, counties, cities and localities from which the Army draws its people; the different attributes and functions of its constituent parts; the history and stories of campaigns, battles and actions over the last four centuries; the soldierly behaviours, qualities and characteristics displayed by soldiers of all eras to the present day; and, more tangibly, the collections of artefacts, records and documents held in museums, regiments, messes etc.

3. Army Heritage is a powerful conceptual and practical asset for the Army with direct impact on the Moral Component of Fighting Power³. It helps explain what is expected of a British soldier, and can help mitigate the 'events' which affect some of the Army's Strategic Risks outlined in the Army Command Plan. It is an important element in sustaining the sense of belonging of the former serving. It has significant, practical communication and influence benefit for the Army's standing and reputation given its potential engagement and educational reach towards a wide range of local, national and international audiences.

4. This Strategy develops the policy direction set in the Army Heritage Policy into a series of Strategic Objectives. The rolling horizon for the Strategy is 10 years with the Army Heritage Committee (AHC) reviewing the Strategy bi-annually. ⁴

DEFINITION

5. ECAB have agreed the definition of Army Heritage as:

Army Heritage underpins the Army's distinct ethos, character, identity and purpose. It displays the Army's service and its unique contributions to the culture, traditions, history and character of the United Kingdom, and explains the Army's standing in the nation.

6. Heritage is displayed in its most visible form in many formal and informal ways including, but not exclusively: music; ceremonial and public activity; individual and

¹ 'Better places to Live: Government, Identity and the Value of the Historic and Built Environment'. 23 March 2005

² ECAB(P)

³ Education, morale, ethos, sense of identity and belonging, pride, will to prevail, Values and Standards etc

⁴ AHC will confirm or amend the Strategic Objectives; assess the relevance and utility of the Strategy; note performance against the Strategic Objectives and reset the 10-year horizon

collective traditions, actions and behaviour; institutions like RMAS; museums; homecoming parades and regional engagement activities⁵.

‘AGENTS OF HERITAGE’

7. Army Heritage is an asset for use. ‘Agents of Heritage’ are the stakeholder individuals and organisations with direct or indirect responsibility for, control of, interest in or influence over:

a. The effective delivery of particular activities exemplifying Army Heritage such as State Ceremonial.

b. The ‘Ways’ in which the tangible and intangible Heritage Means available to the Army including collections, museums, archives, ceremonial, traditions and customs are deployed, optimised and capitalised upon to achieve the Army’s Strategic Objectives for Army Heritage.

8. Agents of Heritage are responsible collectively for ensuring that Army Heritage is used effectively to inspire, educate, engage, inform and influence its internal and external audiences effectively and positively.

9. The principal Agent of Heritage is the Army itself. Units, establishments and individuals are the embodiment of Army Heritage ‘in action’ through a combination of the way in which business is conducted, leaders lead, routines and good practices are maintained, standards are expected and enforced, people behave and are treated, traditions and customs are enacted and respected.

10. Other Agents of Heritage include: The AHC; the Army Museums Panel, the Military Museums’ network, the National Army Museum (NAM) the Army Museums Ogilby Trust (AMOT); the chain of command; those responsible for national and local commemorations and ceremonial events; training establishments and schools⁶; Historical Branch (Army) and those responsible for record keeping in units; Regimental and Corps Headquarters and ex-Service organisations; the Centre for Historical Analysis and Conflict Research (CHACR) and the Centre for Army Leadership (CAL). This is not an exclusive list.

STRATEGIC AND ENABLING OBJECTIVES

Strategic Objective 1 - Army Heritage supports British Army Ethos; it underpins the Army’s distinct ethos, character, identity and purpose in the eyes of the serving men and women and of the Nation.

11. British Defence Doctrine states that heritage underpins the moral component. Ethos underpins cohesion, the will to stand and fight and the physical and moral courage required of soldiers to do the right thing on a difficult day on or off the battlefield. Army Heritage underpins, exemplifies and substantiates ethos through the examples and stories, traditions and behaviours which forge ethos from past and recent history.

⁵ Including state ceremonial duties, music and displays, parades and homecomings, memorial events and regional engagement activities overseas, training and on international deployments and visits, recruiting and engagement teams, cadet activities, commemorative occasions, regimental activities, the collections of silver and pictures in messes, HCR and Kings Troop, in sport, by individuals, on the news, in the media, on film, in institutions like the RMAS, the Army Cadet Force and Royal Hospital, on operations, in training and on international deployments and visits.

⁶ Initial Training, Initial Trade and Subsequent Trade Training schools, RMAS, ASBM&HD, ASC.

12. Ethos embraces other indefinable qualities and characteristics such as: sense of belonging, sense of identity, trust and confidence, self-belief and collective belief. For past, present and future soldiers engendering an appreciation of their predecessors' deeds, activities and behaviours (on and off operations) and for the traditions and customs which fall from that heritage will help them to better understand and relate to what it means to be a soldier and also a member of a particular regiment or corps.

13. **Measures of Success.**

- a. Aspects of Army Heritage are presented, explained or demonstrated in units in a way that is relevant to the serving military audience and contribute significantly to inspiring individual soldiers, subunits and units with a sense of belonging, of identity, of confidence, of shared ethos and an understanding of Army values, thus generating esprit de corps⁷ and enhancing unit cohesion, trust, individual and collective commitment and battle-winning spirit⁸.
- b. The Army presents heritage actively, relevantly and persuasively as part of 'the Offer' through its internal and external marketing, engagement activity and recruiting.
- c. Aspects of Army Heritage are conveyed in an inspirational, engaging manner at every stage of the recruit journey and through Basic and Initial Trade Training.
- d. The Army addresses important contemporary issues such as Diversity, Inclusion and the consideration of the legacy of Empire in a manner respecting that aspects of Heritage rest uncomfortably with some constituencies.
- e. A network of successful museums blending traditional activity with digital opportunities to achieve compelling educational and engagement reach and impact to a wider audience, and to engage and educate, exemplify and inspire military ethos in all its national, Army, regional and regimental dimensions.

Strategic Objective 2 – Army Heritage supports the British Army's engagement with, and education of, the nation. It helps demonstrate the Army's unique contribution to the culture, traditions, history and character of the United Kingdom and explains the Army's purpose, relevance and standing in the Nation.

14. In terms of engaging with audiences external to the Army the benefits of well and persuasively presented Army Heritage in all its forms are:

- a. Broader and improved understanding of the contemporary Army and its unique, indispensable purpose and standing as a crucial element in the nation's military and national heritage;
- a. Demonstrating the value and quality of Regular and Reserve service men and women, and the appeal and opportunity that the Army offers young people;

⁷ "The capacity of a group's members to maintain belief in an institution or goal, particularly in the face of opposition or hardship... to pull together persistently and consistently in pursuit of a common purpose".

⁸ The idea of Salles d'Honneur (Insight rooms or 'Pop Up Museums') in training organisations and for all units tested both for their Ethos and Inspiration value and as a form of reach back and pull-through connection between museum, unit and individual.

- b. Enhancing the national profile and understanding and recognition of the historic covenant between nation and the Armed Forces and of the value for society and the individual of military service;
- c. Reaching to and educating the reducing number of citizens and politicians with experience of military service;
- d. Mitigating the separation between Army and society that a reduction in the size of the Army, the closure of training depots, the disposal of local barracks and the move to larger garrisons makes inevitable.

15. **Measures of Success.**

- a. Agents of Heritage leverage all Army Heritage means, media and activity to:
 - 1) Explain and demonstrate the historical and contemporary quality, relevance and value of the Army to the Nation;
 - 2) Engage and educate the public;
 - 3) Increase individual and collective understanding of the Army narrative; of the contemporary Army and its unique, indispensable purpose; of the ask that the nation makes of its soldiers; of the value and quality of servicemen and women; and of the appeal and opportunity that the Army holds for young people.
- b. A balanced, dynamic connection in place between the Army and the military museums centred around a dynamic Army Museums Panel and a clearly articulated and positive relationship between the Army, AMOT and the NAM working effectively and inclusively for the benefit of the Army and the military museums network⁹.
- c. An agreed Museums Strategy in place and overseen by the Army Museums Panel to:
 - 1) Give strategic clarity and set policy guidelines for all museum network matters including: locations, leases, Army funding arrangements and the allocation of public funds, the Army's infrastructure and support obligations, the closure of museums, and the storage of orphaned collections.
 - 2) Build Army trust and confidence in the museums network and vice versa, and enable military museums to do their best work.
 - 3) Balance Regimental and parochial interests against the Army's aspirations for showcasing what an Army is for, what it does, how it presents itself and what it means to be a soldier.

⁹ *In terms of educating tomorrow's citizens, keeping the services in the public eye and improving public understanding of their rôle and importance, the museums are part of the fabric of the services; not a desirable extra, but quintessential part. We believe it is in the defence interest to acknowledge this.* "The Museums of the Armed Services" Report by Museums and Galleries Commission Working Party dated 8 Jun 3 1990.

d. The futures of the three Designated Collections are secured. As a priority the future of The Royal Artillery/Firepower collection must be resolved and secured before its condition deteriorates and storage costs become unsupportable.

e. Deliver the workplan for first deciding and then optimising the Army's relationship with museums to 2030 and beyond which: confirms or amends the list of supported museums and the plan for reducing/reallocating the financial support to museums agreed by ECAB in 2011¹⁰; sets expectations; eliminates uncertainties over tenure and lease arrangements etc; understands each museum's forward plans; optimises the beneficial impact of planned public spending; and aligns with evolving national policies for heritage and the Army's aspirations for engagement, education, and inspiring ethos.

f. An institutional, non-transactional relationship is established between the Army and the NHLF and other organisations such as Arts Council England and Historic Environment Scotland to ensure that the relationship between those bodies, the Army and the local, regional and nation-wide work of the network of museums with military collections, whether or not they are supported by the Army/MOD, achieves concentration of advocacy and effort for optimum benefit.

Strategic Objective 3 – Army Heritage supports the education of serving officers and soldiers. The value of Army Heritage in support of the Army's education and professional development agenda is recognised and optimised.

16. Education is an essential element in reinforcing and developing the conceptual component of fighting power. It is also a fundamental element in the professional development of soldiers and officers.

17. Army Heritage can be used imaginatively to: explain the evolution of technology and the related development of operational and tactical thinking and doctrine; give examples of effective (and not so effective) tactical innovation and inspiring (or otherwise) leadership; provide context for and support formal courses and the Army Higher Education Pathway and the Army Leadership Development Programme; inform the Lessons process and support the formal Research conducted by CHACR, the CAL, RMA Academic staff and others; inspire informal research and consideration of historical events as context for understanding and addressing contemporary issues such as diversity and inclusion.

18. Measures of success.

a. Army Heritage is harnessed by the Army to help achieve the formal learning objectives of mandatory professional military training and education courses; to provide relevant historical case studies to support the development of leaders and the understanding of doctrine; and to provide context for critical thinking particularly in the areas of leadership, diversity, inclusion, communication and behaviour.

b. Army Heritage is being exploited digitally as a medium to achieve informal learning benefits which help develop a unifying and inclusive military organisational culture and foster the British Army's ethos by instilling pride in the profession of arms.

¹⁰ ECAB/P(11)23 dated 26 August 2011.

. Battlefield Studies at all levels use relevant aspects of Army Heritage as an aid to help develop a critical understanding of the realities of war, the changing character of conflict, the development of contemporary doctrine, the importance of effective doctrine, the impact of technological innovation, the need to learn lessons, leadership in all its aspects, and the example (good and bad) of our predecessors.

a. A programme is in place to capture the experiences of and reflections on recent conflicts as relevant case studies to support professional military education and training. Insights are made available online.

b. The educational capacity of the military museums network is exploited through the provision of online learning resources aimed at serving soldiers and officers supporting formal and informal training and education.

Enabling Objective 1 – The Army Exercises Effective Responsibility, Policy Oversight and Governance of Army Heritage

19. **Measures of Success.** Effective governance and oversight of all aspects of Army Heritage in place to optimise the benefits for Ethos, Engagement and Education and contribute to Strategic Risk Mitigation including:

a. The AHC reinvigorated at Army Headquarters level as a sub-committee of ECAB chaired by the DCGS; meeting annually or as required.

b. AHC supported by an Army Heritage Working Group with the Army Honours and Distinctions Committee and Army Dress Committee and a refreshed Army Museums Panel reporting to the AHC. Head Arms & Services oversees Army Heritage activity and governance on behalf of DCGS.

c. Army Heritage Policy and Strategy in place with performance assessed annually and the ten-year planning horizons reviewed for roll forward annually.

d. The beneficial mitigation impact that Army Heritage offers in all the ‘event’ areas outlined in the list of Army Strategic Risks is incorporated into the Army’s risk mitigation planning.

Enabling Objective 2 – Engagement by the Chain of Command.

20. **Measures of Success.** Commanders at all levels exercise their Full Command responsibility for Heritage activity in support of wider Army objectives and outcomes.

a. The outcomes for Army Heritage (Figure 1) are recognised and used as the framework for gauging the value and contribution that any particular heritage activity makes to: bolstering morale, military ethos, sense of identity and belonging and collective reputation; supporting high performance and better retention; engaging and informing (educating) internal and external audiences; supporting Army risk mitigation activity:

ETHOS	ENGAGEMENT	EDUCATION
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Figure 1

- b. The outcomes are used by AHC etc as the benchmark indicators against which the internal and external benefits or disbenefits and the practical, reputational or presentational advantages and disadvantages of any heritage activity or decision, and the value or otherwise of Army financial support are gauged. Each outcome has an internal and external dimension.
- c. Aspects of heritage are considered and reinforced appropriately for Army, Joint and Reserve units especially as they evolve functionally or structurally.
- d. The Army meets the statutory accounting responsibilities and compliance requirements set out in JSP 472.
- e. The Army meets its statutory accounting, resource allocation and compliance responsibilities set out in JSP 462¹¹ⁱ.
- f. The Army observes the opportunities and limitations on expenditure outlined in JSP 462 when considering funding such things as commemorative and engagement events.
- g. The Army in its role as TLB and custodian pays appropriate senior care and attention to the heritage assets for which it is responsible.
- h. The implications for heritage and history are factored into early planning when changes to organisation, structure or ways of operating (NEM, NAM, medallic principles etc) are contemplated.
- i. Senior, clear, early decisions are taken about which aspects of heritage and history or practice are or are not tradeable in the face of change or circumstances.
- j. Command oversight of record keeping, and storage is exercised effectively and rigorously on and off operations.

RESOURCES

- 21. The financial costs of Army Heritage can be broken into three broad baskets:
 - a. Museums Funding. The money presently allocated annually to supported museums falls into two broad categories:
 - 1) Grant-in-Aid payments and the funding of Civil Service employees working in museums. An earlier review of museums (2004) identified that approximately 0.18% (c£6m) of the combined budgets of the Army's two Top Level Budget holders was then allocated to support military museums. In FY 2020/21 the breakdown figures were: Grant-in-Aid to the NAM - £6m; Grant-in-Aid to 51 supported museums - £2m; cost of Civil Service salaries - £0.7m.
 - 2) The resources committed by the Army for the costs of maintenance, facilities, utilities and other Infrastructure commitments sustained by, or made to, museums on MOD property. Establishing a baseline for these costs is

¹¹ JSP 462 – Financial Management and Charging Policy Manual. Chapter 14 covers to Regularity and Propriety in Public Expenditure.

priority work for Army Heritage Branch in 2020/21 working closely with Army Infra.

3) The combination of a strategic framework and workplan for the Army's relationship with museums to 2030 and beyond (Strategic Objective 2 Para 15e) and this cost baseline will underpin a sustainable and agreed funding and Infrastructure plan for museums including: the grant of leases (which museums, the terms, duration etc): the Army's liability for meeting infrastructure, facilities and utility costs; the status of historical MOUs and agreements etc.

b. Wider Funding. The Army resources consumed or committed directly or indirectly as part of broader Army activity or national expectation (for instance national Ceremonial and commemorations, ceremonial gun salutes, the manning and activity costs of such things as the Corps of Army Music) or making a contribution to sustaining Army ethos, culture and tradition (such as messes, Colours, The Sovereigns Parade and other pass-out parades, medals, uniforms and badges). Rather than pursue breaking out the costs of heritage the Army's strategic decision making and cost-benefit analysis mechanisms, when contemplating change and innovative ideas, need to take into account the heritage value and benefit (Ethos, Education, Engagement) of (starting/continuing/ceasing) a particular activity as well as its practical, financial and resource implications.

c. Other Funding. Non-public and charitable funds including unit private funds and resources provided by regimental and Corps charities for such things as the sustainment of museums, enabling Colours presentations and Freedom parades, maintaining property owned or held by units and unit messes, supporting the development of ethos and sense of belonging in recruits, supporting the heritage benefit of Army comradeship and the Military Covenant. The tangible and intangible benefits of the relationship between the Army and the support 'ecosystem' needs to be taken into account as the partnership articulated in the Army Charities Strategy develops.

CONCLUSION

20. Appropriate, but no more expensive, attention paid to Army Heritage and its Strategic and Enabling Objectives will ensure that it is coordinated, presented, governed and 'lived' to its full potential to:

- a. Underpin the distinctive ethos, core values, image, reputation and sense of identity of individual regiments and Corps, of formations, of organisations such as the Army Cadet Force, and of the Army as one of the great United Kingdom institutions;
- b. Reinforce the individual soldier's sense of belonging, identity and self-esteem and bolsters the conceptual element of morale (belief and pride in the 'cause') as part of the moral component of fighting power;
- c. Provide decision makers with a reference point between past, present and future at a time when the pressure to make organisational, structural and institutional changes can create uncertainty and blur clarity and understanding of what really matters to the Army as an institution.

k. Remind and educate the nation, politicians and citizens of the importance of the Army to the United Kingdom and enhances national and international understanding and appreciation of what the Army has provided, and will continue to provide, for the nation, and why the Army matters.

l. Support the integrity and unity of the United Kingdom by the fact that the Army is demonstrably a national institution and asset which presents itself coherently to the nation, belongs to all parts of the nation, has a foothold in all parts of the nation, and draws its lifeblood, its people, from all parts of the nation.
