

NATIONAL MARITIME MUSEUM QUINQUENNIAL PERFORMANCE REVIEW

CONSULTATION PAPER

1. Contributing to the Review

About the Review

- 1.1 The Department for Culture, Media and Sport (DCMS) is currently undertaking a 'quinquennial review of the National Maritime Museum (NMM). This is one of a programme of quinquennial reviews of the public bodies DCMS sponsors. Under the 'good government' requirements of 'Modernising Government', overseen by the Cabinet Office, DCMS must examine the case for having the Museums and how best to provide for the future delivery of the public services that they provide.
- 1.2 Decisions on the issues raised by the review will be made by the Secretary of State for Culture, Media and Sport ("the Secretary of State") and her colleagues. An independent Assessor, Hugh Corner, leads the Review. They will be advised by a DCMS Review Team and Steering Group. (The Review's terms of reference are set out in Annex A).

Responding to our paper

- 1.3 To help us prepare our advice to Ministers, we need informed views on the Museum from those affected by, or with an interest in, its work. That applies equally: to people or to organisations; to those with past experience of dealing with the Museum; to those seeking to make use of, or work with, the Museum; and to those whose expertise or experience give them a perspective on the Museum work. This paper invites those views.
- 1.4 To contribute your views to the review, please submit written contributions to:

Stephen Bristow
Review Management Team
Department for Culture, Media and Sport
2-4 Cockspur Street, London, SW1Y 5DH

- 1.5 If you have any questions or comments we should be happy to answer them. An electronic version of this consultation paper is available on the DCMS website www.culture.gov.uk or by e-mail from Stephanie Legg on stephanie.legg@culture.gov.uk.
- 1.6 The closing date for responses is **Friday 8 February**.

Form of your response

- 1.7 We have set out our key questions in the rest of this paper. **You may not wish to respond to all of our points, but it will help us to assimilate your views if you try to follow that format.**

- 1.8 Please state clearly whether you wish the review team to treat your comments in confidence. Under Cabinet Office guidance, *'The Code of Practice on Written Consultation'* there is a presumption that your comments may be made available to the general public if requested. If such a request is made, the Department's response may depend largely upon whether a duty of confidence exists in relation to your comments. Please indicate whether or not you would be willing to have your identity disclosed. We may, however, wish to quote any points in responses in an unattributed and unidentifiable form in our report (which DCMS may make public).
- 1.9 Are you content for your comments to be made available to the National Maritime Museum on an attributable basis?

The structure of our paper

- 1.10 We set out below:
- a background note on the Museum
 - the purpose, aims and objectives of DCMS
 - a list of questions broken down into six categories: the purposes, aims and objectives of the Museum; organisation, functions and delivery mechanisms; the efficiency and effectiveness of the Museum; the Museum's responsiveness and relationship with its customers; the Museum's partnerships and links with other organisations; and the Museum's use of new technology.

The National Maritime Museum

Introduction

The mission of the National Maritime Museum is *to illustrate for everyone the importance of the sea, ships, time and the stars and their relationship with people.*

Its objectives are to

- Develop and pro-actively interpret its collection and historic buildings to the highest standards for the enjoyment and benefit of everyone.
- Foster and promulgate related knowledge, research and specialist expertise.
- Practice and promote accessible lifelong learning.
- Inspire innovation, shape and maintain best practice, and achieve high quality in all areas of its work.
- Communicate effectively, and create partnerships and co-operation across its area of influence in Britain and abroad.
- Sustain operational and financial viability through effective and efficient management of its resources.

The National Maritime Museum (NMM) is the largest maritime museum in the world and was host to 800,000 visitors last year. Over 1,500,000 virtual visits were made to the Museum's three websites and 120,000 learners visited and participated in educational programmes.

The Museum has the most important holdings in the world on the history of Britain at sea, including maritime art (both British and 17th-century Dutch), cartography, manuscripts including official public records, ship models and plans, scientific and navigational instruments, time-keeping and astronomy (based at the Observatory). Its British portraits collection is exceeded in size only by the National Portrait Gallery and its holdings related to Nelson and Cook, among many other individuals, are unrivalled. It has the world's largest maritime historical reference library (100,000 vols) including books dating back to the 15th-century. The overall collections comprise about 2 million items, many on loan to museums elsewhere in Britain. Through its displays, exhibitions and outreach programmes the Museum also explores its current relationship with the sea and the future of the sea as an environmental force and resource.

The Museum's estate of historic buildings includes the 17th-century Queen's House designed by Inigo Jones and the Royal Observatory, Greenwich, (Wren, 1675-76, and later). The NMM also has a number of storage outstations in south-east London close to its main site. It owns the free-hold of two of these, one being the architecturally important Brass Foundry at Woolwich Arsenal by Sir John Vanbrugh (1717).

A substantial museum for small boats is being developed at Falmouth to open next year and is an example of one of the many partnerships the Museum has across the maritime sector.

History of the Museum

Greenwich began to develop as a cultural visitor destination with Sir James Thornhill's completion of the Painted Hall (1707-26) in what is now the Old Royal Naval College (founded in 1694 as the Royal Hospital for Seamen). From 1823 a 'National Gallery of Naval Art', eventually including 300 portraits, paintings and artefacts, was created in the Hall, the first of its kind. A separate Naval Museum was also established in the Hospital buildings when it became the Royal Naval College- the 'Navy's university' in 1873 (-1998).

After its foundation in 1910, the Society for Nautical Research (SNR) independently developed the aim of founding a 'national naval and nautical museum'. In 1927-28, following a public appeal organised by the Society, one of its wealthy members Sir James Caird (1864-1954) purchased the A.G.H. Macpherson Collection of maritime prints -over 11,000 items. All were vested in a temporary Trustee Board, 1927-34, replaced by permanent NMM Trustees on passing of the 1934 Act.

The contents of the Naval Museum in the College and other official material were also transferred to the care of the NMM Trustees under the 1934 Act, the Greenwich Hospital collection from the Painted Hall being added by separate agreement in 1936.

The National Maritime Museum (NMM) was formally established by Act of Parliament in 1934 and opened to the public by King George VI on 27 April 1937 in its present buildings at Greenwich, which until 1933 had housed the Royal Hospital School. The Queen's House, restored by the Office of Works, was part of the Museum from the outset. The Royal Observatory, Greenwich was an addition of the 1950s.

The Museum is unique in the architectural importance and setting of its main buildings, the Queen's House in particular being the keystone of the historic park-and-place landscape of 'Maritime Greenwich', which was designated a UNESCO World Heritage Site in 1997.

All the Museum buildings have subsequently been upgraded at various times and a full modern redevelopment of the main galleries, centring on what is now the Neptune Court, and funded in main by HLF, was completed in 1999 and reopened by Her Majesty the Queen.

Grant-In-Aid: 2001-2004			
£ms	2001/02	2002/03	2003/04
1. Baseline GIA	10.929	10.929	11.129
2. Admissions Compensation	1.659	2.712	2.766
TOTAL	12.588	13.641	13.895

Strategic Future

As part of the Museum's move to a Vision for 2015 the NMM is working to:

- Develop its approach to access, inclusion and education for learners of all ages-on site, on line and through its other delivery mechanisms.
- Examine ways to illustrate the importance of the sea more effectively.
- Invest in the on-going development of the Museum's academic base.
- Consolidate and, where possible, improve its facilities and infrastructure - plans include re-housing the collections in a store fit for the 21st century.

DRAFT STRATEGIC PLAN - SUMMARY OF RISKS AND OBJECTIVES

The Academic Base

- The authority of the museum is derived from the strength of its academic base, which is what distinguishes it from an ordinary visitor attraction or theme park.
- Expertise and knowledge about the collections and the Museum's subjects are essential components of the staff profile, with succession planning a key requirement to maintain quality and strength in sufficient depth.
- Stewardship of the collections, including the quality and security of the stores and an efficient approach to acquisitions and de-acquisitions, is a primary responsibility, both to support contemporary research and to conserve and preserve the objects, books, art and papers for the future, in collaboration with other institutions.
- The facilities for users of the museum should be modern and attractive to enable access to as much of the collections as possible and provide a high-quality service, while stimulating education and learning, repeated use and further research.
- The publishing and conference programmes should embrace the breadth of the Museum's subjects and afford opportunities for deeper study to meet the needs of a range of users, drawing in partners wherever beneficial.
- Web-based material, including a substantial proportion of the collections on line, is an essential and complementary component of the Museum's delivery to users.
- Projects for developing the collections and corresponding research and user facilities should optimise partnerships across the UK and, where appropriate, internationally, serving to enhance the reputation of the museum.
- The leadership role of the museum should be manifest through its involvement in and practical support for: UK Maritime Collections Strategy, National Register of Historic Vessels, Society for Nautical Research, National Museum Directors' Conference, International Congress of Maritime Museums, Association of European Maritime Museums, National Maritime Museum Cornwall and other bilateral and multilateral links, nationally and internationally.

The Budget

- Levels of Grant in Aid and the relative proportion of GIA to own earned income will be critical over the period. Costs of upkeep (notably including the listed buildings) are likely to rise, driving the museum to earn more and to do what it does more efficiently, or to face doing markedly less over time.
- Primary charging is suspended from 1 December 2001. Compensation has been provided on the basis of projected visitor numbers in the current (2001-2004) funding agreement. The NMM believe that free admission may result in larger visitor numbers than previously projected leading to greater costs of operation which the

previously agreed compensation will not completely cover although secondary charging for special exhibitions will to some extent offset this.

- Revenues from the shops, cafes, e-sales, picture library, corporate events and other areas need to be developed to their full potential, with commercial disciplines at the core of planning for all user requirements across the museum.
- Licensing activities need thorough exploitation, taking account of consultation currently in hand.
- Corporate development needs to be structured and operated for maximum efficiency, taking account of consultation currently in hand.
- Fund raising for capital programmes needs to be undertaken coherently, ensuring that no potential streams are overlooked.
- Restrictive working practices and areas of inefficiency should be identified and reorganised, building on steps taken to date to restrain operating costs and governing especially the overall staff costs and head count.
- Mechanisms for governance, planning and measurement should be honed.

The Customers

- Informative and stimulating exhibitions and displays are at the heart of the provision for all users of the museum, whether local, national or international.
- The collections and subjects should be interpreted for the benefit of the widest audiences, ensuring that all age groups, backgrounds and capabilities are considered.
- Repeat visits are essential, ensuring continuity of support and growth in audiences and revenues, achieved through regular programme updates and by refreshing long-standing features.
- Facilities for life-long learning should be provided for as many users as possible, both in externally accredited programmes and for recreational learning.
- Programmes for schools are of particular importance, linked wherever possible to the national curriculum or logical extensions of it.
- Electronic facilities on-line and off-line should complement the galleries and other delivery mechanisms, providing an up to date service for users and accurately meeting their needs.
- Customer responses should be monitored, analysed and reflected in forward planning.
- Whatever is delivered for users should be of the highest quality, commensurate with the international standing and reputation of the museum.

DEPARTMENT FOR CULTURE MEDIA AND SPORT

The current aims of central involvement

"Agency reviews should consider all options including abolition, continued Agency or NDPB status, market testing, merger or rationalisation, privatisation and strategic contracting out. Each of the organisational options should be assessed equally on its merits?" (How to review agencies, Cabinet Office). Cabinet Office guidance requires DCMS to begin that process by testing the case for keeping a central function against its own current aims and objectives:

The Department's aim is:

1.2 *'To improve the quality of life for all through cultural and sporting activities, and to strengthen the creative industries'*

1.3 The Department will:

- work to bring quality and excellence in the fields of culture, media and sport;
- make these available to the many, not just the few;
- raise standards of cultural education and training;
- help to develop the jobs of the future in the creative industries.

1.4 To achieve its aim, the Department's objectives are, in partnership with others, to work to:

Sustain and develop quality, innovation and good design, create an efficient and competitive market, including by removing unnecessary regulation and other obstacles to growth so as to develop the tourism and creative industries; and promote Britain's success in the fields of culture, media and sport at home and abroad;

Broaden access for all to a rich and varied cultural and sporting life and to our distinctive built environment; and encourage conservation of the best of the past;

Develop the educational potential of all the nation's cultural and sporting resources; raise standards of cultural education and training; ensure an adequate skills supply for the creative industries and tourism;

Ensure that everyone has the opportunity to develop talent and to achieve excellence in the areas of culture, media and sport;

Maintain public support for the National Lottery and ensure that the money raised for good causes supports DCMS's and other national priorities; and

Promote the role of the Department's sectors in urban and rural regeneration, in pursuing sustainability and in combating social exclusion.

QUESTIONS - CHECKLIST OF THE SORTS OF QUESTIONS YOU MIGHT CONSIDER IN YOUR RESPONSE

Purpose, aims and objectives

To what extent do you think the current sponsorship arrangement for the Museum, under the Department for Culture, Media and Sport, is appropriate?

As a national Museum, to what extent do you think the Museum meets the aims and objectives of the Department for Culture, Media and Sport (below)?

To what extent do you think the Museum meets its stated aims and objectives (below)?

How responsive do you think the Museum is to developments in Government policy and to change more generally?

How do you think the Museum's role should develop over the next few years?

Do you see the Museum as having an important role in promoting other government objectives such as, lifelong learning and the public understanding of science and technology?

Organisation, functions and delivery mechanisms

Are there any services you think the Museum should provide that it currently does not?

Are there any services or functions that you think the Museum should no longer provide or undertake?

Are there any areas in which you think the Museum duplicates the work of other bodies?

Are there any areas in which you think the Museum complements the work of other bodies or could more effectively complement their work?

What, in your view, should be the Museum's policy on collection of contemporary maritime material?

Efficiency and effectiveness

How effective do you think the Museum is in carrying out its current services and functions?

What improvements might be made to increase the Museum's effectiveness?

In your opinion, what has been the Museum's greatest achievement over the last five years?

To what extent do you think the Museum provides value for money in the use of its resources?

Are there areas in which the Museum could generate more revenue from its own resources?

Customer relations and responsiveness

How satisfied are you with the quality of the Museum's services and their delivery?

How well do you think the Museum consults users to identify their service requirements?

How effectively do you think the Museum promotes its services?

What steps do you think the Museum could take to improve the delivery of their services?

How easy do you think the Museum makes it for users to complain and how effective are they at putting things right?

Links with other organisations

The Museum is the leading maritime museum in the UK. To what extent do you think it adequately performs its leading role?

If you currently work in partnership with the Museum, what is the nature of that partnership and how effective is it?

To what extent do you think that the Museum works with other Maritime organisations in an open and facilitative manner?

Do you think there are areas where the Museum should develop its joint working arrangements with other bodies?

How effective is the museum in the international arena?

Do you consider that the Museum has a satisfactory and fruitful relationship with its neighbouring bodies in the Greenwich World Heritage Site?

New Technology

To what extent do you think the Museum is at the leading edge of technological development in the sector?

How do you think the Museum could make better use of new technology?

Please feel free to provide any other comments or additional information as you feel appropriate.

TERMS OF REFERENCE

OVERALL AIM

To review the continuing need for the functions carried out by the National Maritime Museum (NMM) and whether those functions are best carried out by an NDPB; and to review the efficiency and effectiveness of the way in which the NMM delivers its services.

First Stage: Getting the organisation right

1. To examine whether functions performed by NMM are still necessary, whether its status as an NDPB governed by Trustees, at arms length from Government, is the best option for delivering its services and how the delivery of its services might be improved in the future.
2. In the course of this to consider specifically:
 - (a) the role and functions of the NMM
 - (b) how these functions contribute to the delivery of wider DCMS and Governmental objectives;
 - (c) how the NMM have performed in the past;
 - (d) what the NMM customers and other interested parties think about its role and performance;
 - (e) the nature of its relationship with Government, both financial and non-financial, including the burdens imposed by Government, and how this bears on the NMM service delivery;
 - (f) how the NMM services can best be delivered, and whether there is scope for other organisational options, including discontinuing, contracting-out, market testing, merging or rationalising, privatising, or restructuring internally, some or all of its functions.

Second Stage : Main Review

1. Taking account of the recommendations of Review of the Efficiency and Effectiveness of Government-sponsored Museums and Galleries, to consider how the NMM's services and functions could be provided even more efficiently and effectively in the future.

2. To consider particularly:

- (a) the NMM's aims and objectives and the part they play in delivering wider DCMS and Governmental objectives;
- (b) performance targets, as revised following the Review of the Efficiency and Effectiveness of Government-sponsored museums and galleries, how they compare with other performance benchmarks, and whether they are sufficiently comprehensive and stretching, and properly reflect the NMM's aims and objectives;
- (c) the structure and effectiveness of the NMM's organisation, its staffing, management and personnel policies and whether there is scope for the sharing of common services;
- (d) partnership arrangements and opportunities for joint working with other bodies to deliver a more efficient and effective service;
- (e) whether and how the NMM can make better use of new technology to improve the delivery of its services and functions;
- (f) the NMM's relationship with its customers and its customers' views on whether and how they can improve the way in which they deliver its services and functions;
- (g) the scope to increase efficiency savings and income and improve use of assets, the different freedoms or flexibilities that might improve service delivery and the impact on the NMM's efficiency of work required by Government;
- (h) whether the roles and reporting arrangements of the NMM, the Department and Ministers need clearer definition and whether they provide proper support for operational and policy work;
- (i) the extent to which the NMM's financial planning is facilitated or inhibited by the Government's expenditure planning and resource distribution arrangements and by the Funding Agreements.

3. The terms of reference for Stage Two are necessarily generic before Stage One has been completed. More specific terms of reference will be drawn up as an annex to the Stage One report, taking into account issues that will have emerged.