

CABINET

9 November 2011

THE OVERVIEW AND SCRUTINY COMMITTEE

14 November 2011

WINCHESTER MUSEUMS: IMPROVING THE LONG TERM SUSTAINABILITY OF THE SERVICE

REPORT OF ASSISTANT DIRECTOR (ECONOMIC PROSPERITY)

Contact Officer: Eloise Appleby Tel No: 01962 848 181, Email: eappleby@winchester.gov.uk

RECENT REFERENCES:

[CAB2129 - Winchester Museums: Opportunities for Partnership Working, 16 March 2011](#)

[CAB2147 – Winchester Museums Reserve Collections, 13 April 2011](#)

EXECUTIVE SUMMARY:

In March and April this year, Cabinet considered reports which outlined some concerns about the viability and sustainability of the Council's Museums Service, as well as presenting some options for addressing them. These concerns are shared by other local authorities and by private sector museums, for which the overheads associated with caring for important and much-loved collections are increasingly difficult to accommodate within ever-reducing budgets.

The options presented included two significant joint working opportunities with other Hampshire museum services, and also the rationalisation of Winchester's own reserve collections.

This report updates Members on the progress which has been made in these areas, and seeks support for further action in the coming months.

RECOMMENDATIONS:

That Cabinet:

- 1 adopts the revised Collecting and Collections Management Policy for Winchester Museums, attached at Appendix 1;
- 2 authorises the Head of Museums, subject to consultation with the MLA, to arrange the de-accessioning and sale of item A.1506 from the art collection, with proceeds to be ringfenced for urgent conservation work on other items in the art collection;
- 3 authorises the Head of Museums, subject to consultation with the MLA, to arrange the de-accessioning and sale of item WINCM:ETHNO 181 from the ethnography collection, with proceeds to be ringfenced for expert analysis of archaeological specimens held at Bar End;
- 4 authorises the Head of Museums to agree, from time to time, the giving or long term loan (at no cost) to other Accredited museums of any other part of the ethnography collection which can better be displayed or interpreted by those museums, to the greater public benefit: any such disposal would be in accordance with the revised Collecting and Collections Management Policy for Winchester Museums, and subject to consultation with the Portfolio Holder, Arts Council England, South East and the Head of Finance;
- 5 records its appreciation of Hampshire County Council's Museums Service for the exceptional work of key staff in co-ordinating the Major Grant bid to Arts Council England, South East, on behalf of the partners of the Hampshire and Solent Alliance;
- 6 authorises the Assistant Director (Economic Prosperity), working with the Council's Heads of Finance, Organisational Development and Legal Services, to continue investigations with Hampshire County Council and Southampton City Council into the viability and desirability of fully integrated merger, with conclusions and recommendations to be returned to Cabinet early in 2012.

The Overview and Scrutiny Committee

- 7 considers whether it wishes to raise any issues with the Portfolio Holder, or if of significance, with Cabinet.

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DETAIL:

1 Introduction

- 1.1 In March and April this year, Cabinet received reports setting out some of the challenges facing the Council's Museums Service. These challenges largely arise from the high overheads of storage and buildings maintenance, and they are shared by museum services across the country. Winchester is proud to be the only district council in Hampshire to run its own Museums Service, but it also struggles more than fellow unitaries or the County to meet the costs associated with its important collections.
- 1.2 The two Cabinet papers set out two broad strategies to addressing these challenges, which were:
 - a) joint working with other museum services in Hampshire ([CAB2129 - Winchester Museums: Opportunities for Partnership Working, 16 March 2011](#))
 - b) rationalising the collections held by the Council in its stores ([CAB2147 – Winchester Museums Reserve Collections, 13 April 2011](#))
- 1.3 Members approved the recommendations of both papers, authorising a number of pragmatic courses of action, and requested an update to Cabinet and Overview and Scrutiny later in the year.
- 1.4 This paper seeks to summarise progress in both areas, and requests authorisation from Cabinet to take further action.

2 Accreditation

- 2.1 One of the fundamental requirements for museum services, in terms of recognition and financial support from external agencies, is to achieve Accreditation under the national scheme administered by the Museums, Libraries and Archives Council (MLA). Accreditation is designed to promote high standards of care for collections, governance and services for customers,

as well as innovation and improvement. Winchester Museums Service has been accredited since 2005, and adheres carefully to its published standards and protocols. There have been many changes to the Service in recent years, ranging from the opening of City Space at Winchester Discovery Centre to the closure of the store at Fort Brockhurst in Gosport this June. During this time, the MLA has also overhauled the Accreditation scheme. It is important for the Museums Service to renew its Accreditation at this point, and the Curatorial Team has been working hard to update key documents and the review working practices across the board in preparation for resubmission.

- 2.2 One such document is the Collecting and Collections Management Policy. This Policy sets out important information on the three main areas of the Service's operation:
- a) **Collections**, describing the material held by Winchester Museums, the criteria governing collecting, retention and disposal, and plans for development;
 - b) **Collections Management**, describing documentation standards and plans for improvement, and conservation practices;
 - c) **Public Services** based on the collections, including public access arrangements and their planned improvement.
- 2.3 Last reviewed in 2005, the revised Policy is attached at Appendix 1 with tracked changes for Cabinet to consider. These largely consist of:
- a) working practices or operational details which have simply been updated;
 - b) best practice, in terms of the scope of the Policy as recommended by MLA;
 - c) curatorial responsibilities.

The Policy has also been updated to record the decision made by Cabinet in April this year ([CAB2147](#) refers) to introduce stricter guidelines for accepting contributions, particularly in relation to the ever-expanding archaeological collection.

- 2.4 Members are asked to approve and formally to adopt the Collecting and Collections Management Policy. In doing so it should be noted that the function of the MLA transfers to Arts Council England, South East, in 2012 and the policy revisions anticipate this change. In the interim, the MLA remains the first point of contact for museums matters.

3 Disposals

- 3.1 At its meeting in April, Cabinet also approved recommendations to seek valuations of the ethnography, art and civic silver collections. These have since been commissioned, with the following verdicts:

3.1.1 Ethnography: This was judged to be an interesting and eclectic collection of relatively little monetary value. One item, an Indo-Tibetan 'durga', a bronze statuette of the Hindu goddess Parvati, was valued at £20,000. If the Council opted to sell this item, the valuers would recommend specialist auction houses. The value of the remaining 283 items totalled between £16,000 and £17,000.

Whilst the ethnography collection has a certain charm, it is rarely shown and the Council has no curatorial expertise in this area. There is no real rationale for maintaining this collection.

Standard practice, in the event that Members decide to dispose of this collection, would be to offer it to another museum which actively collects such material and is able to make best use of it in terms of display and interpretation (eg Pitt Rivers, Oxford; Horniman Museum, London). However, Members also have an option to sell items, where they are not in keeping with the wider collections and specialisms of the Museums Service, and may authorise officers to proceed with the auctioning of the 'durga'. It would be expected, in keeping with recognised museums practice, to retain the sale proceeds within the Service to fund other areas of activity.

The items of lesser value could be offered to another museum, or remain in storage (where they take up a relatively small space).

3.1.2 Art: The total value of the collection was put at £2,061,161 – much of this attributable to a small number of pictures. One large picture has no connection with Winchester and falls outside collecting policy, presenting itself as a candidate for dispersal. It is *Tanquerary Island, Kent* by W. Sidney Cooper (1903), an oil painting of a rural scene depicting a group of cattle. It is valued at £12,000. There are no records to indicate that this was a gift subject to special conditions or a trust.

Officers have no budget for conservation work to the art collection, and many of the pictures are in need of care, a fact that was highlighted during the recent refurbishment of the Guildhall. It is therefore proposed that the proceeds of the sale of this one painting might helpfully be ringfenced to pay for the complete restoration of a picture from c1812 called *The Children of the Thirteenth Marquess* by Thomas Stewardson, which picture hangs at the top of the front stairs in the Guildhall. The last estimate for this work in 2009 indicated a figure of £8,700. Staff have unsuccessfully applied for grant aid to carry out this work. The Council holds two other portraits by this artist (of the parents of the children), also hung on the front stairs. Members are asked to approve the de-accessioning and sale of item A1506 (*Tanquerary Island, Kent*) on this basis.

The valuation report arrived only recently, and officers propose to bring a further report to Cabinet once it has been further considered by officers.

3.2.3 *Civic Silver*: This collection was valued at £1,950,260,. Officers are not proposing any items for dispersal.

- 3.2 The paper to Cabinet in April also identified the need to commission expert analysis of around 2,500 boxes of ceramic building materials housed at the Bar End store. The projected cost was between £45,000 and £57,000, for which there was no funding available. Once the analysis was completed, it would be possible to dispose of any unwanted materials and so reduce the total spatial requirement for a new store, once the depot site is vacated and alternative premises are required for the store.
- 3.3 Fortunately, officers were able to secure of grant of £20,000 from the Museums, Libraries and Archives Council (MLA) this autumn. This has been made in acknowledgement of Winchester City Council's continued in-kind contribution to shared projects with the Hampshire and Solent Alliance (see elsewhere in this report). The grant was ring-fenced through MLA conditions for museums initiatives, and was therefore used to pay for the first stage of this analysis and disposal work which is now under way.
- 3.4 Officers proposed that the proceeds of auctioning the 'durga' from the ethnography collection could pay for another large tranche of the work on the ceramic building materials, and so both reduce the overall project cost at Bar End and speed up the process of moving the museums store. It should be noted that an expert valuation does not guarantee a definitive sale price. There are no records to indicate that it was a gift subject to special conditions or a trust.
- 3.5 Members are therefore asked to authorise the Head of Museums to arrange the de-accessioning and sale of item WINCM:ETHNO 181 from the ethnography collection, with proceeds to be ringfenced for expert analysis of archaeological materials held at Bar End.
- 3.6 Members are furthermore asked to authorise the Head of Museums to agree, from time to time, the giving or long term loan (at no cost) to other Accredited museums of any other part of the ethnography collection which can better be displayed or interpreted by those museums, to the greater public benefit. Any such disposal would be in accordance with the revised Collecting and Collections Management Policy for Winchester Museums, and subject to consultation with the Portfolio Holder and Head of Finance
- 3.7 All disposals will be made in accordance with the Museums Association's *Code of Ethics* and *Ethical Guidelines on Disposal*, and the procedures set out in the Collections Trust's *SPECTRUM* standard. Arts Council advice will be sought to ensure compliance with the guidelines

4 Hampshire and Solent Alliance – Major Grant Bid

- 4.1 The March Cabinet paper outlined the intention of a group of Hampshire Museum Services to bid for what was then termed 'Core Museum Status' by the MLA. This would secure a significant amount of funding, to add value to joint working but also to facilitate delivery of some local service objectives.
- 4.2 Winchester Museums Service has continued to work with Hampshire, Southampton, Portsmouth and the Isle of Wight Museums Services, and also Beaulieu Motor Museum and the Mary Rose Trust, during the course of the year, under the umbrella of the 'Hampshire and Solent Alliance'
- 4.3 Staff across the organisations have come together to work on projects funded from MLA allocations to Hampshire County Council this year through the former 'Renaissance' scheme, and this has established good working relationships in preparation for a large-scale joint bid.
- 4.4 In March, Cabinet authorised the Museums Service to participate in this bidding process, with authority delegated to the then Portfolio Holder for Economic Prosperity through the Portfolio Holder Decision Notice. Since that time, however, portfolios have changed under the new Administration and so too has the 'Core Museum' name, criteria and the name of the organisation administering it.
- 4.5 Members should note, therefore, that a joint bid was submitted by the closing date of 2 November – to a very tight timescale – but to Arts Council England, South East, and for a 'Major Grant'. If successful, this would secure up to £2 million per annum for three years from 2012/13 to be spent on shared projects.
- 4.6 Two big projects which are included in the proposed Alliance programme are:
- a) work on a joint storage solution for reserve collections held by Hampshire, Portsmouth, Southampton and Winchester, for which a first stage options report has already been commissioned as part of this year's MLA-funded work with the other Hampshire museum services; and
 - b) continued exploration and – if desired by Members of the respective councils – creation of a 'fully integrated merger' of Hampshire, Southampton and Winchester Museums Services.

Both of these projects could have implications for the Council, both in financial terms and in relation to replacing the Bar End museum store. A further report will be brought to Cabinet by February 2012 setting out options arising investigations and discussions thus far.

Other, smaller allocations from a Major Grant would, for example, enable Winchester to carry out some gallery refurbishment; to participate in major touring exhibitions; to facilitate staff development and apprenticeship, and to

benefit from marketing campaigns to increase visitor figures throughout the year.

- 4.7 Results of the bid will be known in January 2012, but in the meantime Members are asked to record their recognition of the work of Hampshire County Council's Museums Service in planning, co-ordinating and authoring much of the bid documentation.

5 Fully Integrated Merger

- 5.1 Members also heard in March about an MLA-funded consultancy which examined options for greater joint working between the local authority museums services of Hampshire. This scoping study concluded that there would be clear advantages in moving towards a merger of the services, in terms of customer and collections outcomes. It did not, at that stage, attempt any financial analysis.
- 5.2 Cabinet authorised officers to participate in a second study, also funded by MLA, which investigated in more detail the financial, legal and human resources implications of a merger. It also identified possible governance structures, including in-house (incorporated into one Local Authority), arm's length (but hosted by one Local Authority) or independent (eg a trust).
- 5.3 Over the period of the study, however, there proved to be too many possible variables within Hampshire and Southampton for the consultants to produce accurate business plans. So officers are now developing possible staffing structures and budgets to gain a view of the realistic financial benefits of a merger.
- 5.4 A final piece of specialist legal consultancy work has now been commissioned – again funded by the MLA – which would provide information that was critical to a future Member decision about a merger.
- 5.5 Museums Service staff across the three Councils continue to engage with this investigation and view it with genuine excitement. They have attended workshops with the various consultants to ensure that their ideas and concerns form part of the wider thinking about a merged operation.

OTHER CONSIDERATIONS:

6 SUSTAINABLE COMMUNITY STRATEGY AND CHANGE PLANS (RELEVANCE TO):

- 6.1 The work of the Museums Service has made a major contribution to the reputation of Winchester as a cultural centre over the decades. The archaeology collection in particular is of international significance. As has been routinely mentioned in previous reports, the work of the Winchester Excavations Committee has been regarded as so important that it was named in a feature in *The Times* of 1 January 2000 as one of the top ten archaeological projects of world importance in the 20th century.

- 6.2 The Sustainable Community Strategy's economic prosperity outcome includes the theme of 'exploiting Winchester's cultural strengths, heritage and historic environment...to stimulate a modern and creative approach to business'. The museums and the reserve collections embody the District's special historic qualities, which in turn attract entrepreneurs, visitors and students to Winchester.
- 6.3 Very importantly, all these measures are designed to promote the development of a sustainable, modern and customer-focussed Museums Service for the future, which is wholly in keeping with the corporate outcome of being an Efficient and Effective Council.

7 RESOURCE IMPLICATIONS:

- 7.1 The combination of measures outlined in this report will require significant staff time to implement. However, there are no immediate resource implications arising other than the estimated £20,000 in income from the proposed sale of an item in the ethnographic collection and the estimated £12,000 from the sale of an item in the art collection. Officers would emphasise that the market price may not in fact match the valuation.
- 7.2 As indicated earlier in this report, both sums would be ring-fenced for further, urgently-needed museums work, both on disposals and art conservation, but with the overall benefit of reducing the final project cost for the old Bar End depot site.

8 RISK MANAGEMENT ISSUES

- 8.1 The measures outlined in this report are designed to manage the increasing risk to the Council of the cost of provision of its Museum Service. Winchester is the only district council in Hampshire to maintain its own museum service, and because of the scale of its collections this represents a very significant and potentially increasing overhead.
- 8.2 There is potential for reputational risk to the Council in not demonstrating an active approach to planning and delivering long term solutions for its extensive collections, for which it has moral, ethical and legal responsibilities. This paper is intended to reflect the progress being made in relation to a package of pragmatic and sustainable solutions.

BACKGROUND DOCUMENTS:

Museums, Libraries and Archives Council: [About Accreditation](#)

Major Grants Programme, Arts Council England:
www.artscouncil.org.uk/funding/renaissance/renaissance-major-grants-programme/

Museums Association's Code of Ethics and Ethical Guidelines on Disposal:
www.museumsassociation.org/ethics/code-of-ethics

Collections Trust's Spectrum Standard:
www.collectionslink.org.uk/programmes/spectrum

APPENDICES:

Appendix 1: Collecting and Collections Management Policy

WINCHESTER CITY COUNCIL MUSEUMS

COLLECTING AND COLLECTIONS MANAGEMENT POLICY

2011 REVISION

Introduction

Museums collect things of interest or beauty to ensure they are preserved and can be enjoyed and used by future generations. They have a long-term responsibility to look after what they collect. Public museums especially have to make sure their collections are relevant and accessible to the communities they serve.

It is therefore important that public museums state their collecting policies - what they do and do not collect and what they intend to do with collections - to ensure that the public know what to expect. Such policies also require museums to assess whether they have the resources necessary to care for and use their collections.

Over the past few decades, there has been a considerable change in the attitude of public museums towards collecting particularly, though not exclusively, for those collecting local archaeological material. Both government and professional policy has stressed preservation *in situ* where ever possible.

Winchester Museums (WM) supports this policy, and actively promotes preservation *in situ* for the benefit of future generations, while recognising the need of people today to understand, explore and enjoy their heritage.

WM first published a comprehensive collections policy in preparation for Registration under the Museums and Galleries Commission scheme, achieved in February 1991.

Further reviews were conducted in 1996 and 2002 with a revision in 2005 to enable WM to achieve Accreditation status under the Museums, Libraries and Archives Council's scheme. The present revision is being undertaken in advance of the need to seek re-accreditation in 2011/12.

WM forms part of the Operations Group of Winchester City Council and its policies and priorities are determined by the Winchester District Community Strategy 2010-2020, in particular, by the three overarching outcomes: Active Communities; Prosperous Economy; High Quality Environment. The role WM plays in contributing towards these plans is set out in Section 3 Public Services, below.

The Policy is in three main sections:

1. **Collections**, which describes the material held by Winchester Museums, the criteria governing collecting, retention and disposal, and plans for development;
2. **Collections Management**, which describes documentation standards and plans for improvement, and conservation practices;
3. **Public Services** based on the collections, including public access arrangements and their planned improvement.

SECTION 1: COLLECTIONS

Acquisition and Disposal Policy

1.1 Existing collections, including the subjects or themes for collecting

1.1.1 Winchester City Museum is the oldest in Hampshire, founded privately in 1847 and transferred to the City Corporation in 1851 under the provisions of the newly established Museums Act.

1.1.2 In accordance with the museum philosophy of the age, and their own taste and special interests, successive early curators acquired and disposed of material, moulding the content and extent of the collections in the 19th and early 20th centuries. Material from the whole of Hampshire, and indeed from further afield, was often collected, largely as a result of gifts from wealthy benefactors.

1.1.3 The appointment of a professional curator in 1947 led to the development of a more focussed role as a repository for local history and archaeological material. This coincided with the start of systematic archaeological investigation both in the city and in the surrounding rural area. These two elements form the core of the collections today, the archaeological material being of national, and in some respects international, importance.

1.1.4 Following the establishment of the Hampshire County Museums Service in 1962, material from areas covered by the museums forming the County Service has not been collected. Since local government re-organisation in 1974, collecting has largely been restricted to the area within the boundaries of Winchester District. Photographic archives formerly held by the City Library were transferred to the Museum at that time.

1.1.5 Some of the early material collected by the Museum has been relocated by gift or exchange to more appropriate museums: for example, in 2008, the geology collection was passed to the Hampshire County Museums and Archives Service. Some objects have been retained because their presence in Winchester is published or well documented and are therefore more accessible for use if retained rather than relocated elsewhere. Others are retained because they have been given to the city by local people and are part of Winchester's civic past.

1.1.6 However, consideration will continue to be given to the possibility that items or collections might be better housed by another accredited museum. Such consideration will be based on the ability of the museum to look after the material appropriately and to provide better access or public services than are possible within Winchester Museums.

1.1.7 The collections held can be grouped under the following headings, which are listed in approximate order of importance:

- a) Archaeology

- b) Local history
- c) Photographic material
- d) Topographical art and portraits
- e) Civic items, including the civic silver and weights and measures
- f) Numismatics
- h) Ethnography
- i) Foreign archaeology

1.2 Criteria governing future collecting policy, including the subjects or themes for collecting

The following sections relate mainly to the collections held by Winchester Museums on behalf of Winchester City Council. However, the museum also provides professional advice on collecting to other organisations in the area, and reference is made to this where relevant.

Winchester Museums actively assists other museums and heritage-based organisations in the area. However, it is not the policy of the museum to encourage the creation of new collections by local organisations unless they have adequate resources to guarantee the long-term care of material collected and can offer reasonable public services based on what they collect. Such organisations are advised to work with existing accredited museums rather than seeking to start new collections. This approach has been discussed with, and is consistent with the views of, Hampshire County Museums and Archives Service.

An external review of the collections, with recommendations on further options for dispersal and rationalisation, is proposed as part of a planned joint working with other Hampshire authorities (the partnership plans are outlined in CAB 2129). The review would seek to reduce duplication and emphasise synergies where they exist.

Designated Status will be sought for the collections, the gaining of which would provide access to national challenge funding that could support work on the collections in future.

The specific approach to each area of the collection is described in the following sections but, in general, WM will work closely with partners and seek to identify areas of co-operation regarding collections during the life of this policy.

1.2.1 Archaeology. Though important earlier material is held, the bulk of the archaeological collection derives from excavations beginning in the 1960s. The controlled way in which this work was carried out means that most of the archives – the artefacts and their associated documentation – are “data rich”. Although not the largest urban archaeological collection arising from systematic excavation to modern standards (that is probably London’s), it is the one that provides the most comprehensive overview of the character and development of any European city.

Winchester has been and will remain a crucial reference point for many aspects of urban and cultural studies and so its archaeological archive will have a continuing

importance in the future, even after the primary analysis and publication of excavations is complete.

To build on the strength of this collection, WM will continue to act as a repository for archaeological material of all periods and types excavated by external contractors in order to provide as complete a research resource as possible for the study of the area. It is recognised that some material will require conservation and specialist advice beyond that available on the staff, and will require budgetary provision.

Material from archaeological excavations will normally only be accepted where the total excavation archive, including documentation, is available; where that archive has been ordered to the standard adopted by WM [..\Archaeology archives\archive deposition\deposition guide.doc](#); and where title can be obtained. Winchester Museums reserves the right to require a one-off storage payment in respect of the receipt of such material. Currently (2011) the charge is £25 per box. Winchester Museums reserves the right to refuse acceptance of an archive.

Post-excavation processing of material excavated by the museum's in-house archaeology unit, in the years before PPG 16 and contract archaeology, will continue. Efforts will next be concentrated on examining, recording and disposing of the large volume of ceramic building material. Reference will be made to *The Selection, Retention and Dispersal of Archaeological Collections: Guidelines for use in England, Wales and Northern Ireland* (Society of Museum Archaeologists, 1993, 1st edition) when deciding what it to be archived and what is to be disposed of after processing.

The area of collection will normally be confined to that within the local government boundaries of Winchester District. However, in exceptional cases consideration will be given to acquisition of material from outside the District, and also to the deposition of material from the District with other Registered or Accredited museums, in appropriate cases.

The archaeology collection is curated by the Curator of Archaeology and the Education Officer.

1.2.2 Local History. Local history material has been acquired because of its direct relevance to the history of Winchester and its rural area, from the post-medieval period to the present day. This will continue, though with reference to the limitations on budgets and storage space. Particular strengths of the existing collections are in material manufactured by local firms or craftsmen, material relating to local retailers and industries, and material relating to civic and social history and institutions.

Some material is acquired because it helps to interpret or amplify an area of strength within the collections, for example advertising ephemera used in local shops. Documents related to local history material are collected but, if they are extensive or pose particular problems, discussion with the Hampshire Record Office will be undertaken to determine the best storage arrangements.

Because of the strong interest and expertise of the County Museums Service in agricultural history, WM has concentrated on city and village life, to the exclusion of large-scale agricultural equipment and machinery, industrial archaeological material, and that relating to urban transport. This policy will continue.

In addition to the County, there are a number of organisations which collect or hold local history material from the district. Some, like the Twyford Waterworks Trust, the Watercress Line Railway Museum and the Balfour Museum of Red Cross History, have clear, and limited, collecting objectives. Similarly, English Heritage and the National Trust have collections of material relating to the properties in the area which they own or manage. Some schools, local history societies, and private individuals also collect in this area. WM liaises with these bodies, attempts to define areas of interest and avoid conflict, and provides professional advice on the implications of collecting where appropriate.

The local history collection is curated by the Curator of Recent History.

1.2.3 Photographic Material. WM has the largest collection of historical photographic material of Winchester and district held by any organisation in Hampshire. The collection consists mainly of photographs from 1870 to the present day, but also includes cine film, and video and audio tape.

A major impetus to the development of this collection was the transfer, in 1974, of the photographs held by Winchester Library to Winchester Museums. Subsequently, acquisition has mainly been achieved through donation, with similar objectives to those set out below for topographical art - to illustrate change and development, as well as people and events associated with the area.

Part of the collection - a remarkably complete set of Mayoral portraits from 1848 to the present day – is on permanent display in the Guildhall.

Where donation of important original photographic material cannot be agreed, the WM encourages the deposition of digital images, copy negatives or prints for public reference.

While these will continue to be key objectives, pressure on space and diminishing staff resources dictate that they should be more rigorously applied in the future. When opportunities for acquisition arise, the object's rarity, quality and the contribution it would make to the collection will be taken into account. Specifically, large deposits will only be accepted in their entirety in exceptional circumstances. Ideally these potential donations will be assessed and items of particular importance may be extracted and accessioned if this is appropriate.

The photographs collection is curated by the Curatorial Assistant (Photographs).

1.2.4 Topographical Art and Portraits. This collection forms a comprehensive selection of works that illustrate the character and development of the city and district between the 18th – 20th centuries and, to a lesser extent, the persons associated with that history. Developed by gift and purchase, there are currently

about 1,700 works in the collection. Some are on permanent display at the Guildhall and at Abbey House. A temporary exhibition of selected works is held at least once each year in City Space at the Winchester Discovery Centre.

Criteria for selection, in outline, are that works should provide interesting or previously undocumented information; that the work is by an artist working in or associated with the Winchester area; or that the work shows a person or event associated with Winchester.

While some works within the collection do not meet the above criteria, they will continue to be held for historic or civic reasons, though relocation with an appropriate Registered or Accredited museum will normally be considered.

A full valuation was undertaken in 2011 (CAB 2147 refers) and consideration will be given to the sale of less relevant pieces, chiefly those that do not align with the collecting policy. Funds arising from any such sales will be used in the much-needed conservation of others in the collection.

Winchester Museums is aware that other bodies in the area, including the County Museums Service, the Cathedral, Winchester College and private persons, collect topographical art and portraits, and endeavours wherever possible to liaise with such organisations and individuals.

The collection of topographical art is curated by the Curator of Recent History.

1.2.5 Civic Items. Winchester Museums has a responsibility to curate existing collections and new material occasionally given by civic dignitaries, official visitors to the city, or private individuals. Criteria for collection of new material, whether by gift or purchase, are similar to those for local history. A full valuation was undertaken in 2011 (CAB 2147 refers).

The Curator of Recent History takes the lead in the curation of this material.

1.2.6 Numismatics. The collection comprises a range of pre-Roman, Roman, Saxon, medieval and post-medieval coins from the area; more than 200 medieval jettons comprising French, Anglo-Gallic and German issues; and 17th, 18th and 19th century trade tokens mainly issued by the traders, merchants and corporations of Winchester and Hampshire.

Items from archaeological investigation have given parts of this collection a secure context, which has been carefully supplemented by purchase, following specialist advice.

The collection will be developed as resources and opportunities permit, under the direction of the Head of Museums. Coins from all periods will continue to be collected from excavations in the District, while additional material will be obtained by gift, purchase or loan where it helps to complete the collection, or has particular archaeological significance.

1.2.7 Ethnography and Foreign Archaeology. The small ethnography collection contains material deriving from all the world's inhabited continents. The 283 items, collected in the 19th and early 20th centuries, include arms and armour, costume, jewellery, musical instruments and religious artefacts.

The collection of foreign archaeological material consists of some 500 items brought back by local people following travels abroad in earlier years. Half this number consists of ancient Egyptian antiquities, the remainder including pieces from the Mediterranean world, the Middle East and the Americas.

WM no longer actively collects material in the above categories, but facilitates and encourages users of the collections. There is a presumption towards retaining these collections because of their importance to an understanding of the Museum's development, and because their presence at Winchester is published or well-documented. However, WM will consider proposals for re-location of this material in appropriate cases: consideration will be given to the dispersal or sale of the ethnography collection (CAB 2147 refers) subject to valuation. A full valuation of the ethnography collection was completed in 2011.

This material is curated by the Head of Museums, assisted by the Curator of Recent History and the Education Officer.

1.3 Geographical area to which collecting relates

In geographical terms, the policy of Winchester Museums is to collect from the area of Winchester District as defined by local government boundaries. There may, however, be cases where material from outside the District is directly relevant to existing collections. Examples might be archaeological finds from an area adjacent to the boundary which amplify understanding of a District site, or local history material which relates to local firms or retailers. Proposed acquisitions of this kind would be discussed with any other museum with a collecting policy in the same area.

1.4 Limitations on collecting

The museum recognises its responsibility, in acquiring additions to its collections, to ensure that care of collections, documentation arrangements and use of collections will meet the requirements of the Accreditation Standard. It will take into account limitations on collecting imposed by such factors as inadequate staffing, storage and care of collection arrangements.

1.5 Collecting policies of other museums

The museum will take account of the collecting policies of other museums and other organisations collecting in the same or related areas or subject fields. It will consult with these organisations where conflicts of interest may arise or to define areas of specialism, in order to avoid unnecessary duplication and waste of resources.

Specific reference is made to the following museums:

Hampshire County Museums and Archives Service, Portsmouth City Museums, Southampton Museums Service and, within the District, Bishop's Waltham Museum, The Triforium Gallery of Winchester Cathedral and English Heritage, especially with reference to their properties at Bishop's Waltham and Wolvesey Palace, Winchester.

1.6 Policy review procedure

The Acquisition and Disposal Policy will be published and reviewed from time to time, at least once every five years.

The Arts Council, successor body to the Museums, Libraries and Archives Council, will be notified of any changes to the Acquisition and Disposal Policy, and the implications of any such changes for the future of existing collections.

1.7 Acquisitions not covered by the policy

Acquisitions outside the current stated policy will only be made in very exceptional circumstances, and then only after proper consideration by the governing body of the museum itself, having regard to the interests of other museums.

1.8 Acquisition procedures

a. The museum will exercise due diligence and make every effort not to acquire, whether by purchase, gift, bequest or exchange, any object or specimen unless the governing body or responsible officer is satisfied that the museum can acquire a valid title to the item in question.

b. In particular, the museum will not acquire any object or specimen unless it is satisfied that the object or specimen has not been acquired in, or exported from, its country of origin (or any intermediate country in which it may have been legally owned) in violation of that country's laws. (For the purposes of this paragraph 'country of origin' includes the United Kingdom).

c. In accordance with the provisions of the UNESCO 1970 Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, which the UK ratified with effect from 1st November 2002, and the Dealing in Cultural Objects (Offences) Act 2003, the museum will reject any items that have been illicitly traded. The governing body will be guided by the national guidance on the responsible acquisition of cultural property issued by DCMS in 2005.

d. So far as biological and geological material is concerned, the museum will not acquire by any direct or indirect means any specimen that has been collected, sold or otherwise transferred in contravention of any national or international wildlife protection or natural history conservation law or treaty of the United Kingdom or any other country, except with the express consent of an appropriate outside authority.

e. The museum will not acquire archaeological antiquities (including excavated ceramics) in any case where the governing body or responsible officer has any suspicion that the circumstances of their recovery involved a failure to follow the

appropriate legal procedures, such as reporting finds to the landowner or occupier of the land and to the proper authorities in the case of possible treasure as defined by the Treasure Act 1996 (in England, Northern Ireland and Wales) or reporting finds through the Treasure Trove procedure (in Scotland).

f. Any exceptions to the above clauses 8a, 8b, 8c, or 8e will only be because the museum is either:

acting as an externally approved repository of last resort for material of local (UK) origin; or

acquiring an item of minor importance that lacks secure ownership history but in the best judgement of experts in the field concerned has not been illicitly traded; or

acting with the permission of authorities with the requisite jurisdiction in the country of origin; or

in possession of reliable documentary evidence that the item was exported from its country of origin before 1970.

In these cases the museum will be open and transparent in the way it makes decisions and will act only with the express consent of an appropriate outside authority.

1.9 Spoliation

The museum will use the statement of principles 'Spoliation of Works of Art during the Nazi, Holocaust and World War II period', issued for non-national museums in 1999 by the Museums and Galleries Commission.

1.10 Repatriation and Restitution

The museum's governing body, acting on the advice of the museum's professional staff, if any, may take a decision to return human remains, objects or specimens to a country or people of origin. The museum will take such decisions on a case by case basis, within its legal position and taking into account all ethical implications.

1.11 Management of archives

As the museum holds archives, including photographs and printed ephemera, its governing body will be guided by the Code of Practice on Archives for Museums and Galleries in the United Kingdom (3rd ed., 2002).

1.12 Disposal procedures

a. By definition, the museum has a long-term purpose and should possess (or intend to acquire) permanent collections in relation to its stated objectives. The governing body accepts the principle that, except for sound curatorial reasons, there is a strong presumption against the disposal of any items in the museum's collection.

- b. The museum will establish that it is legally free to dispose of an item. Any decision to dispose of material from the collections will be taken only after due consideration.
- c. When disposal of a museum object is being considered, the museum will establish if it was acquired with the aid of an external funding organisation. In such cases, any conditions attached to the original grant will be followed. This may include repayment of the original grant.
- d. Decisions to dispose of items will not be made with the principal aim of generating funds.
- e. Any monies received by the museum governing body from the disposal of items will be applied for the benefit of the collections. This normally means the purchase of further acquisitions but in exceptional cases improvements relating to the care of collections may be justifiable. Advice on these cases will be sought from ACE.
- f. A decision to dispose of a specimen or object, whether by gift, exchange, sale or destruction (in the case of an item too badly damaged or deteriorated to be of any use for the purposes of the collections), will be the responsibility of the governing body of the museum acting on the advice of professional curatorial staff, if any, and not of the curator of the collection acting alone.
- g. Once a decision to dispose of material in the collection has been taken, priority will be given to retaining it within the public domain, unless it is to be destroyed. It will therefore be offered in the first instance, by gift, exchange or sale, directly to other Accredited Museums likely to be interested in its acquisition.
- h. If the material is not acquired by any Accredited Museums to which it was offered directly, then the museum community at large will be advised of the intention to dispose of the material, normally through an announcement in the Museums Association's Museums Journal, and in other professional journals where appropriate.
- i. The announcement will indicate the number and nature of specimens or objects involved, and the basis on which the material will be transferred to another institution. Preference will be given to expressions of interest from other Accredited Museums. A period of at least two months will be allowed for an interest in acquiring the material to be expressed. At the end of this period, if no expressions of interest have been received, the museum may consider disposing of the material to other interested individuals and organisations.
- j. Full records will be kept of all decisions on disposals and the items involved and proper arrangements made for the preservation and/or transfer, as appropriate, of the documentation relating to the items concerned, including photographic records where practicable in accordance with SPECTRUM Procedure on de-accession and disposal.

SECTION 2: COLLECTIONS MANAGEMENT

2.1 Documentation and Plans for Enhancement

2.1.1 In the development of its documentation system, WM will work to conform to SPECTRUM, the UK documentation standard, and will aspire to achieve compliance with all twenty procedures.

2.1.2 WM maintains control of all items entering its buildings, whether potential acquisitions, loans, enquiries or other deposits.

2.1.3 Acquisitions are governed by collecting policy. Each accession is marked with a unique number. In the case of excavated archaeological material, an accession number is given to the whole site archive and the internal excavation recording system is retained for reference to individual artefacts or groups of material.

2.1.4 An accessions register is maintained. A security copy of the accessions register is held in a different building to that in which the register is kept. Regular backups are made of all computer documentation.

2.1.5 WM began to catalogue its collections using MODES (Museum Object Data Entry System) in 1988. Archaeology, local history, pictures, photographs, numismatics and ethnography are catalogued using the latest version of the software, Modes XML, acquired in 2008.

2.1.6 The library is catalogued on XML and an inventory of those parts of the archaeology paper archive, which had hitherto been unrecorded, has also been catalogued on XML.

2.1.7 The collections deriving from archaeological excavations since 1960 have their own, internally coherent, documentation systems that conform to standards adopted by WM in 1989. The small finds records of some of the larger city sites are now available through XML and, from 1 January 2000, all new sites are given service-wide accession numbers and recorded on XML.

2.1.8 A system for controlling the movement and location of collections was implemented in 1998 and audit procedures – physically verifying and recording items in their locations – in 2002.

2.1.9 A record is made documenting and managing the loan of objects to other institutions for a specific period of time and for a specific purpose, normally display, but including research, photography and education.

2.2 Conservation

2.2.1 Active and preventative conservation strategies are employed to safeguard collections. The principal aim of WM in this area is to provide and maintain storage conditions which will mitigate decay and reduce damage. All material is housed in appropriate conditions, and no "temporary storage", even for recently-excavated archaeological material, is used. Environmental conditions in all main stores are regularly monitored.

2.2.2 Winchester Museums has no technical or conservation staff, but relies on curatorial personnel with training appropriate to the collections they manage to recognise any particular or emergency conservation needs. In addition, an annual collections audit by a conservator is commissioned to undertake more detailed inspection and to advise on necessary action.

2.2.3 An annual budget is available for the conservation of specific material through approved agencies. Qualified individual conservators are also sometimes employed, and the assistance of Hampshire County Museums and Archives Service is obtained where appropriate.

SECTION 3: PUBLIC SERVICES

The services provided by WM have been developed within the framework of the Winchester District Community Strategy.

The three over-arching outcomes identified are:

- Active communities
- A prosperous economy
- A high quality environment

3.1 Interpretation

3.1.1 Museum collections have little value without the research and interpretation which make them meaningful to people. WM encourages its own staff to develop expertise in areas related to the collections, and promotes their wider study and use, to benefit and inspire interpretation. Such work is essential to other activities like publication and education, which are described below. This section summarises interpretive displays and exhibitions.

3.1.2 The main venues are the City Museum, the Westgate and City Space at the Winchester Discovery Centre, though temporary premises and site displays are also used from time to time.

3.1.3 The City Museum, purpose built on three floors in 1903, is located in the city centre, on the main pedestrian route from the High Street to the Cathedral. By the early 1980s, it had become clear that the building was not large enough to display more than a small proportion of the collections. Several attempts to provide enlarged exhibition facilities on a new site failed for financial reasons.

3.1.4 In the early 1990s, the decision was made to completely refurbish the City Museum to make best use of the available space. The objective was to tell the story of Winchester from the Iron Age to the present day, based on selected material from the archaeological and local history collections.

3.1.5 The project, completed in 2000, included major improvements in the provision of interactive displays, access arrangements and staff facilities.

3.1.6 The chief importance of the Westgate is as an historic building, and interpretation here is centred on the structure itself and on the history and uses of the building. Conservation of 16th -18th century graffiti has been undertaken and a re-display and enhancement of staff facilities was completed in 2004.

3.1.7 At City Space, opened in 2007, WM provides space and expertise to create a lively programme of exhibitions drawn from its own collections and, more frequently, from the work of local artists.

3.1.8 In addition to the above, WM is responsible for those paintings, *objets d'art* and civic items displayed at the Guildhall and at Abbey House, the Mayor's official residence.

3.2 Archaeology

3.2.1 On archaeological matters, WM has one main objective, which is to ensure that archaeological results are communicated to the public and that they have the opportunity to participate in the process.

3.2.2 WM provides 'community heritage' opportunities, for example through volunteering, work experience placements and locally-based projects. Volunteers assist curators 'behind the scenes' or undertake 'front of house' activities alongside staff in the City Museum and Westgate.

3.2.3 Research is undertaken by WM staff, who also facilitate students and other researchers in work on excavated archaeological material in the collections.

3.3 Publication

3.3.1 Winchester Museums aims to provide information on its collections, and the archaeology and history of the area, both to the general public and to the specialist. There is a commitment to research of the highest standard and three volumes presenting the results of excavations in the city and suburbs between 1972 and 2004 have recently been published.

3.3.2 WM supports the work of the Winchester Excavations Committee, which is engaged in the publication of results of large-scale excavations in the city between 1960 and 1971 and associated research. Six volumes in the Winchester Studies series have thus far been published.

3.3.3 Gallery guides to the City Museum and Westgate and a series of leaflets on particular historical periods or topics have been published.

3.3.4 A range of prints, postcards and replicas, based on the collections, is produced and sold at WM's premises.

3.4 Education

3.4.1 Education is at the core of all Winchester Museums' services – all of its activities have a part to play in life-long education. To reflect this importance, an Education Policy has recently been prepared, which sets out the following objectives:

- WM will aim to stimulate and support learning through all its activities
- WM will create the widest possible access to learning opportunities
- WM will reach out to new audiences
- WM will encourage all involved with the service to commit themselves to the development of their own knowledge and skills
- WM will evaluate its activities in order to improve and extend learning

3.4.2 These principles apply to all of this section, but the following paragraphs describe some of the specific education services provided.

3.4.3 Teachers' information packs are produced to inform schools of the services provided and to assist teachers in the planning and preparation of visits. Artefact handling sessions are provided and brass rubbing sessions at the Westgate. Art workshops for schools are held in City Space.

3.4.4 An educational loan service is provided, allowing schools, colleges and adult education groups the opportunity to handle packs of artefacts in the classroom. Hands-on activities and opportunities for discovery learning are provided for both temporary and permanent exhibitions, and quizzes and trails are available at the City Museum and the Westgate.

3.4.5 Winchester Museums takes further education student placements from various colleges and universities each year.

3.4.6 A planned programme of special events, tours and open days is organised to facilitate access for a variety of audiences. WM also works closely with a range of local groups, assisting them by providing meeting rooms, and with the planning of their own programmes of events.

3.5 Research and General Enquiries

3.5.1 Apart from the in-house research and educational projects mentioned above, WM provides access to its collections to any genuine researcher. A range of facilities is offered including staff assistance, appropriate working space, use of the reference library, and access to a computer terminal.

3.5.2 Staff provide a general information service related to enquiries concerning its collections, and the archaeology and local history of the area.

WM is a principal partner in the national Portable Antiquities Scheme, run by the British Museum, and hosts the Hampshire Finds Liaison Officer (FLO) under the terms of a four-year contract, 2011-2015. Part of the FLO's job is to provide a point of contact for finders of antiquities; someone who can record finds and provides further information on them where possible.

3.6 Public Access

Current opening times at WM venues are as follows:

City Museum

April – October

Monday – Saturday 10.00 – 17.00

Sunday 12.00 – 17.00

November – March

Tuesday – Saturday 10.00 – 16.00

Sunday 12.00 – 16.00

Westgate

Every weekend between February half term and October half term

Feb-March Sat 10am-4pm; Sun noon-4pm

April-Oct Sat 10am-5pm; Sun noon-5pm

City Space

All year

Monday-Friday 10.00 – 18.00

Saturday 10.00 – 17.00

Sunday 11.00 – 16.00

Bank Holidays closed

3.7 General

3.7.1 Entrance to all WM premises is free. Charging for specific services is reviewed annually, with the objective of balancing accessibility with the need to generate resources to enhance future provision.

3.7.2 Access for visitors with disabilities affecting mobility is available at the City Museum and City Space. The nature of the Westgate provides several access difficulties, though access audits have been conducted there and at the City Museum with the aim of improving access as far as possible.

3.7.3 The City Museum and Westgate have city centre locations, are relatively small and housed in historic buildings. No parking facilities are offered though there is parking for disabled visitors nearby. There is a toilet for disabled visitors at the City Museum. The new Discovery Centre, in which City Space is located, benefits from excellent on-site facilities including a café.

3.7.4 WM commissions and undertakes its own surveys and makes use of Winchester City Council's Citizen's Panel, to assess and develop the services it provides.

An audience development plan was launched in 2010 with the aim of developing an attendance profile that better matches the population profile in Winchester Museums' catchment area. The plan targets non-traditional museum audiences: the hard-pressed, rural residents and young people.