

**CABINET - 12 JUNE 2018****ARCHIVES, HERITAGE AND LEARNING COLLECTIONS HUB****REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES,
DIRECTOR OF CORPORATE RESOURCES AND CHIEF EXECUTIVE****PART A****Purpose of the Report**

- 1 The purpose of this report is to present to the Cabinet the full business case for the delivery of a new Archives, Heritage and Learning Collections Hub (Collections Hub) that would bring together the archive, museums and creative learning service collections into a single publically accessible site.
- 2 The recommended way forward is to develop a new Collections Hub at County Hall, Glenfield and relocate all the elements of the Service from the existing locations across the County.

Recommendations

- 3 It is recommended that:
 - a) The full business case for the Archives, Heritage and Learning Collections Hub be noted;
 - b) Option 2 - the creation of an Archive, Heritage and Collections Hub on the County Hall campus - be approved;
 - c) The Directors of Adults and Communities and Corporate Resources be authorised to undertake further work in order to develop the two potential schemes for Option 2 (a new build, and the refurbishment of an existing building) including:
 - i) exploring the development of a package of external funding and
 - ii) engagement with key stakeholders to begin initial planning for the preferred scheme;
 - d) A further report be submitted to the Cabinet regarding the outcome of work at c) above and recommending the most appropriate scheme.

Reason for Recommendation

- 4 The preferred option (Option 2) fulfils the brief by providing a central single site location for the proposed Collections Hub, delivering a modern public service facility that would bring together the benefits of improved access to collections, increased storage space for the Record Office of Leicestershire, Leicester and Rutland (ROLLR) and the delivery of cashable savings of £350,000.
- 5 Option 2 offers two potential schemes, both fulfilling the brief and based on the County Hall campus. A final decision on the preferred scheme would be taken at a later date once investigations into potential external funding have been carried out. Commencing discussion with stakeholders, in the meantime, will facilitate dialogue with potential funders.

Timetable for Decisions (including Scrutiny)

- 6 Subject to the Cabinet's agreement, engagement with stakeholders will commence and a project development board will be established, including partner representation from Leicester City and Rutland Councils, with a view to the Cabinet receiving progress reports as appropriate.
- 7 On 6 March 2018, the Adults and Communities Overview and Scrutiny Committee considered the draft full business case and supported the proposals for a new Collections Hub.

Policy Framework and Previous Decisions

- 8 On 18 July 2016, the Cabinet approved the Communities and Wellbeing Strategy 2016–2020, "Providing Less: Supporting More". This outlined the strategic direction of the Service and authorised the Director of Adults and Communities to action and develop an implementation plan subject to further reports being made to the Cabinet as appropriate.
- 9 On 22 February 2017, the Council approved a Medium Term Financial Strategy (MTFS) saving of £1.2m for the Communities and Wellbeing Service to be delivered by 2020/21.
- 10 On 15 September 2017, the Cabinet approved the development of a full business case for a Collections Hub.

Resource Implications

- 11 The Communities and Wellbeing Service's net budget for 2018/19 is £5.3m. In line with the Council's MTFS, this will reduce to approximately £4.3m per annum from 2020/21. Given the scale of these savings, service delivery needs to change significantly and the Communities and Wellbeing Strategy provides the basis upon which these savings will be delivered.
- 12 The Collections Hub is included as a future development within the capital programme as part of the 2018/19 MTFS and funding will be considered against available resources once the business case has been finalised.

- 13 The service to date has delivered £700,000 savings towards the original £1.9m target through a range of measures, including staffing efficiencies and service reductions.
- 14 Indicative capital costs are included in the full business case, which is attached as Appendix A to this report, and summarised below in paragraph 33. These are subject to change once detailed design work and the procurement exercise has been completed. Additional costs associated with providing vacant possession of either site are currently excluded from these figures but will be quantified as part of the detailed design work.
- 15 The indicative preferred option would require a capital investment of between £17m to £35m.
- 16 Given the scale of the capital investment of the preferred option, it is proposed that work is undertaken to develop an external funding package, which will inform which of the two potential schemes for the preferred option is viable.
- 17 The City Mayor has indicated interest in the Record Office development, in principle, and the City Council would be prepared to make a capital contribution towards the costs of the development, but it would need to be linked to financial savings for the City with regard to its revenue contribution towards the Record Office running costs.
- 18 The Director of Law and Governance has been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

A copy of this report has been circulated Mrs L. Broadley CC.

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PART B**Background**

- 19 The Communities and Wellbeing Service (the Service) is part of the Adults and Communities Department and comprises a range of cultural, educational and support services including libraries, museums, and the ROLLR.
- 20 These services are delivered across a range of venues including 16 market town and shopping centre libraries, the ROLLR, museums in Charnwood (Loughborough), Melton Mowbray and Market Harborough, Bosworth Battlefield, the 1620s House and Garden at Donington le Heath and the Century Theatre in Coalville.

Communities and Wellbeing Strategy

- 21 The Communities and Wellbeing Strategy (2016) outlines the strategic direction of the Service, which has three main strands:
- *Enabling and Supporting Communities* – We will have a focus on supporting communities to design and deliver their own creative and learning activities. We will do this by building on the work to support communities to manage their local libraries and independent museums, seeking to work in partnership to provide appropriate venues, locations and opportunities for communities to come together, share experience and access cultural resources. In this way we will promote the creation of resilient and self-sufficient communities, through creative cultural and heritage activity.
 - *Access to Services* – We will continue to support the provision of a range of services and expertise, with a focus on the promotion and sharing of reading and literacy, access to collections and archives, learning programmes, access to IT and information services. By doing this people will be able to access resources to improve the quality of their lives, stimulate creative thought and make connections with each other and their local community.
 - *Targeted Services* - We will continue to work with our partners to develop a programme of services and opportunities for specific groups and communities who may be at risk and need higher levels of support both now and in the future. This will focus on supporting individuals and communities to improve their health and wellbeing, achieve their aspirations and become more resilient and in this way prevent and reduce the need to access other key services in the future.
- 22 The work completed to deliver the Communities and Wellbeing Strategy over the past 12 months has been based around the elements of the vision contained in the Strategy. These being:
- A network of County Council funded venues that incorporate innovative use of technology that can reduce staff cost and increase public access to some venues, principally libraries;
 - The continuation of statutory and non-statutory elements of the Service;
 - A Collections Hub to provide a single publicly accessible base for archival, educational and museum resources;
 - A re-modelled and flexible workforce that continues to support a network of community managed and independent libraries and museums.

- 23 The Service has taken a holistic approach to the implementation of the Strategy, co-ordinating major project activity, for example SMART libraries, alongside 'business as usual' changes in order to develop proposals for further savings. This approach helps the Service to consider all developments in terms of their impact across the service area and identify dependencies at an early stage.

Proposed Collections Hub

- 24 The proposal for a Collections Hub will deliver a £350,000 saving, towards the full £1.2m requirement for Communities and Wellbeing. The balance of savings is being addressed by the measures detailed in the report to the Cabinet in September 2017:
- The introduction of SMART libraries which will realise approximately £230,000 per annum saving whilst creating an opportunity to increase hours of access;
 - The remodelling or decommissioning of some services;
 - A subsequent restructure of the service.
- 25 The Service currently houses collections at the Record Office, Wigston and sites in Lutterworth, Barrow, Coalville and Glenfield. These facilities include both County Council owned sites and leased accommodation. These buildings have been used for a number of years and are in varying states of repair. The disposal of these assets will generate both a modest capital receipt and secure additional premises-related cost savings in addition to the staffing savings proposed.
- 26 A Collections Hub would enable public access to a range of cultural resources, in particular archival and museum collections, through a single centralised facility which provides secure and environmentally sound storage.
- 27 The Collections Hub would address the statutory requirements of the County Council and its partners (Leicester City and Rutland Councils). This requires the Authorities to provide an archive and record keeping service and will provide additional storage space of sufficient capacity for the Record Office to meet the requirements of The National Archive which is of an appropriate quality to meet the required professional standards for long term preservation of items.
- 28 It would provide the opportunity to create a modern facility for the region, designed to ensure that access to the cultural assets held by the Council on behalf of local people is maintained and enhanced for current and future generations.
- 30 It is also proposed to provide storage provision for the Registration Service which is currently within the Pen Lloyd building at County Hall. Whilst security improvements have been made, this still falls short of the specification required by the General Register Office. A Collections Hub provision, based at County Hall, could improve the security and storage of records in line with that specification.

Proposals/Options

- 31 The scope of the business case was informed by the completion of a high level options appraisal, which is attached as Appendix B to this report. The appraisal considered a broad range of possible options which were assessed against the following two measures - delivery against the key objectives and risk.

32 The options were ranked and the three with the lowest combined ranking, with the addition of a baseline 'do nothing' option and a 'do minimum' option, were considered in detail within the business case process. The options which have been included in the full business case stage are outlined below.

33 In summary the current options are:

- a) **Baseline – Do nothing** - This option would not enable the service to progress a revised delivery model, so it would need to identify other actions to deliver the £350,000 annual revenue savings requirement.

It does not address the requirement for the Record Office to secure appropriate expansion space, or the secure storage requirement for the Museum Service and Registration Service.

This option has no new capital requirement.

- b) **Option 1 – Expansion of the current Record Office site in Wigston** - This represents the minimum work needed. It would not enable the Service to progress a revised delivery model, so again it would need to identify other actions to deliver the £350,000 annual revenue savings requirement.

This would address the future storage requirement for the Record Office for the next 20 years but would not address the secure storage requirements of the Museum Service and Registration Service.

This option has an estimated capital cost of £5m. This does not include work that may be required to address existing issues with floor loadings. The full business case will reflect any additional capital costs.

- c) **Option 2 – Creation of a Collections Hub on the County Hall campus** - This is currently identified as the preferred option within the business case. It would deliver the £350,000 savings requirement, principally through a restructuring of the staffing resource. It would improve customer access to archives, museum collections and educational resources through the provision of a single building, in a central location. It would provide additional storage space for archive collections; improving the quality of storage provision for the range of collections and for the Registration Service records as required by the General Register Office.

There are two potential schemes which deliver Option 2. These are detailed in the full business case and summarised below:

- i) **Scheme 2a – Refurbishment of the Eastern Annex** - This option would deliver all of the benefits outlined above and has an estimated capital cost of £17m.
- ii) **Scheme 2b – A new build** – This development would deliver all of the benefits outlined above, but offers the opportunity to create a bespoke building that would represent a strong statement of archival and collections provision. A new build would enable the requirements of the archive and museums collections to be met from the first principles of design and so

better meet the need of its customers and partners. It would explore fully opportunities to exploit digital technologies in presenting its resources in a creative and innovative way. In addition, the development would also address wider corporate requirements for improved community and staff health and wellbeing by improving sports facilities as part of the development.

This option would deliver all of the benefits outlined above and has an estimated capital cost of £35m.

- 34 Appendix C provides images and plan layouts for options 2a and 2b.
- 35 Option 2 fulfils the brief by providing a central single site location and will deliver a modern public service facility that would bring together a range of benefits. These being improved access to a range of collections; improved storage space and environmental conditions, and the delivery of cashable savings.
- 36 Option 2 presents the opportunity of two different schemes which meet the required brief. Both schemes require a significant capital investment and it is recommended that should Option 2 be approved, work on a package of external funding be pursued. The Cabinet will be updated following this work and determine, given the level of external funding available, which of the two schemes is most deliverable.

Consultation

- 37 Leicester City and Rutland Councils have been consulted during the development of the options appraisal and business case on the shared need to resolve the future storage requirements for the Record Office. Both partners have been invited to sit on the project development board.
- 38 Engagement with wider stakeholders and users will commence once the Cabinet has reached a decision on the preferred option. This will focus on the service delivery model for the approved option.

Conclusions

- 39 On the basis of the options appraisal and the full business case, the Cabinet is asked to approve Option 2, the development of a Collections Hub on the County Hall site and request a future report to advise on the most appropriate scheme in order to create the Collections Hub.

Equality and Human Rights Implications

- 40 Equality and Human Rights Impact Assessment (EHRIA) screenings have been undertaken on ROLLR, museums and creative learning services collections and these have determined that a full EHRIA is not required for this project, at this stage. This is because it is proposed to improve facilities and access to ROLLR and museums collections. Any issues that may affect an EHRIA will be kept under review at each stage of the process.

Environmental Implications

- 41 Either of the preferred options will be designed to fulfil the requirements of the Council's Corporate Energy and Water Strategy 2017-2021. This includes the requirement to design efficient buildings, generate renewable energy and manage properties effectively in order to reduce energy consumption. This in turn saves carbon and reduces premises related running costs.
- 42 For the 'new build' elements of each option, the structure will be designed to support the additional load associated with a solar photovoltaic system. Such a system would be designed to meet the electrical base load of the building, thereby contributing to the reduction of day-to-day running costs.

Partnership Working and Associated Issues

- 43 An established partnership between the County Council, Leicester City Council and Rutland Council sees the County Council deliver the existing Record Office on behalf of the three organisations. The existing partnership agreements need revising, particularly, in light of the proposal. This will need to be undertaken as part of work to progress any agreed option.

Risk Assessment

- 44 High level risks are included in the full business case which is attached as Appendix A.

Background Papers

- Report to the Cabinet: 18 July 2016, Communities and Wellbeing Strategy 2016-2020 <http://bit.ly/2sMPrrO>
- Report to the Cabinet: 15 September 2017 – Progress with the Implementation of the Communities and Wellbeing Strategy 2016-2020 <http://bit.ly/2GC2yxR>
- Report to the Adults and Communities Overview and Scrutiny Committee: 6 March 2018 – Archives, Museums and Heritage Collections Hub <http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=5355&Ver=4>

Appendices

- Appendix A – Full Business Case
 Appendix B – Collections Hub Non-Financial Option Appraisal
 Appendix C – Plans and artists impression pack