

CHESHIRE EAST COUNCIL CHESHIRE WEST & CHESTER COUNCIL

SHARED SERVICES JOINT COMMITTEE

Date of Meeting: 22 September 2017

Report of: Paul Newman – Archives and Local Studies Manager

Subject/Title: Archives Update

Report Summary

- 1.1 The purpose of this report is to provide a progress update in relation to the Archives Project.
- 1.2 This report provides the information that the shared service is required to provide to the Shared Services Joint Committee and/or Joint Officer Board under the Shared Services Agreement.

2.0 Decisions Requested

Members are asked to:

- 2.1 Note the contents of the report

3.0 Update on the Archives: Timeline for Proposal

3.1 Introduction

The requirement to relocate the Archives and Local Studies Service has been recognised by both authorities and a new future service delivery model agreed. This model sees two new history centres being established in Chester and Crewe, alongside improved service delivery in libraries, extended online services and a more extensive activity and event programme. This paper sets out the current position and envisaged timeline for this project.

3.2 Current position

Reports were taken to Cheshire East Council's Cabinet on 12 September and Cheshire West and Chester Council's Cabinet on 13 September (Appendices B and C), to allocate specific sites to the project as the location of the planned history centres in Crewe and Chester. Both Councils have now approved the allocation of the 'old Library' site in Crewe town centre and the site of the former Enterprise Centre in Hoole, Chester.

Both Cabinets were also asked to approve terms of reference for the project (Appendix A), which have been developed, in consultation with Legal teams in both Councils, in order to establish a Project Board and a Portfolio Board and to establish a decision framework for the project in the context of the existing

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Shared Service Administrative Arrangements. The project terms of reference will be reviewed following the first stage of the project.

The papers also set out the vision for the service, as approved by Shared Services Joint Committee in 2016, as well as a vision for the new history centres.

Both Councils have also approved the submission of a Round One external funding bid to the Heritage Lottery Fund in support of the proposal, as well as permission to receive and spend the grant if successful. Both have also approved the allocation of capital funding as match funding for the grant up to the end of financial year 2019/20. This is for the 'development phase' of the project, during which a full business case for the funding required to fully deliver the project will be developed to match the Round Two bid to Heritage Lottery Fund in Summer 2020.

3.3 Development of external funding bid

In order to progress this project the service will need to secure funding from the Heritage Lottery Fund. A project manager has been allocated to the project and the service is currently in the process of recruiting external specialist support to progress the external funding bid. These commissions will be to

- a. Undertake the design work around the preferred sites
- b. Engage new audiences to understand their needs and develop an outline activity programme
- c. Develop exhibition and interpretation proposals to help to bring the collections to life and tell the story of the county
- d. Write an outline business plan to demonstrate the sustainability of the service delivery model
- e. Support the writing of the funding bid itself

4.0 Timetable

- 4.1** A project plan has been developed and an indicative summary timetable is as follows:

Activity planning (procurement to completion)	July-Dec 2017
Exhibition and installations	Aug-Dec 2017
Funding bid development	Aug 2017-Feb 2018
Sites confirmed and allocated	Sep 2017
Building design work	Oct 2017-Jan 2018
Business planning	Oct-Dec 2017
Memorandum of Understanding for project agreed	Nov 2017
Cost plans developed	Nov 2017-Jan 2018
Development phase briefs and job descriptions	Sep 2017-Jan 2018
Round One funding bid submitted	Mar 2018
HLF Decision	June 2018
Development phase	Autumn 2018 – Summer 2020

Round Two HLF submission	Summer 2020
HLF Decision	Autumn 2020
Delivery phase	Winter 2020 – Summer 2022

5.0 Wards Affected

5.1 This report relates to Shared Services that operate across both Cheshire East and Cheshire West and Chester so all wards are affected in both Councils.

6.0 Local Ward Members

6.1 Not applicable.

7.0 Policy Implications

7.1 None.

8.0 Other Options

8.1 None.

9.0 Access to Information

The background papers relating to this report can be inspected by contacting the report writer:

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Background Documents:

Documents are available for inspection at:

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APPENDIX A

Archives Project - Terms of Reference

This document outlines project organisation and operation.

The Archives and Local Studies Services is a joint service provided by Cheshire West and Chester Council, (as the Discharging Council), on behalf of Cheshire East Council, (as the Arranging Council), in accordance with an Administrative Agreement made between the two Councils on 1st April 2016.

The Archives project is jointly run between Cheshire West and Chester (CWaC) and Cheshire East Council (CEC) by a Project Board.

The Project Board will operate to the following principles:

1. This project will be run as a single project
2. There will be a single Senior Responsible Owner (SRO) across the project
3. Project resources will be shared between both authorities and there will be no 'lead' authority
4. The project will be documented using Cheshire East Council's standard project documentation
5. The existing Administrative Agreement for the Archives Service will continue to be used as a basis for future arrangements for the service as it outlines how the services recharges costs to CEC and CWaC and legal agreements currently in place. This will also form the basis of the principles for this project.
6. As host authority, Cheshire West and Chester will submit the external funding bids and act as the accountable body for the project in that regard.
7. There will be a Memorandum of Understanding (MoU) to cover elements not covered in the Terms of Reference (ToR).

Project Board

The Project Board consists of the SRO, the Senior User, the Senior Supplier and Project Manager. Only one person can be the SRO while both the Senior User and Senior Supplier's roles may be assigned to one or more persons.

The SRO owns the business case and is responsible for ensuring that the project delivers the benefits set out in the business case. The SRO is therefore the accountable decision maker subject to these terms of reference and the Project Board:

The Project Board has the following duties:

- To be accountable for the success or failure of the project
- To provide direction to the project and Project Manager
- To provide the resources and authorise funds for the project within the financial constraints as outlined within the project budget
- To ensure effective communication within the project team and with external stakeholders
- To endorse the actions of the SRO

Our project board will consist of the following:

Named person	Role	Responsibility
Brendan Flanagan	SRO	Single point of accountability for

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		<p>the project.</p> <p>The SRO is responsible for developing the Business Case and ensuring value for money during the project</p>
Helen Paton	Senior User (Cheshire East Council)	<ul style="list-style-type: none"> • To specify the needs (requirements) of the Users that will use the project products • To liaise between the Project Board and the Users • To make sure the solution will meet the needs of the Users. • Represent CEC interests • Stakeholder management for CEC
Paul Newman	Senior User (Archives Shared Service)	<ul style="list-style-type: none"> • To specify the needs (requirements) of the Users that will use the project products • To liaise between the Project Board and the Users • To make sure the solution will meet the needs of the Users. • Represent Archives Shared Service interests • Stakeholder management for Archives Shared service. • Staff engagement
Katherine West	Senior User (Cheshire West and Chester Council)	<ul style="list-style-type: none"> • To specify the needs (requirements) of the Users that will use the project products • To liaise between the Project Board and the Users • To make sure the solution will meet the needs of the Users. • Represent CWaC interests • Stakeholder management for CWaC
Sahar Kojidi	Project Manager	Project management
Magnus Theobald	Project Manager (Capital works)	Project management (all capital works)
Karen Williams	Project Support	Project administration

Note - every effort will be taken to ensure that the Project Board Named Persons will remain consistent for the duration of the project but may be changed.

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Project Board meeting arrangements:

- The Project Board will meet, normally monthly, and will discuss project progress, resolve/escalate risks and issues.
- The SRO and at least one Senior User must attend for the meeting to go ahead.
- Each quarter the Project Board meetings will be extended to wider services i.e. Communications; Legal; Procurement; Property and ICT as required.
- Agendas will be agreed by the SRO and will be released either by Project Manager or Project Support 5 days in advance of the meeting.

Portfolio Board

One Portfolio holder from each Council will be nominated by each Council. This group consists of project board members plus the portfolio holders. Currently those Portfolio Holders are:

- Cllr David Brown
- Cllr Louise Gittins

The role of this group is as follows:

- Work within framework set out by Joint Committee
- Discuss risks and issues which require strategic decisions
- To provide updates to Joint Committee
- Portfolio holders to keep respective administrations aware of progress and key decisions to ensure these are progressed in a timely manner and the risk of delays to the project are avoided
- Involvement of cross party liaison as required for major decisions

Portfolio board meeting arrangements:

- To meet monthly or at least once before each Joint Committee
- Discuss and escalate strategic issues and risks
- The Portfolio board will only be cancelled in the event that both portfolio holders and the SRO cannot attend
- Agendas will be agreed by the SRO and will be released either by Project Manager or Project Support 5 days in advance of the meeting.

Joint Committee

This group agrees the strategy for the Shared Service in accordance with the existing Administrative Agreement and currently consists of:

- Councillor Paul Bates (CEC)
- Councillor Peter Groves (CEC)
- Councillor Paul Findlow (CEC)
- Councillor Louise Gittins (CWaC)
- Councillor David Armstrong (CWaC)
- Councillor Paul Donovan (CWaC)

This group will:

- Have oversight of strategic direction for the project
- Set tolerances for project – cost, quality and time
- Monitor the progress of the project
- Make any changes to these Terms of Reference which are not major in nature

Joint Officer Board

All reports to Joint Committee must first be presented to this group for review and will support the project in accordance with the Joint Officer Board's Terms of Reference. The Joint Officer Board also delegates the day to day responsibility for the Project to the Project Board.

APPENDIX B

Cheshire East Council

Cabinet

Date of Meeting:	12th September 2017
Report of:	Executive Director Place
Subject/Title:	Future Accommodation for Cheshire Archives
Portfolio Holder:	Councillor David Brown

1. Report Summary

1.1 Cheshire Archives and Local Studies (CALS) is a shared service of Cheshire East Council and Cheshire West and Chester. The requirement to relocate the Archives and Local Studies Service has been recognised by both authorities and a new future service delivery model agreed (Shared Service Joint Committee September 2016). The model sees two new history centres being established in Chester and Crewe. This will deliver improved access to and conservation of, unique and irreplaceable collections, improved service delivery, extended online services and a more extensive activity and event programme. This paper sets out the current position, the scope and timeline for this project and seeks approvals that will enable the project to progress. There is a parallel process taking place in Cheshire West and Chester (CWaC).

2. Recommendation

It is recommended that Cabinet:

- 1 Approve the proposed vision for a new History Centre in Crewe.
- 2 Approve applications for funding to support the project including the application to Heritage Lottery Fund for Cheshire Archives and Local Studies.
- 3 Approve the proposed Terms of Reference for governance of the project.
- 4 Approve Shared Services Joint Committee making all necessary decisions to deliver the project within agreed budgets.
- 5 Agree that the 'Old Library' site in Crewe is selected for a new History Centre.
- 6 Note the proposed timescale for the project.
- 7 Note the capital costs required to deliver this project including costs of demolition.

- 8 The above recommendations are made subject to Cheshire West and Chester Council's Cabinet on 13th September 2017 approving the proposed Terms of Reference for the governance of the project.

3 Other Options Considered

- 3.1 Doing nothing has been discounted by both Councils as it would lead to losing the accredited status of the service; resulting in financial penalties, reputational issues for both Councils and non-delivery of statutory functions.
- 3.2 Following an extensive site selection process in Cheshire East and West a number of potential sites were short-listed for consideration in Crewe and Chester. These have been further addressed, following independent feasibility work and site selection exercises.
- 3.3 Governance models have been discussed with Legal and Finance in both Councils. The proposed model has been agreed by all members of the project team.

4 Reasons for Recommendation

- 4.1 The need to find a replacement facility for the current Record Office in Duke Street, Chester, has been recognised by elected members from both authorities and is a key recommendation arising from the National Archives Accreditation report from November 2015.
- 4.2 Since 2012 work has been carried out on building a detailed understanding of the requirements and potential costs of replacement archive facilities.
- 4.3 A recent site selection exercise carried out by Halliday Meecham Architects has recommended the 'Old Library' site as the preferred site for a history centre in Crewe. The report concluded that "The Library site has many of the advantages and few of the disadvantages of the other sites". An analysis of the pros and cons of each of the three sites considered is attached at Appendix A
- 4.4 In order to progress this project, both Councils have agreed a shared vision (Shared Services Joint committee January 2016) for the service and have developed a project plan to move this forward. In addition a 'vision' for a History centre based in Crewe has been developed to articulate the delivery of the shared vision for the service (Appendix B). Specifically in respect of Crewe, the History Centre will be an important, transformational aspect of Crewe's regeneration, which will provide a statement of confidence in the town's future, rooted in the strength of its heritage. It will provide another 'anchor' for regeneration and help increase footfall in an area with nearby civic, cultural and leisure facilities.
- 4.5 The Councils are eligible to apply for Heritage Lottery Funding for both the development phase and the build phase. The process being followed is that recommended by HLF for projects of this scale. 'Stage one' involves gathering all the basic information required about the project ie. the what, when, where and how. It is not expected at this stage that applicants have all the information in a great deal of detail. If successful at stage one, the detail is then developed during the development phase. Following this, a 'stage two' application is submitted which is a detailed business plan and project plan. If successful at this stage then building can begin.

- 4.6 The stage one application is currently being developed, with a number of separate pieces of work being commissioned to inform the bid. This stage is fully funded within the current Capital programmes of both the Council and CWAC.
- 4.7 Terms of reference for the project have been developed in order to establish a decision making processes. Although developing two History centres, this is one project requiring an overarching project management and decision making framework. However, it is essential that decision making and procurement processes of both Councils are met. The terms of reference which have been developed set out to achieve this, whilst ensuring that appropriate delegations are made to ensure that the process is not unnecessarily burdensome and complex.

5 Background/Chronology

- 5.1 In September 2016, The Shared Services Joint Committee endorsed the proposal to develop 2 new history centres based in Crewe and Chester. A Vision for a history centre, including the aspects specifically related to one based in Crewe, is attached at appendix B.
- 5.2 Public consultation in 2014 tested preference of a number of locations around the County, from this Crewe and Chester were approved by both Joint Committee as locations for the centres with a number of potential sites identified in accordance with criteria agreed by Joint Committee. Further engagement with existing and potential users will be undertaken as part of the development phase for this project as well as being part of Masterplanning and town centre regeneration plans for Crewe.
- 5.3 These sites were subject to a feasibility study which tested the appropriateness of each and from this recommendations were made for 3 potential sites on the East and 3 further potential sites in Cheshire West and Chester. In Crewe, the three sites investigated were; Municipal Buildings, the 'Old Library' site and the Police Station site.
- 5.4 The Joint Committee in September 2016 recommended a two centre solution. This was the result of extensive discussions between members and officers in both authorities, taking account of the result of previous consultation and options analysis work. As a result of this it was agreed that Chester and Crewe should be the focus of a vision for the service.
- 5.5 A History Centre would be created in Chester which would house the bulk of the archive, facilitating storage, conservation and research needs in one place. The case for this to be in Chester takes account of the city's long standing relationship with the delivery of the service and takes account of feedback from existing users in the 2014 consultation. It provides a natural, logical home for the service given the city's long history as the seat of county government. The centre would be an access point for people to do research, view exhibitions connected to the history of the county and its people and attend events and workshops. It would be the base for most staff and volunteers together with specialist functions such as digitisation and conservation. It would also be the home of the county-wide Local Studies collection.
- 5.6 The second History Centre would be based in Crewe. The centre would reflect the story of Crewe and its locality in addition to housing material related specifically to the East of the county. This centre would have a programme of curated exhibitions, a large special collection (including Local Studies material relating to the East of the county), digital access through a bespoke digitisation programme, local newspapers and

photographs, occasional, supervised, access to archives from the other centre for projects and exhibitions, and space for staff and volunteers. In addition it will house a large gallery / exhibition space for use not only by Archives but to host cultural exhibitions of local, national and international interest. The 2014 consultation identified that Crewe had the greatest potential to attract new audiences. A vision for a History Centre in Crewe is attached at appendix B

5.7 The centre in Crewe is also a potential home for the Family History Society of Cheshire, which has a long-standing relationship with the Archives service and is seeking new premises. This would give access to the Society's collection of copies of genealogical material and to their expert knowledge.

5.8 The History Centre in Crewe would also store and give access to railway/engineering company archives for research purposes. The railway archives held by the service are a nationally significant collection and Crewe is unique in Cheshire in there being archives which relate to an activity which so define a particular place and which activity was instrumental in the creation of that place. Placing them in Crewe would increase the use of these archives and complement the proposal to create permanent and temporary exhibitions, space for workshops and activities, etc. The railway company archives could sit alongside the LNWR Society's own (community) archive and for example, a range of activities for schools could be run relating to the history and development of Crewe.

5.9 Both centres would provide digital access to family and local history, access to film and sound archives, have facilities to support community history projects including space for their collections, space for public art, performance and digital installations which tie the service closely to the wider cultural offer in that area. Each centre will also have space for talks, events and activities such as workshops with schools.

5.10 A site selection process has now been undertaken by independent consultants in accordance with the requirements of the facility. A similar exercise has taken place for Chester. Sites in Crewe were identified through discussions which took into account; The council's regeneration priorities, Crewe Masterplanning processes, the Council's Cultural Framework and the views of key stakeholders.

5.11 In Crewe, the three sites investigated were; Municipal Buildings, 'Old Library' site and the Police Station site. The recommended site is the 'Old Library' Site. Any future regeneration of the 'Old Library' site will require demolition of the current building. A decision regarding demolition of the current site will therefore be required in order to facilitate this project.

5.12 A full project plan is being developed and an indicative summary is below:

Stage 1 Application Preparation	
Activity planning (procurement to completion)	July-Dec 2017
Digital engagement	Aug-Dec 2017
Exhibition and installations	Aug-Dec 2017
Funding bid development	Aug 2017-Feb 2018
Building design work	Oct 2017-Jan 2018
Sites confirmed and allocated	Sep 2017

Business planning	Oct-Dec 2017
MOU for project agreed	Nov 2017
Cost plans development	Nov 2017-Jan 2018
Development stage briefs and job descriptions	Sep 2017-Jan 2018
Funding bid submitted	Mar 2018
HLF Decision	June 2018
Stage 2 development phase	Autumn 2018 – Summer 2020
Stage 2 HLF submission	Summer 2020
HLF Decision	Autumn 2020
Build phase	Winter 2020 – Summer 2022

This essentially breaks down into three distinct phases of work; Preparation of stage one application, stage 2 development phase and build phase.

6 Wards Affected and Local Ward Members

6.1 This report relates to Shared Services that operate across both Cheshire East and Cheshire West, so all wards are affected in both Councils. However there will be a specific impact on central Crewe and Chester wards due to the locations of the History Centres.

7 Implications of Recommendation

7.1 Policy Implications

The project specifically supports objectives 1, 2, 3 and 5. Developing a history centre in Crewe will contribute to the Councils Quality of Place agenda and to Masterplanning and town centre regeneration plans for Crewe. It will also assist delivery of the Council's Cultural Framework and Cultural Priorities and the developing Skills and Employment Strategy. The project helps to align cultural and visitor economy activity to contribute to the success and quality of the priority regeneration areas.

7.2 Legal Implications

The project team includes representatives from Legal and Finance in both The Council and CWAC. Terms of reference have been produced to guide the governance of the project. These will be reviewed once Stage 1 HLF funding is obtained as part of the development stage. Terms of reference are attached at Appendix C.

7.3 Financial Implications

7.3.1 The service will submit an application to the Heritage Lottery Fund (HLF) request additional financial support from the HLF for the project. This will provide additional funds to support the development phase and the build phase. At this time match funding from the Councils will need to be confirmed. It is currently anticipated that this will be in the region of £4.2m from each authority not withstanding any significant changes. However, it is also anticipated that the capital receipt from the sale of the current Record Office in Duke Street, Chester, can be put towards delivery of the relocation project as part of the matched funding for a HLF grant.

7.3.2 A budget of £225k is included within the approved capital programme for the Option Development phase. The budget for the build phase, of which the

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Cheshire East contribution is currently £4.2m, is included in the addendum to the capital programme. At the stage where the business case is sufficiently developed and deemed to be affordable the Portfolio Holder for Finance and the Section 151 Officer will be asked to consider approval for the scheme to proceed and form part of the main capital programme.

7.3.3 The total cost of the scheme, currently estimated at £13m, will be included in the capital programme of both authorities.

7.3.4 The costs of demolition of the current building on the Old Library Site will need to be considered in addition to the capital build costs of this project. That cost is dependent on a decision as to which of 3 options for demolition is taken. These are currently estimated at between £800k and £1.9 million (dependant on specification and scope of works), in order to realise the regeneration potential of this site. Accepting that these costs may be required anyway in order to re-develop the sit, this would take the total investment to between £5m and £6.1m.

7.3.5 Revenue costs for the proposed way forward will be established as part of the development phase.

7.4 Equality Implications

An Equality Impact Assessment was carried out in April 2014 when public consultation over potential locations for the service was undertaken. Active engagement with existing and potential audiences for the service will be critical to the success of the service in the future and this will be central to the external funding bid, with an outline Activity Plan being written in support of the bid which will also inform the design of the history centres.

7.5 Rural Community Implications

The proposal will allow for easier access to archive collections relating to the County's rural and urban heritage, improving access for Cheshire East communities.

7.6 Human Resources Implications

All staff within the Archives and Local Studies shared service are employees of CWAC as the host authority. All staff are being kept informed and being consulted as part of the project development, which will continue throughout the project. The project will also extend volunteering opportunities.

7.7 Public Health Implications

There is potential through the development of a history centre in Crewe to engage positively with public health outcomes, particularly through working with people with mental health issues and dementia. Either by providing volunteering opportunities or skills development and pathways into work, or through project work inspired by the archives.

7.8 Implications for Children and Young People

The vision for the history centre describes the audience demographic which will be targeted. This includes schools, for whom there will be improved education facilities and outreach. Young people will benefit from increased connections to employers in the area and informal education and skills development opportunities. Young people are already being engaged in the scheme through a Heritage Lottery Funded project,

which involves them researching archives relating to Crewe Town Centre and interpreting them through the media of MineCraft.

7.9 Other Implications

The building will be designed to high environmental standards to reduce impact on the environment and to reduce running costs.

8. Risk Management

We are maintaining a full risk log using the corporate risk management template. The following table provides a short summary of key risks:

Risk	Impact	Mitigation
Do nothing	<ul style="list-style-type: none">- Loose accreditation from The National Archives- Reputational damage to the authority- Financial implications	There is a joint CEC and CWaC Project team in place to support the application to HLF for developing this project further.
Preferred Crewe site not approved	<ul style="list-style-type: none">- Financial implication- Time implication	A comprehensive feasibility study has been carried out, which has resulted in the recommended site.
Project timescales – submission of HLF bid by February 2018	<ul style="list-style-type: none">- Reputational damage to the authority if we are unable to submit our HLF application	There is a joint CEC and CWaC Project team in place to support the application to HLF for developing this project further to reduce the financial burden on the authority and in turn Residents.

9. Access to Information/Bibliography

Background papers relating to this report can be inspected by contacting the report writer.

10. Contact Information

Contact details for this report are as follows:

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APPENDIX C

CHESHIRE WEST AND CHESTER

REPORT TO CABINET

Date of Meeting:	13 September 2017
Report of:	Director of Places Strategy
Cabinet Member:	Councillor Louise Gittins, Cabinet member for Communities and Wellbeing
Title:	Archives Service: allocation of site for new history centre

1.0 What is the report about?

- 1.1 Cheshire Archives and Local Studies (CALS) is a shared service of Cheshire West and Chester Council and Cheshire East Council (CEC). The requirement to relocate the Archives and Local Studies Service has been recognised by both authorities and a new future service delivery model agreed (Shared Service Joint Committee September 2016).
- 1.2 The model sees two new history centres being established in Chester and Crewe. This will deliver improved access to and preservation of unique and irreplaceable collections, improved service delivery, extended online services and a more extensive activity and event programme to bring the service to a larger and wider audience across the two local authority areas. This is captured in the vision for the Archives service, endorsed by Shared Services Joint Committee in January 2016: 'Easy Access to Histories. Collecting evidence of Cheshire's communities live, past and present.'
- 1.3 A funding bid to the Heritage Lottery Fund (HLF) is currently being developed. Approval to submit this funding bid and for subsequent expenditure was agreed by Council in February 2017.
- 1.4 The report seeks permission to allocate a site to the project. This needs to happen in order to allow detailed feasibility work, including detailed costs, architectural work and public engagement to be carried out with regard to the site and proposed facility. This work is required for the HLF development stage of the project.
- 1.5 This paper sets out the current position, the scope and timeline for this project and seeks approvals that will enable the project to progress. There is a parallel process taking place in CEC.

2.0 Recommendation

- 2.1 To approve the allocation of Hoole Road (site of former Enterprise Centre) as the site of the new history centre in Chester and to approve the appropriation of the site for the statutory purpose of the provision of an archive service.
- 2.2 To approve the establishment of a Project Board and Portfolio Board for the project with the membership and terms of reference as detailed in the attached 'Terms of Reference' document.

3.0 Reasons for the recommendation

- 3.1 The need to find a replacement facility for the current Record Office in Duke Street, Chester, has been recognised by elected members from both authorities and is a key recommendation arising from the Archives Accreditation report from November 2015. Conditions in the Duke Street facility are not suitable for the long term preservation of archives and facilities no longer meet the needs of customers, volunteers and staff.
- 3.2 The need for a new facility in Chester is a strategic priority identified in the Chester Heritage and Visual Arts Strategy, approved by Cabinet in March 2017.
- 3.3 In order to progress this project an external funding bid will need to be submitted to the Heritage Lottery Fund and central to this will be the development of concept designs for new facilities. Approval is therefore required to allocate Hoole Road site to the project. This is on the basis that that site is the most suitable site to enable to delivery of the vision for the service, supporting the Council's priority outcomes by bringing the service to a larger and wider audience while also being the most cost-effective available site which supports the regeneration of the selected area as part of a wider masterplan.
- 3.4 Terms of reference for the project (Appendix A) have been developed in order to establish a Project Board and a Portfolio Board and to establish a decision framework for the project in the context of the existing Shared Service Administrative Arrangements. The project terms of reference will be reviewed following the first stage of the project.

4.0 Report details

- 4.1 The need to find a replacement facility for the current Record Office in Duke Street, Chester, has been recognised by elected members from both authorities and is a key recommendation arising from the Archives Accreditation report from November 2015.
- 4.2 In 2014 public consultation on potential locations for a new facility for the service was carried out across both Cheshire West and Chester and Cheshire East and reported to Shared Services Joint Committee.
- 4.3 In order to progress this project, both Councils have agreed a shared vision (Shared Services Joint Committee January 2016) for the service and have developed a project plan to move this forward. This vision was developed with staff, volunteers, service users and other key stakeholders to provide a strong basis for the service's future development.
- 4.4 A new future service delivery model was agreed (Shared Services Joint Committee September 2016). This was the result of extensive discussions between members and officers in both authorities, taking account of previous consultation and options analysis work. As a result of this it was agreed that Chester and Crewe should be the focus of a vision for the service and the model sees two new history centres being established. This will deliver improved access to and preservation of unique and irreplaceable collections, improved service delivery, extended online services and a more extensive activity and event programme across both boroughs.
- 4.5 The vision for the service and for the history centre in Chester is in Appendix B.
- 4.6 A history centre would be created in Chester which would house the bulk of the collections. The case for this to be in Chester takes account of the city's long standing relationship with the delivery of the service and taking account of feedback from existing users in the 2014 consultation. It is a natural, logical home for the service given the city's long history as the seat of county government. The centre would be an access point for research, exhibitions and interpretation connected to the history of the county and its people and for events and workshops. It would be

the base for most staff and volunteers together with specialist functions such as digitisation and conservation. It would also be the home of the county-wide Local Studies collection. The collections will also be used to support wider story-telling throughout the city and wider borough through exhibitions and interpretation in other venues such as museums and libraries. The need for a new facility in Chester is a strategic priority within the Chester Heritage and Visual Arts Strategy, adopted in March 2017.

- 4.7 The second history centre would be based in Crewe. The centre would reflect the story of Crewe and its locality. This centre would have a programme of curated exhibitions, a large special collection (including Local Studies material relating to the East of the county), digital access through a bespoke digitisation programme, local newspapers and photographs, occasional access to archives from the other centre for projects and exhibitions, and space for staff and volunteers. In addition it will house a large gallery / exhibition space for use not only by Archives but to host cultural exhibitions of both local, national and international interest.
- 4.8 Both centres would provide digital access to family and local history, access to film and sound archives, have facilities to support community history projects including space for their collections, and space for public art and digital installations which tie the service closely to the wider cultural offer in that area. Each centre will also have space for talks, events and activities such as workshops with schools.
- 4.9 The proposal will allow for easier access to archive collections relating to the County's rural and urban heritage, improving access for communities. There is potential through the development of an activity programme in support of the HLF bid to engage positively with public health outcomes, particularly through working with people with mental health issues, either by providing volunteering opportunities or skills development and pathways into work, or through project work inspired by the archives. There is also the opportunity to extend the service's learning programme, both informal and formal. Support for community groups who wish to understand more about the identity and past of their community will also be central to the future of the delivery of the service in the future.
- 4.10 This activity programme will be critical to the success of a funding bid and to the positive development of the service in the future. Both current and potential users of the service will be engaged with to develop this programme, to ensure that as far as possible the service meets their needs in the future.
- 4.11 In both Chester and Crewe, independent consultants have undertaken a site selection study in accordance with the requirements of the service. Sites in Chester were identified through discussions with Chester Growth Partnership which took into account site availability, the Chester One City Plan and the Chester Heritage and Visual Arts Strategy.
- 4.12 In Chester, the sites investigated were: the site of the former Enterprise Centre, Hoole Road; St Anne's Street Car Park; Gorse Stacks roundabout; a site within the proposed Northgate development and Chester Castle. As a result of this study, the former Enterprise Centre, Hoole Road is recommended as the site of the history centre.
- 4.13 Appendix C of this report provides a fuller site analysis, but the key advantages of the chosen site are that it
 - is available and relatively easy to assemble on a level, accessible site with services;
 - is easily accessible by public transport and on foot;
 - is large enough to co-locate with e.g. a small housing development, offering opportunities to connect archives and housing;
 - brings opportunities to connect the service with the local community in Hoole;
 - is the site with the lowest build cost.

The Council, working with partners, is looking at the overall master planning of the station and Hoole Bridge area and during that process will be considering the overall regeneration of the area to ensure a holistic approach. A short term lease for car parking has been granted for the site, subject to planning, in connection with One City Place.

- 4.14 A Round One funding application to the Heritage Lottery Fund is anticipated early in 2018. A series of external commissions are being procured in support of this; these are fully funded through both Councils. Approval to submit this funding bid and for subsequent expenditure was approved by Council in February 2017.
- 4.15 The process being followed is that recommended by HLF for projects of this scale. A Round One application sets out the vision for the project and outline activity plan developed by engagement with current and potential audiences for the service. It also includes concept designs for facilities and details, if the Round One bid is successful, the plans to bring it to the delivery stage, which will be subject to a Round Two bid. This Round Two application is submitted with a detailed activity plan, business plan and project plan. If successful at this stage then building can begin.
- 4.16 A full project plan is being developed and an indicative summary is below:

Activity planning (procurement to completion)	July-Dec 2017
Exhibition and installations	Aug-Dec 2017
Funding bid development	Aug 2017-Feb 2018
Sites confirmed and allocated	Sep 2017
Building design work	Oct 2017-Jan 2018
Business planning	Oct-Dec 2017
Memorandum of Understanding for project agreed	Nov 2017
Cost plans developed	Nov 2017-Jan 2018
Development phase briefs and job descriptions	Sep 2017-Jan 2018
Round One funding bid submitted	Mar 2018
HLF Decision	June 2018
Development phase	Autumn 2018 – Summer 2020
Round Two HLF submission	Summer 2020
HLF Decision	Autumn 2020
Delivery phase	Winter 2020 – Summer 2022

- 4.17 This is a single project with an overarching project management and decision-making framework. However, it is essential that decision-making processes of both Councils are met. The terms of reference which have been developed set out to achieve this, while ensuring that appropriate delegations are made to ensure that the process is not unnecessarily burdensome and complex. Although it is a single project, the capital delivery phase of the Chester site will be managed by a Cheshire West and Chester project manager.

5.0 How does the decision contribute to the Council's Plan?

- 5.1 Cheshire West and Chester's Council Plan 2016 – 2020 'Helping the Borough Thrive'. A key priority within the plan is 'Vibrant and Healthy Communities

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with inclusive leisure, heritage and culture opportunities.’

- 5.2 Delivery of this project will extend access to the Borough’s history to a larger number of residents and visitors from a wider range of communities.

6.0 How does the decision contribute to working with the Councils Partners?

- 6.1 The Archives service is a shared service with Cheshire East Council and this project is therefore a shared project working across both Boroughs.

7.0 What will it cost?

- 7.1 The project business case sets out that the project runs beyond 2019-20, with a currently estimated cost of £13.6 million. HLF grant request is £4.158m.
- 7.2 The service will submit an application to the Heritage Lottery Fund (HLF) to request financial support for the project. Cheshire West and Chester Council will submit the bid and act as the accountable body for the project. This will provide additional funds to support the development phase and the delivery phase. At the point of submitting a Round Two bid, match funding from the Councils for the delivery phase will need to be confirmed. It is currently anticipated that in total this will be in the region of £4.2 M from each authority notwithstanding any significant changes but it is also anticipated that the capital receipt from the sale of the current Record Office in Duke Street, Chester, can be put towards delivery of the relocation project. This is currently valued at £0.95 million. The building is jointly owned by Cheshire West and Cheshire East.
- 7.2 A budget of £75,000 has been approved for the current financial year to support the development of a site options appraisal and the delivery of specialist commissions which will support the development of the external funding bid to HLF.
- 7.3 To support the development phase of the project, should a Round One HLF bid be successful, match funding of £173,000 in year 2018/19 and £173,000 in 2019/20, was approved by Full Council in March 2017. The budget for the delivery phase is included in the addendum to the capital programme. At the stage where the business case is sufficiently developed and deemed to be affordable, the required approval will be sought for the scheme to proceed and form part of the main capital programme.
- 7.4 Revenue costs for the proposed way forward will be determined over the course of the development stage of this project. Heritage Lottery Fund will require a robust business case to ensure future sustainability of the service as proposed and this will be developed in full over the course of the development phase. Key objectives of the business planning process will be to ensure the service and centres maximise cost effectiveness and income generation.
- 7.5 The Hoole Road site has been identified as surplus to requirements and included in the list of properties for disposal but no valuation has been carried out, pending a strategic review, and no value is attached to it. The Council is therefore not relying on a specified capital receipt from this property in order to balance its budget.

8.0 What are the legal aspects?

- 8.1 The Shared Services Administrative Agreement between the Council and Cheshire East Council provides for the ongoing delivery of services and the development of

service business plans. The attached Project Terms of Reference are required to provide a decision making framework for the project in the context of the existing Administrative arrangements for the successful delivery of this project and have been agreed by Legal teams in both authorities. These will be reviewed as the project develops.

- 8.2 This is a single project with an overarching project management and decision-making framework. However, it is essential that decision-making processes of both Councils are met. The terms of reference which have been developed set out to achieve this, while ensuring that appropriate delegations are made to ensure that the process is not unnecessarily burdensome and complex. Decisions upon the provision of resources and the authorisation of funding within the established project budget are delegated to the Project Board. However, setting the project budget and major property transactions, for instance, will still be reserved to each authority's Cabinet.
- 8.3 Although this is a single project, the capital delivery and construction phase of the future Chester facility will be project managed by Cheshire West and Chester Council.

9.0 What risks are there and how can they be reduced?

- 9.1 A full risk log is being maintained as part of the development and management of this project.
- 9.2 Key risks relating to the decision requested in this paper are

Risk	Impact	Mitigation
Do nothing	<ul style="list-style-type: none"> - Lose Accredited Archive status - Reputational damage to the authority - Financial implications 	There is a joint project team in place to support the application to HLF for developing this project further.
Preferred Chester site not approved	<ul style="list-style-type: none"> - Financial implication - Time implication 	<p>Public consultation over preferred locations was carried out and further public engagement will be carried out as the project progresses.</p> <p>We have carried out a comprehensive feasibility study which has resulted in the recommended site.</p> <p>The proposal has been developed with Chester Growth Partnership to ensure a strategic fit with wider</p>

		master-planning for the city.
Project timescales – submission of HLF bid by March 2018	- Reputational damage to the authority unable to submit our HLF application	There is a joint project team in place to support the application to HLF for developing this project further to reduce the financial burden on the authority and in turn residents.

10.0 What is the impact of the decision on health inequalities and equality and diversity issues?

- 10.1 The proposal contributes to the Councils plan 'Helping the Borough Thrive' and its outcome targets for vibrant and healthy communities with inclusive leisure, heritage and culture opportunities.
- 10.2 Active engagement with existing and potential audiences for the service will be critical to the success of the service in the future and this will be central to the external funding bid, with an outline Activity Plan being written in support of the bid which will also inform the design of the history centres.

11.0 Are there any other options?

- 11.1 Doing nothing has been discounted by both Councils as it would lead to losing the accredited status of the service, resulting in potential financial penalties and reputational loss.
- 11.2 Other locations for the service were the subject of public consultation as outlined in 4.2-4.4.
- 11.3 Other sites in Chester have been subject to site analysis as outlined in 4.11-4.13.

For further information:

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Background Documents:

Documents are available for inspection at: