

Subject:	New Historic Records Office & Resource Centre		
Date of Meeting:	10 May 2012		
Report of:	Strategic Director Communities		
Lead Cabinet Member	Cabinet Member for Culture, Recreation & Tourism		
Contact Officer:	Name:	Janita Bagshawe	Tel: 29-2840
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Key Decision:	Yes	Forward Plan No. CAB29182	
Wards Affected:	All		

FOR GENERAL RELEASE**1. SUMMARY AND POLICY CONTEXT:**

- 1.1 This report updates Members on the main advances since the April 2011 report to Cabinet and presents developments on the services that will be provided at the Keep.

2. RECOMMENDATIONS:

- 2.1 That Cabinet endorses the vision for The Keep as a state of the art historical resource service for the city and the county of East Sussex. Representing the next generation of archive building it will bring together the archives and historical resources of East Sussex County Council (ESCC) and Brighton & Hove City Council (BHCC), currently held at the East Sussex Records Office (ESRO), BHCC's local history 2D (2 dimension, eg photographs) collections and resources from across the Royal Pavilion & Museums service (RPM) currently housed in a number of locations including the Brighton History Centre (BHC), and the Special Collections of the University of Sussex (UoS), including the internationally renowned Mass Observation Archive. The building will also include the library and headquarters of the Sussex Family History Group.
- 2.2 That Cabinet notes the project's continued development, most notably the excellent progress of construction works that began last October and which remains on programme, and the other main areas of activity as set out in the report.
- 2.3 That Cabinet notes the construction programme, which shows Practical Completion is due by May 2013, together with an outline of other key events as set out in Section 3.22 of this report.
- 2.4 That Cabinet notes the new membership of the joint Project Board, together with revised project management arrangements that were agreed following the partners' review of partnership working arrangements.

- 2.5 That Cabinet notes the partners' progress in advancing the various legal and partnership agreements and that it is hoped that these will be concluded in June 2012.
- 2.6 That Cabinet note the officer work in support of preparing the long-term governance agreement (for example around acquisition policies), the final form of which will return to a future Committee meeting for approval in good time to enable all partners to enter into it prior to practical completion of the building.
- 2.7 That Cabinet agrees the recommendation that the services provided by the Brighton History Centre will be provided through The Keep and that the Council maintains a single city centre research facility at Jubilee Library as a hub of the Keep in addition to those provided at other city wide libraries.
- 2.8 That Cabinet notes that 2D local history resources housed at the Brighton History Centre and housed across RPM will be moved to the Keep to ensure their long-term preservation and prevent their deterioration. In addition, some other material will move to the Keep in the medium-term to ensure that it is stored in recommended environmental conditions to conserve the material and minimise future deterioration.
- 2.9 That Cabinet notes community engagement and learning projects which are being developed around the Keep's resources in the city.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

Construction Progress

- 3.1 Site preparation works started in August 2011, with construction works having commenced in October 2011. Building works continue to go very well and are progressing broadly in line with programme. The 'Repository Block' (3 storey storage area) is complete to roof slab level with formwork for the roof in progress. The 'People Block' (2 storey public and staff area) ground floor slab is complete as well as the columns to the 2 storey section. Construction of the self contained 'Energy Centre' is underway and is ahead of the contract programme. The large external frieze panels that depict a range of local scenes have been installed and good progress has been made towards discharge of planning conditions.
- 3.2 Now approximately 39 weeks into the 93 week programme, the project remains on schedule for completion of building works by January 2013, with Practical Completion due in May 2013.

Partnership Collaboration Agreement

- 3.3 The Partnership Collaboration Agreement (PCA) sets out partnership responsibilities, financial commitments, and working arrangements, and will cover the project through to Practical Completion ie completion of construction works. It also contains Heads of Terms for future management and governance arrangements relating to the completed facility. At the time of the previous report to Cabinet it had been anticipated that all three partners would sign up to the PCA. Having reviewed the position with its

- lawyers, UoS advised of its preference for an Agreement for Lease (AfL) and draft Lease with ESCC, rather than enter the tripartite PCA.
- 3.4 This change in approach has required preparation of new documents and revisions to the existing PCA, and this has impacted the planned timetable for completion.
- 3.5 As part of the April 2011 report, Cabinet delegated authority to enter into the PCA to the Strategic Director Communities and the Head of Law in consultation with the Cabinet Member for Culture, Recreation & Tourism. With a different approach then agreed in order to accommodate UoS requirements, the arrangements for delegated authority have had to also capture the AfL and Lease in order to ensure that the full suite of documents remains consistent with the original objectives of the PCA as supported by Cabinet.
- 3.6 Negotiations on the legal arrangements have continued and it is hoped that they will be completed within the next 2 months. Final documents are due to be considered by the Project Board in June and, subject to support, will then be referred to Partners for formal approval and completion.

Project Board Arrangements

- 3.7 Following a review of membership and reporting arrangements, the partners have agreed a number of revisions to better reflect the project's current status, working arrangements and partner representation.
- 3.8 Under the previous arrangements, ESCC had 5 representatives (1 Elected Member and 4 officers), BHCC 2 representatives (1 Elected Member and 1 officer) and UoS 1 representative. As the project is now at an advanced stage, and with the local authority partners having already secured formal approval for their financial contributions, it has been agreed that Elected Member involvement on the Project Board is no longer necessary. It has also been agreed that the number of city council representatives will increase to 4, with ESCC's and UoS remaining at 5 and 1 respectively. The city council will be represented by David Murray, (to be replaced by Charlie Stewart from September), Janita Bagshawe, Angela Dymott and Anne Silley.
- 3.9 The Project Board is supported by a Project Team, a wider officer group with responsibility for taking forward the more detailed working arrangements, preparation of reports and agreeing the business to be referred to the Project Board. Although the Project Team has been in existence for a number of years, it will now have an expanded role that requires all formal recommendations to the Project Board to firstly be agreed by the Project Team. In this way, although the Project Board will retain overall responsibility for strategic direction [eg financial arrangements (including allocation of contingency funding), performance management and monitoring, and development of the range of services to be operated from the completed facility] it will now have greater confidence in the preparatory work undertaken by the Project Team.

The Keep Facilities

- 3.10 The Keep will bring together a range of resources and will provide first class facilities for local history and family history research for the city and county. There will be a range of facilities including:
- State of the art storage for archives and collections which will ensure the long term preservation of material.
 - Support for the study of family history and genealogy.
 - Support for the study of local history.
 - Public search rooms and group research areas – for anyone wanting to research and explore the collections.
 - Learning and multifunction rooms – for school classes, student groups and adult learners to engage in interactive and creative learning with archives. These rooms can also be opened out to host a wide range of community activities for up to 150 people.
 - Oral history recording room where personal recollections, memories or life stories, may be recorded which will build on existing sound archives to create an historical record for the future.
 - Staff facilities – including a conservation workshop and a digitisation suite. These will let staff preserve and provide hands-on and online access to the collections through The Keep and its hubs.
 - Electronic preservation facilities – equipment and facilities to preserve electronic archives and digital media.
 - Café area – situated on the ground floor, visitors can buy, or bring their own, food and drink.
 - Public transport by train and bus from the city and county, car and bicycle parking.

City Council's Current Family and Local History Services:

- 3.11 The city council currently directly manages local and family history services through Libraries, Brighton Museum and Art Gallery's Brighton History Centre and through a management agreement with the Archive Service at ESRO
- 3.12 Brighton History Centre provides similar services for the study of family and local history as planned for The Keep. Some regular Brighton History Centre visitors also use the county record office.
- 3.13 Libraries run activities that support local and family history interests and stock collections of books on Brighton, Hove, East & West Sussex subjects and towns, virtually all of which can be borrowed. Hove has a Local Studies reference collection in the Wolsey Room and good selection of books for loan on the upper floor. Community libraries have collections of local interest books and information packs and folders of photographs and newspaper cuttings relating to the history of their immediate area.
- 3.14 Approximately 20% of BHC users require access to computer based resources. Over 75% of BHC users use reference and secondary sources such as street directories which, particularly with digitisation, are becoming more widely accessed electronically. As part of the new Renaissance funding agreement there will be further digitisation of local history 2D

collections. The Keep will also be undertaking an active programme of digitisation as funding becomes available.

Proposals for City Council's future Family and Local History Services

- 3.15 To maximise the opportunities provided through the city's £5.6m investment in The Keep, and minimise costs to the city council's future revenue costs, it is recommended that the council provides its family and local history services through The Keep, incorporating the current services provided by Brighton History Centre, with libraries providing city centre and community based local and family history services and resources.
- 3.16 Local history material is currently stored across a number of the RPM sites as well as at the Brighton History Centre. This storage doesn't meet the environmental standards which enable the long term preservation of the 2D collections. Furthermore, public access to these collections is inadequate due to the locations of the stores (eg basements).
- 3.17 To maintain the existing facility at Brighton History Centre would mean lost opportunities for bringing collections together and cost an additional £70kpa in addition to the estimated annual revenue contribution of £323k for the Keep. Furthermore, to continue to house the collections in the Brighton History Centre and the other locations across the service will place them at risk of deterioration.
- 3.18 It is recognised that the location of The Keep is not welcomed by some Brighton History Centre users therefore additional access for resources will be provided through Jubilee Library with additional computer points and duplicated reference material. Costs associated with this will be minimal and should be contained within existing budgets.

Brighton and Hove City Council's Royal Pavilion and Museums Collections

- 3.19 To inform future governance arrangements for the Keep, the RPM is reviewing its collections policies with regard to local history 2D material to ensure that these dovetail with those of ESRO and UoS, and clarifying which organisation collects and manages which material. Traditionally, the destination of 2D local history collections has been inconsistent - acquired by museums, libraries and archives which has resulted in some duplication of collections. A recent review of the museum's 2D local history collections has identified some of the areas of duplication and other areas where museum collections and those held at ESRO together, offer a more complete picture of the city's history.
- 3.20 The space vacated by the Brighton History Centre would provide a significant opportunity for the development of additional gallery space, increased access and new exhibitions drawing on the significant currently stored collections of the RPM .
- 3.21 The Keep will be able to house 20 years of collections growth and has an adjacent area of land to enable the repository to be extended for additional storage after this. This means that some storage areas will be vacant when the building opens in 2013 and will only slowly fill. RPM plans to seize the

opportunity to improve the storage of some fragile collections (such as fine art works on paper) currently held on the Royal Pavilion Estate by housing them at The Keep in the medium-term (around ten years) to aid in their long term conservation.

- 3.22 All and any RPM material stored and accessed at The Keep, remain part of the city council’s RPM collections.

Learning and Community Engagement

- 3.23 The Keep will provide a wide range of opportunities for local communities, who may not otherwise engage in cultural activities and work by BHCC and ESCC officers is already underway. An interactive event, exploring the local history of Moulsecoomb, is being planned and is to help generate community ideas for a Keep-related project that local people can become involved in. This local history project may include a bid to Heritage Lottery Fund (HLF).

Timetable

- 3.24 Project activities fall into two main areas; the construction programme which takes the project through to Practical Completion, and the longer-term operational, management and service activities that will commence post-completion. A summary of the key stages of development in both of the main areas of activity is set out below:

Event	Timescale
1. Start on site	August 2011
2. Turf Cutting Ceremony and start of building works	October 2011
3. Project Board to consider final legal arrangements, with referral to partners	June 2012
4. Partner approval of completion of legal agreements	June / July 2012
5. Topping out ceremony	September 2012
6. Completion of Long Term Management Agreement for consideration of Project Board	December 2012
7. Long Term Management Agreement considered by BHCC Committee	Spring 2013
8. Construction work completed	January 2013
9. Acclimatisation and Proving Period	February – May 2013
10. Practical Completion	May 2013
11. Partners move in	June – October 2013
12. Open to the public	November 2013

4. CONSULTATION

- 4.1 There has been consultation on the need for a new archive building since 2002. There have been feasibility studies, an Audience Development and Access Plan, Activity Plan and Business Plan and each of these has involved consultation with potential partners, stakeholders, users, community groups, disability groups and local residents.

- 4.2 Between April and May 2010 a series of public consultation events were held. This included a one day exhibition at Jubilee Library, individual exhibition stands and information leaflets and questionnaires were made available across the city and an on-line questionnaire was hosted on the ESCC web-site with links to BHCC consultation portal. ESCC has also provided briefings to local Ward Members and local community groups.
- 4.3 Consultation through the planning application process took place between October and December 2010. In February 2011 a workshop with local access and disability groups was held. The participants will continue to be engaged as part of a long-term Access User Group.
- 4.4 Further consultation is planned through the next phases as greater detail of the internal lay outs and services are developed.
- 4.5 Consultation has been carried out with users of Brighton History Centre both through surveys and user group meetings. Representatives of Brighton History Centre have been invited to Keep consultation meetings. A meeting with the Friends of Brighton History Centre took place to hear concerns about the future of the centre and to present information on The Keep and transport plans.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The estimated council contribution to the running costs of The Keep is £323kpa from 2013/14. The costs of services at The Keep currently provided by the Brighton History Centre can be contained within the council contribution. There are not anticipated to be any material costs associated with the proposed single research facility at Jubilee Library.

Running the Brighton History Centre as a separate facility currently costs an additional estimated £70kpa and would not represent good value for money, as services would be duplicated.

The costs of storage of other RPM materials at The Keep have not yet been assessed but are expected to be contained within the RPM budget.

- 5.2 Final agreement to the contribution to the annual running costs will be brought back to the relevant Council Committee. The business plan for the running costs and income expected to be derived from the facility is currently being refreshed.

Finance Officer Consulted: Anne Silley

Date: 23/04/12

Legal Implications:

- 5.3 As the lead partner, ESCC agreed to accept the risk in letting the building contract in advance of completion of the suite of documents. The relatively late introduction of revised arrangements has served to complicate matters, causing delay and uncertainty, but it is hoped that these can be concluded

to all partners' satisfaction shortly and thus enable the project to proceed on a firmer footing.

Lawyer Consulted: Bob Bruce, Principal Solicitor

Date: 23/04/12

Equalities Implications:

5.4 Development of The Keep provides the opportunity to greatly improve access to the archives and historic records for learners, researchers and the public. The current public record office at The Maltings does not comply with DDA standards; this purpose-built facility will comply with DDA. To assist with this process, the partners appointed an experienced Access Consultant to review the building designs as they developed. An Access Workshop, facilitated by the Access Consultant, was held on 3 February 2011 with local access and disability groups. This provided helpful feedback and suggested areas for consideration as part of the scheme development.

- 5.5 In addition, the Activity Plan has focused on all of the activities associated with The Keep, including audience development and participation, taking into account the needs of differing audiences.

Sustainability Implications:

- 5.6 The current storage of the archives does not conform to The National Archive (TNA) standards for archives, which means that the long-term conservation and sustainability of these collections is at risk. Purpose-built accommodation will ensure the long-term care of the archives and historic records. The current storage for works on paper, photographs and sound recordings in BHCC's RPM collections is below preferred standard.
- 5.7 The Keep is on target to be the most sustainable archive building of its type in the country. The partnership has from the outset been clear in its desire to achieve a BREEAM 'excellent' rating and the project currently has a projected overall score of 78.74%, which provides a good deal of confidence that the project is capable of achieving BREEAM 'excellent'.
- 5.8 The location of The Keep development will be further enhanced by the city council's proposals for Lewes Road, which will include the provision of bus priority and cycle infrastructure improvements meaning that local residents wishing to access the facilities will be able to do so using sustainable forms of travel, as opposed to driving. The proposals for Lewes Road are currently subject to a wide scale consultation exercise and subject to the results, it is anticipated that work will commence in January 2013.

Crime & Disorder Implications:

- 5.9 There are no direct implications for the prevention of crime and disorder contained within this report.

Risk & Opportunity Management Implications:

- 5.10 Prior to start on site, a capital project risk register and a separate programme risk register were maintained. These have now been combined into a single Construction Phase Risk Register. The register is subject to regular review and is presented to the Project Team and Project Board at each meeting and updated accordingly.

Corporate / Citywide Implications

- 5.11 The Keep project at Woollards Field is one of 4 significant projects to be delivered in the Falmer area, the others being the Community Stadium, Falmer Academy, and the SEEDA funded infrastructure works. Co-ordination between the respective projects has succeeded in ensuring effective co-ordination of site activities. These arrangements are further aided by the fact that Kier is the appointed contractor for both Falmer Academy and The Keep. The project will provide improved services to B&H residents who will no longer need to travel to Lewes where there is sub-standard facility.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 The city council has considered alternative options at each stage of the project's development and as part of every previous report to Cabinet and its predecessor bodies. It has previously been acknowledged that to do nothing is not an option, given that historic material would continue to deteriorate and lead to loss of public records and historically important archives.
- 6.2 On each occasion, it has been concluded that the partnership approach offers the most cost effective solution and that it is consistent with the government's National Archives Policy, where the focus is on delivering fewer, bigger and better facilities.
- 6.3 As set out in the July 2010 report to Cabinet, 'The Keep' is considered to be the best and most cost effective solution for the city council to the problem of meeting the council's responsibilities for managing the historical records and will ensure that both legal obligations and TNA standards are met. For the council to consider going it alone could potentially result in two facilities within the city, a duplication of services which would create a negative perception around value for money and would in the future lead to public confusion and competition for grant funding for archive projects within the city.
- 6.4 The option to maintain the Brighton History Centre has been considered. With the considerable investment of the city council into the Keep and to avoid increased revenue costs, duplication of effort and services, the recommendation is to provide a single service through the Keep.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The Keep will address the acknowledged problems of long-term storage and preservation of the city's historic records, archives and relevant

museum collections. The current facilities for archives are inadequate and unsustainable, even in the short to medium-term. Failure to address the problems could result in The National Archives removing the licence to hold public records and seek to place the collections elsewhere. The new centre will overcome these problems. It will represent the next generation of archive buildings in the UK and provide the opportunity to address some of the issues that face the city's museum collections which are currently housed in inadequate stores.

- 7.2 The Keep provides the opportunity to provide a state of the art resource centre for family and local history research in a single location within the city. The move of the Brighton History Centre to The Keep will maximise the learning and research opportunities of bringing collections together into a single facility. It will also ensure the long term preservation of historical material in appropriate environmental conditions.

SUPPORTING DOCUMENTATION

Documents In Members' Rooms

None

Background Documents

1. Report to Cabinet – 7 April 2011
2. Report to Cabinet – 22 July 2010
3. Report to Cabinet - 17 September 2009
4. Report to Policy & Resources Committee - 3 April 2008
5. Reports to Culture, Recreation & Tourism – 13 June & 12 September 2007
6. Report to Culture & Tourism Sub-Committee – 28 March 2007