

**ELY ARCHIVES BUILDING**

*To:* **Assets & Investments Committee**

*Meeting Date:* **21<sup>st</sup> October 2016**

*From:* **James Wheeler, Head of LGSS Property Services;  
Christine May, Interim Director of Infrastructure  
Management and Operations, ETE**

*Electoral division(s):* **All**

*Forward Plan ref:* **2016/035** *Key decision:* **Yes**

*Purpose:*

**To inform Committee members of:**

- **The options and updated costs to convert the former Strikes Bowling Alley in Ely to accommodate historical records and associated public access and to seek views from Members on the most appropriate option.**
- **The outcome of the debate and recommendations made by the Highways & Community Infrastructure Committee at their meeting on 11<sup>th</sup> October 2016.**

*Recommendation:*      **It is recommended that the Assets & Investment Committee agree:**

**1) with the following decision made by the Highways & Community Infrastructure Committee at their meeting on 11<sup>th</sup> October 2016:**

- (a) Agree Option 3 should be progressed and recommended to Assets & Investment Committee; (majority)**
- (b) Request officers work with ECDC on parking issues (unanimous).**

**2) and agree to:**

- (a) either part fund the £860k additional funding based on option 3, using £300k of an Adult Learning reserve that is available to be written off. This would increase the total borrowing by £560k, which would cost the authority an additional £36k per year (over 25 years) in debt charges;**
- (b) or, increase the total borrowing by £860k, which would cost £53k per year (over 25 years) in debt charges.**

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## 1. BACKGROUND

- 1.1 At the 11<sup>th</sup> October meeting of the Highways and Community Infrastructure (H&CI) Committee, Members were advised of an increase in the costs to convert the former Strikes Bowling Alley in Ely for Council services, and asked to agree which option should be recommended to the Assets and Investments Committee. The report is attached at **Appendix A**, and a summary of the options is included in section 2.1 of this report.
- 1.2 At the meeting Members expressed their concern regarding the additional cost required in order to ensure that the building was compliant and operational. Nonetheless, it was felt by the majority that the Archives facility was an important asset of the County Council and that the new building should be completed properly. The Committee therefore agreed to the following:
  - (a) Agree Option 3 should be progressed and recommended to Assets & Investment Committee; (11:1 majority)
  - (b) Request officers to work with ECDC on parking issues (unanimous)
- 1.3 Members also asked that the funding and finance costs be clarified and recommended to the Assets & Investments Committee, and that further detail regarding the lease arrangements and construction programme are provided.

## 2. FINANCE COSTS

### 2.1 Construction cost increase

- 2.1.1 Following the MS2<sup>1</sup> design stage the project was tendered under the County Council's Design & Build Contract framework in May 2016. On the basis of the tender submitted, Atkins prepared an updated MS3 cost plan which showed that the project as specified would be £860k over budget.
- 2.1.2 A thorough internal lessons learned review has been undertaken to determine why the original cost is now not considered to be adequate. The detail of this is included in Appendix A. However, in summary the outline design stage was based on a lack of detailed information about the building, which resulted in an insufficient amount of money being placed within the budget to deal with risk. It was anticipated that a 5% contingency would cover the known risks at the time, however in practice this has not been the case.
- 2.1.3 In addition to the increase in building costs, the cost of the removal of equipment from the building is now also included in the total project cost. This is because under the transfer agreement, Strikes were entitled to leave any items in the property that they did not require. The decision to allow this to happen was taken in the context of securing terms with Strikes, which saw them remain in occupation whilst the Council pursued planning consent, saving the Council costs of holding the property, and managing the risk of not getting planning permission. It was also considered unreasonable to have asked Strikes to

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<sup>1</sup> CCC Design and Build Framework use milestones (MS) to track the RIBA stages 1-7.

re-instate the building, knowing we would then remove the equipment out as part of our development anyway.

- 2.1.5 The construction project team (including Atkins, LGSS Programme Manager and Coulson Building Group (appointed under a letter of intent)) have undertaken a thorough process of value engineering. This was carried out having undertaken ground investigation and structural surveys including the testing of the existing foul drainage pump. Furthermore, a review of the mechanical and electrical design was undertaken.
- 2.1.4 If the Council were to build to the £4.2M budget based on the original design brief, including locating the plant room on the ground floor, Cambridgeshire Archives would not have a compliant PD5454 rated building, as the 1:100 year flood risk, the 4 hour fire rating, and adequate storage space, cannot be achieved for this budget. Neither would it be able to accommodate its current holdings or have any growth space, due to the move to the ground floor of the entirety of the plant room; Cottenham Store would have to be retained at a cost of £58k per annum. The National Archives (TNA) would not approve the building for archives accreditation and Cambridgeshire would be the first UK public archive to be condemned by the TNA in this way. In summary, following this review the following tables set out the alternative options:

<b>Option 1: Redevelop the former bowling alley so that the minimum is done to achieve compliance with PD5454 for an archive store: cost £4.635M</b>	
<b>Cost Implications</b>	<p>Accept the following value engineering savings:</p> <ul style="list-style-type: none"> <li>• omit BREEAM<sup>2</sup> requirements -£80k</li> <li>• limited works to front entrance lobby - £32k</li> <li>• limited external works - £86k</li> <li>• alternative engineered design of the substructure and superstructure (that will deliver PD5454 compliance) -£160k</li> <li>• omit roof lights to search room and sprinkler system from registry room - £10k</li> <li>• limited works to public and office areas (potentially making them unusable at project end) - £57k</li> </ul> <p>Total construction cost saving - £425k</p> <p>Overall increase in budget of £435k</p>
<b>Advantages</b>	PD5454 compliant building; TNA accreditation may however not

<sup>2</sup> BREEAM – Construction Industry sustainability assessment method. Omitting the PV panel's from the building will result in an additional annual running cost of £1k per annum.

	<p>be possible, depending on the scale of the negative impact to office and public areas.</p> <p>Reduction in overall cost overrun, with a more limited impact on the budget and appearance of the building.</p>
<b>Disadvantages</b>	<p>If the BREEAM requirements were omitted there would be potential long term implications in terms of increased running and operation costs of the building.</p> <p>The loss of the external works and internal entrance lobby would be detrimental to the impact and appearance of the building, and reduce its potential for any other uses such as venue hire, activities and events.</p>
<b>Option 2 – Redevelop the former bowling alley so that the building is PD5454 compliant and fitted out to a suitable standard for public and staff: cost £4.820M</b>	
<b>Cost implications</b>	<p>Accept the following value engineering savings:</p> <ul style="list-style-type: none"> <li>omit BREEAM requirements -£80k</li> <li>alternative engineered design of the substructure and superstructure (that will deliver PD5454 compliance) -£160k</li> </ul> <p>Overall increase in budget of £620k</p>
<b>Advantages</b>	<p>Current site is made PD5454 compliant with TNA accreditation; project concludes satisfactorily</p> <p>Positive impact on appearance of the building.</p>
<b>Disadvantages</b>	<p>Cost implications</p> <p>Potential for increased running costs of the building without BREEAM and PV panels etc; less attractive building and possible associated reputational risk</p>
<b>Option 3 – Redevelop the former bowling alley so that the building is PD5454 compliant and also attractive, well fitted out and energy efficient, in line with the current projected cost of £5.060M</b>	
<b>Cost implications</b>	<p>Total construction exceeds authorised budget by £860K</p> <p>A total budget of £5.060m</p>

<b>Advantages</b>	<p>TNA compliant building</p> <p>Positive impact on appearance of the building</p> <p>Strong reputation</p> <p>No long term implications for the running and operation cost of the building, as BREEAM requirements will not be omitted</p>
<b>Disadvantages</b>	<p>Cost implications</p>

## 2.2 Funding

2.2.1 Based on option 3 (£860k), the funding options available are as follows:

- (a) Part fund using £300k of an Adult Learning reserve that is not now required and is available to be written off. This would increase the total borrowing by £560k, which would cost the authority an additional £36k per year (over 25 years) in debt charges. Members of H&CI Committee were supportive of this option.
- (b) Increase the total borrowing by £860k, which would cost £53k per year (over 25 years) in debt charges.

2.2.2 The use of the car park for pay and display, for Ely station users, is currently being considered as a potential revenue stream that could contribute towards the cost of additional borrowing. Officers from the County Council and East Cambridgeshire District Council are reviewing options, which are subject to a review of the planning conditions and consent from the freehold owner, which is East Cambridgeshire District Council. It is not anticipated that this will be a problem as a joint venture is being proposed with them for delivery of the pay and display car park.

## 3. PROGRAMME

Subject to approval from A&I, the following dates provide an indicative programme for the delivery of the Archives facility:

- D&B Contractor Formally Appointed – November 2016
- Final detailed design (MS4 Sign Off by CCC) – May 2017
- Contracts with the Contractor agreed and signed (MS5 Sign Off by CCC) – June 2017
- Construction phase<sup>3</sup> – July 2017 to May 2018
- Handover – May 2018

## 4. ALIGNMENT WITH CORPORATE PRIORITIES

### 4.1 Developing the local economy for the benefit of all

The principle of converting the former bowling alley building to archives accommodation for the county's Archive Service has already been agreed by Members of H&CI and GP

<sup>3</sup> The construction phase is based on option 3.

Committees. The following bullet points set out details of implications identified by officers for earlier reports to Members:

- Archive services draw visitors from a wide distance; around 50% of visitors come from beyond the county and some from overseas, so convenient access by public transport and to a range of other services is important.
- Studies have shown that archive users make an important contribution to the economy of the local area (using restaurants and local accommodation) and this is even more likely in an area that is attractive to tourists.
- Use at Huntingdonshire Archives and Local Studies has increased significantly since the services were combined in fit for purpose new accommodation in 2009; the same can be expected in Ely.

## **4.2 Helping people live healthy and independent lives**

The principle of converting the former bowling alley building to archives accommodation for the county's Archive Service has already been agreed by Members of H&CI and GP Committees. The following bullet points set out details of implications identified by officers for earlier reports to Members:

- Archives make an important contribution to achieving sustainable local communities. Archives help people to develop their personal identities and collective memories; they are used as tools to develop community identity, engagement and cohesion through a wider understanding of the history and values of others; they offer a way for citizens to "give back" to the wider community and to future generations of their own community, through the deposit of their own records and photographs, or through the cataloguing and indexing of other historical documents; and they act as a source of inspiration for new ideas and activities.
- Nationally some 99% of visitors agree that archives contribute to society by preserving written heritage and culture, and the same proportion strongly agree that archives strengthen family and community identity. [Source: National Council on Archives survey of visitors to British Archives 2006]

## **4.3 Supporting and protecting vulnerable people**

There are no significant implications for this priority.

# **5. SIGNIFICANT IMPLICATIONS**

## **5.1 Resource**

The significant resource implications are contained within the body of the report.

## **5.2 Statutory, Legal and Risk**

- 5.2.1 Local government archive services are subject to s.224 of the Local Government Act 1972 which states that principal authorities must make 'proper arrangements' for records in their ownership or custody. The nature of 'proper arrangements' was defined by Government guidance published in 2000, which describes proper arrangements for archives (historical records) as follows:

- Storage conditions should meet the requirements of BS 5454:2000.
- Provision should be made for the preservation needs of records and for active conservation work.
- Access arrangements for the public should be sufficient to 'satisfy normal demand'. Access should be constantly supervised by trained staff.
- All records open for inspection should be described in available finding aids which may be made accessible remotely by electronic means.
- Proper arrangements should include liaison with schools and other educational bodies 'so the educational potential of archives can be realised'.
- Staffing should be sufficient, in terms of numbers, qualifications and experience, to keep the records safe and make them available for public inspection.

5.2.2 The following points set out details of significant implications identified by officers:

- If the Council fails in its statutory duty, TNA can remove public records from the County Council's custody. 'Public records' in this context include records relating to hospitals, courts etc. TNA would charge the Council for the costs of removal, conservation and storage of these records, because the County Council would remain the body statutorily responsible for their preservation. The Council will still have a duty to provide appropriate accommodation for the rest of the records in its care.
- The removal by TNA of public records from Cambridgeshire Archives' custody would be a public declaration that the County Council is unfit to preserve archives. This removal would likely be followed by other major depositors withdrawing their collections as well, leading to the potential break-up of the archives service to the detriment of generations of researchers to come. Cambridgeshire would be the first UK public archive to break down in this way.

### **5.3 Equality and Diversity**

There are no significant implications. The building will be fully DDA compliant.

### **5.4 Engagement and Communications**

The fact that the new archives accommodation would be in Ely was made public in September 2014 and the identity of the specific building was announced publicly in March 2015. A Community Impact Assessment was carried out in May 2015, for an earlier iteration of the project which included a proposal to move the Cambridgeshire Collection from Cambridge Central Library and to house CFA teams in the archive centre building too. Archives officers have kept users up to date with progress, as much as they are able to, through the corporate website and through face to face time with individual users in the archive searchrooms. The Archives Manager has kept TNA briefed with progress (representatives from TNA visited the site and the building itself in May 2015). The service's main stakeholder groups are represented on the County Advisory Group for Archives and Local Studies, which meets infrequently, and the Archives Manager has reported on progress with the project, and discussed aspects of the design and layout, with this group.



The Archives Service has consulted regarding the changes to opening hours. No consultation on the wider principle of relocating to Ely was carried out. Details relating to the identification of the building and reasons for its selection are covered in section 2.1.2 of this report. H&CI Committee approved the principle of relocating the archive service to Ely on 23 September 2014.

## 5.5 Localism and Local Member

There are no significant implications. The planning application for Change of Use has been considered and endorsed by East Cambridgeshire Planning Committee Members.

## 5.6 Public Health

Archives contribute towards health through offering opportunities for individuals to contribute voluntarily towards important work in conservation, digitisation, cataloguing and indexing, thereby making individuals feel appreciated and valued. A National Council on Archives report into the value of volunteering in the archives sector found that the benefits for volunteers included: learning or improving new skills, including research, IT and practical skills; helping with a sense of belonging to a workplace; increasing the feeling of community identity; providing opportunities to socialise and meet new people; and improving confidence when looking for paid employment. (*Volunteering in Archives*, NCA 2009 <http://www.archives.org.uk/images/documents/volunteeringinarchivesfinal.pdf>) The work carried out by volunteers for Cambridgeshire Archives is of genuine benefit to the service, as their contribution enables records to be preserved, catalogued and digitised which otherwise would not be.

Community benefits are already summarised in section 3.2 above.

In addition, Cambridgeshire Archives also keeps historical records of some Cambridgeshire-based health organisations, in particular the archives of Fulbourn Hospital, Papworth Hospital and its predecessor the Papworth Tuberculosis Village Settlement. The archive of Papworth Village Settlement is regarded nationally as being significant for current medical research, and the archives service was awarded a grant some years ago from the Wellcome Trust to catalogue these records.

Implications	Officer Clearance
Have the resource implications been cleared by Finance?	Yes Name of Financial Officer: <b>David Parcell</b>
Has the impact on Statutory, Legal and Risk implications been cleared by LGSS Law?	Yes Name of Legal Officer: <b>Lynne Owen</b>
Are there any Equality and Diversity implications?	Yes Name of Officer: <b>Tamar Oviatt-Ham</b>
Have any engagement and communication implications been cleared	Yes Name of Officer: <b>Ed Strangeways</b>

by Communications?	
Are there any Localism and Local Member involvement issues?	Yes Name of Officer: <b><i>Paul Tadd</i></b>
Have any Public Health implications been cleared by Public Health	Yes Name of Officer: <b><i>Tess Campbell</i></b>

Source Documents	Location
HCI Committee Meeting minutes 6 October 2015	<a href="http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=12167">http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=12167</a>
General Purposes Committee meeting minutes, 25 October 2015	<a href="http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=12222">http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Agendaltem.aspx?agendaltemID=12222</a>