

**Cabinet 2 October 2017**

**Report title: Future options for Lambeth Archives**

**Wards:** All

**Portfolio:** Councillor Sonia Winifred, Cabinet Member for Equalities and Culture

**Report Authorised by:** Sue Foster, Strategic Director for Neighbourhoods and Growth

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### **Report summary**

While Lambeth is proud of its impressive archive collection, including collections of national significance as well as a range of local study material, the current provision at the Minet Library building has a number of limitations, and it is generally recognised that the present location for the borough archives, are not fit for purpose. To support its aspirations to develop an archives service fit for the 21st century in line with *Archives for the 21st Century in action* and The National Archives accreditation standards, the council commissioned an options appraisal to identify locations for the service that provide most benefit for the communities of Lambeth and visitors from outside the borough and that could deliver: sustainability in terms of revenue costs; security and preservation of records and space for new deposits. Following the completion of the options appraisal report, this report sets out the recommendations for the future location and the development of the service.

### **Finance summary**

There is £35,450 in funding available from the Co-operative Investment Fund that will be used to undertake further detailed work on the relocation of the service to 301 Kennington Lane, including developing the specifications and detailed plans. A further £90,000 will be allocated from the Community Infrastructure Levy to support the development of the scheme.

While the Archives Service remains at Minet, it is proposed to re-open the Minet Library as a self-service facility. In order to do this a £17,000 increase in the Libraries revenue budget will be required. There will also be some additional one off costs of approximately £15,000 to reconfigure the space and transport shelving. There is no budget for these costs so an increase to the libraries budget will have to be agreed if Recommendation 5 is not to result in an overspend.

### **Recommendations**

1. To agree that £90,000 be allocated from the Community Infrastructure Levy to develop a scheme to relocate the Lambeth Archives Service to 301 Kennington Lane as a standalone facility or as part of mixed use development on the site.
2. For the Libraries and Archives Service in consultation with key stakeholders, including representatives from the Lambeth Local History Forum, other council departments and the National Archives, to produce a business case and development strategy for the service.

3. To delegate authority to the Strategic Director Resources and the Strategic Director of Neighbourhoods and Growth in consultation with the Cabinet member for Equalities and Culture to identify the necessary capital and revenue budgets to deliver the implementation of the above.
4. To work with the local community to agree the principles for the future of the Minet Library site.
5. To delegate authority to the Strategic Director, Neighbourhoods and Growth to agree 1, 2 and 4 in consultation with the Cabinet member for Equalities and Culture.
6. To agree that whilst the Archives remains at the Minet Library that the library opens as a self-service resource facility with trained library support for a minimum of two hours a day from the Hub Library team in accordance with the proposal set out in paragraphs 2.47 and 2.48.

### **Reason for Exemption from Disclosure**

The attached part II report is exempt from disclosure by virtue of the following paragraphs of Schedule 12A to the Local Government Act 1972:

Paragraph 3: Information relating to the financial or business affairs of a particular person. (Including the authority holding that information).

## 1. Context

- 1.1 The Lambeth Archives is currently situated in the Minet Library building at 52 Knatchbull Road, London SE5 and has been based there since 1890. The Archives is open for 35 hours each week.
- 1.2 The collections comprise 60% archive holdings, which include items of national significance, and local studies material. It occupies just over one mile of linear shelving or approximately 600m<sup>2</sup>. Half of the local studies books are on open access in the search room. There is also film and oral history material, all digitised, and a small museum collection. Some 14,000 digitised images and copy images are available for purchase on the Landmark website ([www.landmark.lambeth.gov.uk](http://www.landmark.lambeth.gov.uk)).
- 1.3 Although the Archives Service is not a statutory service, it delivers a number of statutory requirements on behalf of the Council, including;
  - The Local Government Act (1972): this Act requires 'proper arrangements' for care of records that belong to or are in the custody of the Council; it offers guidance on Records Management and historical archives, their storage and access and the statutory requirement for local authority minutes to be publicly available for consultation.
  - The Public Libraries and Museums Act (1964) that requires library authorities to provide a 'comprehensive and efficient' service. Local studies material is included in the comprehensive element.
  - The Law of Property Act 1922, s144(7), the Law of Property Amendment Act 1924 and the Manorial Document Rules 1959 covers the retention of Manorial Records. Lambeth Archives has been designated by the Master of the Rolls as a repository approved for the custody of manorial records. It holds a large number of local manorial records, which are governed and protected by this legislation.
  - More recently the Data Protection and the Freedom of Information (FoI) Acts have further shaped local authority statutory requirements in maintaining their archives and give citizens a statutory right of access to information, subject to certain conditions and exemptions.
- 1.4 The Archives Service occupies approximately 600m<sup>2</sup> of the Minet Library building. Other than the search room itself, there are no other facilities for visitors; the service has poor access to public toilets and no common room facilities; there is no exhibition or education space, no conservation studio or document quarantine area. The spaces used for archive storage are not fit for purpose and do not meet recent archival standards.
- 1.5 The collections are currently accessed largely via printed lists and card catalogues and there is no detailed online catalogue, only the broad collection listings on The National Archives Discovery webpages, the Landmark website and the Lambeth Library catalogue.
- 1.6 There is also no provision for digital preservation – especially important as all modern council records are now created in digital form and should be preserved digitally.
- 1.7 Audience use data shows that use by the public is comparatively lower than comparator London archive services, though the holdings are larger. In 2015/16 there were 1,351 visits to Lambeth Archives. Data collected on 578 of these visitors showed that:
  - Over half the number of these visitors (52.9%) were Lambeth residents, with a further 27.5% from the remainder of south London. 9.7% came from north London or adjacent areas, 5.2% from south east England, 2.4% from the rest of the UK and 1.6% from other countries, with the remainder providing postcodes which could not be identified.

- Of those visitors who were Lambeth residents, 53.9% lived in two postal districts – SE5 and SW9. This means that over a quarter of the visitors to Lambeth archives live within a mile and a half of the building.

These figures suggest that the relative inaccessibility of the site from many parts of Lambeth is a barrier to access.

- 1.7 The average number of visits to archives for 10 comparable local authorities for the same period was almost 1,922 visits, 1,510 documents were produced for the public in Lambeth, against an average of 1,646. There were 1,623 enquiries against an average of 2,334.
- 1.8 In October 2015, as part of the Culture 2020 programme, cabinet approved a recommendation to undertake an options appraisal on the future of the borough Archives. In May 2016, consultants were commissioned to undertake this appraisal. The brief for the work included:
  - To scope and identify possible locations in Brixton, as well as other possible locations in the borough, such as Waterloo/Southbank, Vauxhall or West Norwood, assessing the merits of the different locations such as transport links, capital costs, available space or regeneration of an area.
  - To consider shared use with another heritage institution, local HE organisations, Universities, other boroughs or other mixed use of building. Any shared usage should be with a compatible body and ensure that revenue funding is secure to ensure sustainability.
  - To assess the suitability to use off-site storage that meets the requirements of PD5454 and is compatible with archive service accreditation.

The options considered were also expected to:

- Be affordable both in terms of the capital and revenue required of the council to maintain both the service and facilities.
  - Improve accessibility
  - Look at new technologies and address preservation and storage of current digital and born-digital records
  - Maximise income generation
  - Provide a destination where people can access the service, discover and learn about local identity and heritage
  - Meet the necessary standards for archive storage
  - Be of sufficient capacity to house the existing collection and its projected expansion
- 1.9 An options appraisal was commissioned by Lambeth Council and carried out by Creative Cultures, an organisation that has considerable experience in the management and development of archive services locally and nationally, including service relocation and improvement. The report drew on the organisation's knowledge and experience of the archives sector and, the knowledge and understanding of Lambeth Archives' staff and stakeholders. Creative Cultures, produced their report in February 2017. This cabinet report presents an overview of the appraisal and the options considered. It includes recommendations on the preferred location to be progressed and the future of the service.

## 2. Proposal and Reasons

### The vision for the service

2.1 The council's vision for the Lambeth Archives is to develop an archives service fit for the 21st century, in line with national standards. An archive that continues to build on the Minet family's original legacy and which:

- Provides a more accessible community building for local people and visitors alike
- Provides improved access and exhibition space for the archive and museum collections
- Provides a destination and educational space for all citizens to discover and learn about our local identity and heritage
- Provides facilities for increasing the work we do with our community and partners
- Explores ways to generate more revenue from the specialist services we provide
- Meets the needs of present and future generations by providing storage space compliant with current standards and is of sufficient capacity to continue to collect the records of Lambeth and its people, both past and present and
- Meets the challenge of storing and accessing digital records

2.2 There are two primary and complementary functions of an archive:

1. To meet the needs of the archives themselves:

- to store archival material in conditions which will ensure their permanent survival in a secure environment
- to provide both active and passive conservation of that material
- to have sufficient capacity to acquire material as it becomes available in the future

2. To meet the needs of researchers:

- to make the archives available for researchers either physically or through digital or other surrogates
- to provide adequate access to original material at suitable times and online access to digitised material at all times
- to have facilities to support researchers and to engage with residents and which are adequate to meet customer demand
- to be located in a place which is easily accessible for customers

Summarised, the ideal space requirements for the Archives would be:

Type of space	Space includes	Minimum area (sq. m)	Ideal area (sq. m)
Lambeth Archives sole use, public access	<ul style="list-style-type: none"> <li>• Search room and library</li> <li>• Locker space for customers</li> </ul>	90	90
Lambeth Archives sole use Secure	<ul style="list-style-type: none"> <li>• Archive physical document &amp; book store</li> <li>• Digital storage</li> <li>• Quarantine store</li> <li>• Space for passive conservation</li> <li>• Plant room</li> </ul>	545	720

Type of space	Space includes	Minimum area (sq. m)	Ideal area (sq. m)
Lambeth Archives sole use Semi-secure	<ul style="list-style-type: none"> <li>Staff workspace and immediate storage</li> <li>Scanning/printing</li> </ul>	99	99
Potential for shared space with co-located services	<ul style="list-style-type: none"> <li>Teaching/meeting space</li> <li>Customer rest room/common room</li> <li>Public toilets</li> <li>Staffroom and toilets</li> </ul>	45	165
<b>Total (all space)</b>		779	1074
<b>Total space required if co-located</b>		734	909

### Exploring the options for the Archives

- 2.3 As well as exploring potential locations for the service, the consultants also looked at the potential for co-location and a split site approach.

#### Co-location with another Archive

- 2.4 Co-location with another archives service can be an effective way of limiting both capital and revenue costs through economies of scale. Although a number of authorities and institutions were approached, the response rate was low and only a small number of potential partnerships were investigated in detail. These included:

- Black Cultural Archives: It was agreed however that the remits of these two archives are too distinct; BCA being national and thematic and Lambeth being local and geographically focused. Merging the two physically would confuse their identities although there could be potential to share storage and other facilities if required.
- London Borough of Southwark: In 2016, Southwark considered the relocation of its archives to a joint facility with the Cuming Museum. This project is on hold at present, and it is unlikely that any co-location with Lambeth could be considered until a final decision on working with the museum is made.
- Lambeth Palace Library and Archives: Lambeth Palace has recently gained planning permission to build a new library and records office within the Palace complex to improve access to its archives and storage of the collections. Discussions were held with the Palace authorities in 2014. It was decided however that there was no scope for co-location. There is already some cooperation in the development of exhibitions and the promotion of archives.

#### Split site

- 2.5 Several approaches to split site locations were explored, including offsite storage at the London Metropolitan Archives or deep storage at Upper Heyford in Oxfordshire. It was determined that this option is better for those records that will never be required for production to the public but must be retained in physical form; generally archive material that has been digitised or for which a surrogate copy is available, or records that are likely to be accessed only infrequently or are closed to the public for a considerable time. An analysis of the current collection indicates there are some 57.5 cubic metres (373 linear metres of archive boxes) that could be stored offsite immediately. The indicative costs for this storage is outlined below:

Offsite storage options	Unit costs	Total costs for 57.5 cubic metres
London Metropolitan Archives	£39 per linear metre / year	£14,577 pa
NCS Upper Heyford	£79 per cubic metre / year	£4,542 pa

2.6 There are a number of implications that need to be factored in when considering a split site approach for the Lambeth Archives service, especially if all or the majority of the archive collections are stored away from the public service building:

- As there is no detailed online catalogue at present except for The National Archives Discovery listing, customers could only order documents after arrival on site – there would only be direct access to documents for which surrogates exist. So Lambeth Archives would be obliged to introduce a mandatory appointment system for all those using archives
- Few records are digitised at present and there would be high costs in digitising sufficient records to provide access to the collections
- Document production times for any records for which no surrogate exists would have to be specified and limited – another barrier to access
- Sufficient staff would have to be present to provide invigilation services to allow document production to take place
- The external store would have to be constructed to meet the environmental range laid down in PD5454 and with 24 hour monitored security. Attendance by staff in response to any incident would have to take priority over maintaining the public service – so staffing levels during opening hours would have to be at least three staff members – or more.
- There would be additional costs involved in document transportation, and limits during periods of bad weather unless both the store building and the public building included under-cover vehicle unloading space
- Increased risk to security and preservation of documents from transportation
- The preservation risk and the additional pressure on staffing could also be mitigated if some of the archival material were stored at the point of production. The most popular material with the public would be selected for storage near to the public facilities thus reducing the amount of material transported.
- Costs to maintain separate buildings would be likely to be greater than for a single site

In practical terms for a split site to work, ideally a significant proportion of the most popular material would need to be stored at the point of production, or in a separate storage facility in the immediate vicinity of the public facilities.

### **Review of potential locations**

2.7 Over 40 potential sites from across the borough were put forward for consideration as a possible location for the Archives Service. These were assessed and shortlisted by the consultants using location, tenure, size, alternative proposals and potential complexity of any conversion as the criteria.

2.8 Locations that were considered and rejected include:

- The new community spaces at the Shell Centre and Elizabeth House in Waterloo, Kennington Old Town Hall; prohibitive due to cost
- The new Lambeth Town Hall basement and Ivor House; the plans for which were too far advanced to incorporate the Archives.
- Olive Morris House and Carnegie Library; both explored in detail and were visited by the consultants to explore their potential. Carnegie Library was rejected due to location and Olive Morris House due to size.

2.9 Six locations were identified and shortlisted for exploration in more detail. For each of these options, the consultants assessed:

- The suitability of the site to accommodate the archives
- The ease of access for those travelling from other parts of Lambeth and beyond
- The staffing requirements
- Capital and, revenue costs

2.10 The locations assessed were as follows:

- Minet Library – in its current form, the site is not large enough to cope with future storage requirements, and the building does not meet national standards. However, if the building were to be refurbished or demolished and replaced, with the archives taking up more space, then the spatial requirements could be met. The location of the building, however, is far less suitable than some other sites considered and the Archives is never likely to be sufficient of a visitor attraction to merit a case being made to improve the local bus service. Refurbishing or developing the building would also necessitate moving the archives twice which increases costs and also poses an additional risk to the damage or loss of collections through transportation and temporary storage.
- The Keybridge development in South Lambeth Road offered two permutations which could both accommodate archives. The site is highly accessible by public transport. However, revenue costs are likely to be considerably higher than the current archives budget. Since the completion of the options appraisal report the basement option at Keybridge has been withdrawn as an option by the developer.
- The Ovalhouse development in Somerleyton Road could house Lambeth archives either solely within the Ovalhouse building or within Ovalhouse and the adjacent Carlton Mansions. The location is highly accessible by public transport. However, revenue costs, are very high.
- The Oval Gas Works site is undergoing regeneration and plans are still being developed. It is possible that the site would be a good location for Lambeth Archives as it is well connected by public transport. However, without more detail it is impossible at the present time to make an accurate estimate of costs or indeed the suitability of the site.
- The Redfearn Centre in Kennington Lane (currently the temporary home for the Lambeth Register Office) has the potential to be used as part of a split site arrangement in conjunction with a purpose built facility at 301 Kennington Lane. In this context, three permutations would allow the accommodation of the archives. Two of these would involve a proportion of the service being located in each building, whilst the third would see the entire service located in a purpose built facility. The site is well located.
- The area leased by Lambeth in the NHS Centre at Gracefield Gardens was also assessed. The site is not suitable as a long-term home for the archives, but could be a temporary home during construction or refurbishment of another site, if required.

2.11 Of the sites reviewed in more detail, the top locations identified by the consultants were as follows:

- A single site archive in Kennington Lane
- A single site archive in Ovalhouse
- A connected site archive in Ovalhouse and Carlton Mansions
- A single site archive in the Keybridge development.

### **Preferred options**

2.12 Two of the locations identified in the top four suitable locations for the archive are within the gift of Lambeth to deliver. These are outlined below:



### **The Redfearn Centre and 301 Kennington Lane**

- 2.13 The Redfearn Centre is the ground floor of a three storey building currently used by the Lambeth Register Office, but due to become vacant by 2018, when the Registrar Service relocates to the Town Hall. The centre has its own entrance from the road and is adjacent to the Lilian Baylis Technology School. The useable floor area is about 405m<sup>2</sup>.
- 2.14 The site is in the north of the borough, meaning that public transport travel times from the south are lengthy. However, the proximity to Vauxhall rail, tube and bus stations, Oval tube and its location on a major bus route mitigate this.
- 2.15 This site is not big enough by itself but could be explored as an option as part of a split site arrangement in conjunction with a purpose built facility at 301 Kennington Lane.
- 2.16 301 Kennington Lane is a two storey office building that Lambeth has recently acquired. It is located on the same side of the road as the Redfearn Centre about 45m away with a side street (Oval Way) in between. The current internal area of each floor is 288sqm and the current building occupies most of the site footprint. Based on an analysis of both the minimum and ideal space requirements for the Archives, it is estimated that the service would need to occupy between 2-4 floors of any new build development on this site. This site could therefore provide a single site option in principle, subject to more detailed feasibility work.
- 2.17 The Options Appraisal considered three options for these two sites:
- Option A: To locate all the public functions and most staff functions in the Redfearn Centre and to store all of the archives in a purpose built facility at 301 Kennington Lane.
  - Option B: To locate all public and most staff functions together with some archival storage in the purpose built facility at 301 Kennington Lane and the remainder of the storage in the Redfearn Centre.
  - Option C: To locate the entire service solely in a purpose built facility at 301 Kennington Lane.
- 2.18 The capital costs of a single site archive located in a purpose built facility (option C) are somewhat less than a split site solution. For the two split site solutions, option A is the less expensive; however, option B has the advantage that a greater degree of preservation of the archives is ensured by locating the most popular material at point of production, and therefore limiting the amount of transfer between the two buildings.
- 2.19 Further work will be required to firm up the costs associated with this location, which will be done as part of the next phase of detailed options work.
- 2.20 Ongoing revenue costs are anticipated to be the lowest for option C as providing a service in a single location is more efficient than in a split site. Higher costs could be incurred in option A due to the pressure on staffing in additional production times resulting from the archival material being stored in a separate building. Option B does not require enhanced staffing but there are greater revenue costs incurred on utilities and maintenance due to the provision of two sets of plant, one for each building.

### **Somerleyton Road development: Ovalhouse and Carlton Mansions**

- 2.21 Ovalhouse is part of the Somerleyton Road project, an element of the Future Brixton regeneration programme. The project includes the building of more than 300 affordable homes, a children's centre and nursery, care homes and community space.

2.22 Ovalhouse is near Brixton town centre, within easy reach of the tube and railway station and has some street parking. Public transport links are good and the site is easily accessible from outside the borough. The building is adjacent to Coldharbour Lane and is close to the Black Cultural Archives. Co-location with another cultural organisation could be a good fit for both – and offer the prospect of regular collaboration between Ovalhouse Theatre and Lambeth Archives.

2.23 Ovalhouse will be located opposite the entrance to Brixton Village. The new facility will include a fully accessible theatre with rehearsal rooms and creative workspace over four floors and a basement. The main user for Ovalhouse is the Ovalhouse Theatre, but space has also been designated for community and commercial use. Adjacent to Ovalhouse is Carlton Mansions, an Edwardian block which is due to be converted into creative spaces in conjunction with Ovalhouse.

#### Capacity

There are two potential schemes which could see Lambeth Archives located at Ovalhouse:

- Option A: To site the archival storage in the basement of the building and the staff and public accommodation on the third and fourth floors.
- Option B: To site the archival storage in the basement of Ovalhouse and the public and staff facilities located on the top two floors of Carlton Mansions.

2.24 Initial estimates suggest that the revenue costs for this site would be significantly higher than other options.

#### **Recommendations:**

2.25 Following a review of the options and feedback received from key stakeholders, this report recommends that work is undertaken to explore in more detail the potential to relocate the Lambeth Archives Service to 301 Kennington Lane. In order to maximise the potential of the site, we recommend that work is undertaken to look at the following options:

1. As a standalone archive at a redeveloped 301 Kennington Lane
2. As part of a mixed use development at a redeveloped 301 Kennington Lane

2.26 This review should also provide clarity about timescales for delivery of these options.

2.27 The review will also need to look at whether any interim works are required at Minet during the development of a longer term option on the Kennington Lane site.

2.28 This report also recommends that Libraries and Archives Service work with key stakeholders, including representatives from the Lambeth Local History Forum, other council departments and the National Archives, to produce a business case and development strategy for the service. This strategy should look at the role of the Archives Service and set out whether there is a need to expand and grow the service beyond the current footprint. It should also look at approaches to digitisation and storage of born-digital data, explore options for increasing the visibility and accessibility of the service through partnership, the development of more education and outreach activities and explore new ways of generating income. Some of the areas that need to be looked at within the strategy include:

#### Lambeth's Information Strategy:

2.29 The Archives Service needs to take a more active role in the development of an information strategy for the borough, to assess and identify records that should be kept for permanent preservation as the Council moves towards a more paperless working environment and to promote their role as the record keepers for the Council.

### Online access:

2.30 In terms of online access to the collection:

- Lambeth Archives has created a useful online image resource through the Lambeth Landmark webpages;
- The local history library books are available online as part of the Lambeth Libraries catalogue;
- There are some Lambeth resources available via the Ideal Homes website (on the history of suburban development in south east London); and
- 75% of the archive catalogues are available online via The National Archives Discovery webpages, but only providing a top level description of holdings.

2.31 The Archives Service however lacks a comprehensive, detailed online catalogue that can provide a federated search of all the local studies and archive collections it holds. As part of the future development of the service, the online presence needs to be improved. Work on this needs to form part of a development strategy for the Archives which looks at opportunities to generate income and to market and promote the service to increase its visibility as the record keeper for the council.

2.32 A fully functioning and integrated online catalogue should also be a priority, possibly engaging with the London Archives Partnership online catalogue as this scheme has made some progress with neighbouring boroughs involved, but considering all other potential options.

2.33 Online access should also form part of an audience development strategy, or a wider set of goals and objectives for the Archives, building on the vision statement and translating into an action plan for service development.

### Digitisation and born digital records:

2.34 Lambeth Archives needs to be seen as a vital component of Lambeth's Information Governance Framework and have the capacity and support to:

- Contribute to the management of council records in whatever format throughout their life through inputting to guidance of the management of records throughout their life cycle
- Contribute to creating and maintaining metadata standards for records to facilitate assessment and the transfer of any selected for permanent preservation
- Develop the expertise and experience to advise on digital preservation of records through training and participation in appropriate London or national initiatives on digital preservation
- Contribute to the selection of appropriate software for digital preservation by Lambeth Council
- Take an active stance to the collection of born-digital records that come within the terms of Lambeth Archives' collection policy worthy of permanent preservation from council departments, external organisations and individuals
- Receive the support from Lambeth Council's ICT to store permanently-preserved born-digital records, born-digital records taken in from external organisations or individuals that fall within the remit of Lambeth Archives' collection policy and surrogate digital records created by the Archives service.
- Contribute to council-wide training in document management.

2.35 Going forward, there is the potential to increase access to the collections by developing more online resources through the creation of digital surrogates of records.

2.36 The commercial family history providers continue to look for popular records for digitisation. Current initiatives include expansion of the British Library – FindMyPast project to digitise UK electoral registers and there may be an opportunity for Lambeth Archives for records beyond the 1932 British Library cut-off date or to augment any gaps in the records.

2.37 Digitisation of original archive material does not solve the problem of storage space as the original records still have to be preserved. There are relatively high upfront cost in terms of staff time,

equipment and expertise, as well as the additional ongoing costs of digital storage, access and long-term digital preservation.

2.38 The council could also consider off-site storage for classes of records that have little public usage.

Income generation:

2.39 The opportunities for generating income from an archives service are relatively small.

2.40 The service has a publications scheme, producing and selling its own publications, postcards and maps, as well as others relating to the local area. Images are currently available to buy online via the Lambeth Landmark pages. Potentially more income could be raised by digitising popular parts of collections.

2.41 If the new location includes enough storage space for expansion, space that is not yet filled could be hired out to other archives for storage. There is a clear market for this in London at a reasonable rate, not only from other boroughs but also from private archives, trusts and businesses.

Partnership and joint working:

2.42 As part of the development strategy, consideration should be given to increasing the capacity of the Archives through more volunteering and sharing of resources. For example sharing educational staff with the Black Cultural Archives or with other local authorities could be explored. Shared catalogues and joint storage arrangements could also be considered.

2.43 Consideration could also be given to applying for more external funding for digitisation and development projects, preferably in partnership with other boroughs and organisations.

**The Minet Library Building**

2.44 The Culture 2020 Cabinet Report, agreed in October 2015, set out a number of options for the Minet Library site which included the provision of a Neighbourhood Library Service and a Healthy Living Centre and that the redevelopment option for the future of the site be pursued by 2020.

2.45 Following a number of discussions, the provision of a Healthy Living Centre is not being pursued at this time. As part of the next stage of works this report recommends that the council works with the community to help shape the thinking for the future of the Minet site.

2.46 Pending further discussions on the future of the site and the development of detailed plans for the relocation of the archives, the existing Archive Service will continue to be delivered from Minet.

2.47 It is proposed, that while the Archives remains at 52 Knatchbull Road, the library opens as a self-service facility with trained library staff support for a minimum of two hours a day from the Hubs Library team. The library will occupy half the footprint of the original library. The remaining half of the original library footprint will be occupied by the Home Visit Library, whose staff, alongside the Archives staff, will be able to monitor use of the library, when the Hubs Library team are not present.

2.48 The library would be open for the same hours as the Archives: Monday 1pm-8pm, Tuesday 10am-6pm, Wednesday closed, Thursday 10am-6pm, Friday 10am-1pm, Saturday 9am-5pm. Activities delivered would include a weekly Under 5s group and a monthly Reading Group, as well as other library activities, such as the Summer Reading Scheme or digital support. This service, if agreed, would commence from November 2017.

2.49 The premises costs for the Minet building are currently £50,000, two thirds of this are covered by the Archives budget, reflecting the space they occupy. The remaining £17,000 will require an increase

in the Libraries budget. These additional costs have been incurred as we are not moving to the revised delivery model for the service as set out in the Culture 2020 report. The revenue for staffing, stock and library service support will be met from existing library budgets as planned and in place for the Hub Libraries' provision. There would be some initial costs in reconfiguring the space and transporting shelving of approximately £15,000.

### **3. Finance**

- 3.1 This report recommends that detailed work be undertaken to develop a scheme to relocate the Lambeth Archives Service to 301 Kennington Lane.
- 3.2 There is £35,452 in funding available from the Co-operative Investment Fund reserve that could be used to undertake detailed work on the relocation of the service, including developing the specifications and detailed plans. It is proposed that a further £90,000 be allocated from the Community Infrastructure Levy to support the development of the scheme.
- 3.3 This report also recommends that the library opens as a self-service resource facility with trained library support for a minimum of two hours a day from the Hub Library team. In order to do this a £17,000 increase in the Libraries revenue budget will be required. There will also be some additional one off costs of approximately £15,000 to reconfigure the space and transport shelving. There is no budget for these costs so an increase to the libraries budget will have to be agreed if Recommendation 5 is not to result in an overspend.

### **4. Legal and Democracy**

- 4.1 Section 224 Local Government Act 1972 requires Local Authorities to make arrangement for the custody of documents

Subsection [(1)] states:

'Without prejudice to the powers of the *custos rotulorum* to give directions as to the documents of any county, a principal council shall make proper arrangements with respect to any documents which belong to or are in the custody of the council or any of their officers.'

The proposals in this report are compliant with this proposal.

- 4.2 Any further work to be undertaken by the Council may need to comply with the Council's procurement rules and Contract Standing Orders in the case where third parties are engaged to assist with the Archive options.
- 4.3 The Council must also have due regard to any potential equalities issues which may arise as a result of its final decision in accordance with section 149 of the Equality Act 2010.
- 4.4 Specific legal advice will be provided as the project progresses through to a final decision.
- 4.5 This proposed key decision was entered in the Forward Plan on 13 April 2017 and the necessary 28 clear days' notice has been given. The report will be published for five clear days before the decision is considered by Cabinet. Should it be approved, a further period of five clear days, the call-in period, must then elapse before the decision becomes effective. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.

## **5. Consultation and co-production**

- 5.1 The Lambeth Local History Forum and the National Archives have been involved in the development of this options appraisal and had the opportunity to feed into the tender brief and selection process for the consultants.
- 5.2 From May to August 2016, Creative Cultures carried out a number of meetings with local groups and individuals, including the Lambeth Local History Forum, the Friends of Minet Library, the Black Cultural Archives, the Archives staff, senior officers, ward councillors and the Leader of Lambeth Council. An online survey was produced and publicised through the Lambeth Archives and Libraries networks, through the Lambeth Local History Forum, and was featured in the Heritage Festival brochure. Paper copies were also printed and handed out at the Lambeth Country Show. Questions varied according to the audiences but generally related to the current service, suggestions for improvement and development, access to the collections and location. 180 responses were received.
- 5.3 Extending opening hours was the top reason to make people more likely to use the Archives, with more online information second. 34% cited the need for a more accessible location. More online information and content were the most popular ways that the service could improve. When it came to preferable locations, the majority wanted the archives to stay at Minet Library. However, analysis of the data showed that 65% of the respondents lived in the areas close to Minet Library so this preference may reflect the views of local residents. Of those respondents who did not live close to Minet Library, there was no consensus of opinion; although Brixton was mentioned frequently, individual responses tended to include suggestions for a number of locations.
- 5.4 The findings of the options appraisal report were presented to key stakeholders, including Archives staff and members of the Lambeth Local History Forum at a meeting on the 24 July. Copies of the report were then circulated to local history societies and other interested parties following the meeting, with a deadline of 18 August for feedback. 32 responses were received in total commenting on all aspects of the report, including preferred locations and areas for focus and development. Respondents also commented on the quality of the report, seeing this as a thoughtful and thorough piece of work produced by knowledgeable and well-respected archive experts. They also endorsed the quality of the Archives Service and the staff and recognised the need to develop better access to collections, including education and outreach. There was some difference of opinion on preferred locations, however the majority consensus was for a single site archive in a purpose built facility on Kennington Lane.

## **6. Risk management**

- 6.1 There are a number of risks associated with this project:
- No capital funding for the redevelopment of the 301 Kennington Lane site has been allocated to this project at this stage. This will be identified as part of the next phase of work. The consultants have provided estimated capital costs for each of the six assessed locations, however these are indicative only and are likely to increase with time and further exploration.
  - The planning and construction programme for a new solely built facility could last around four years. This would have consequences for moving the archives out of the Minet library building, however, while taking longer, will increase the scope for community engagement and consultation on the future use of the site.
  - As not all of the storage at the Minet Library meets national standards, there is a long term risk to the preservation of the archives if a long term solution is not taken forward.

- The current revenue budget is £190k per year and the majority of this is spent on staffing. The premises element of the budget is currently very small. An uplift in revenue costs may need to be considered, along with potential for income generation or a reduction in spatial requirements.

6.2 All of the above risks have been considered when making the recommendation for the preferred option for the new location of the Archives Service to 301 Kennington Lane. This site is owned by the council so represents the best opportunity to be able to plan the relocation of the service effectively, subject to planning considerations. The estimated revenue costs provided by Creative Cultures for this site also presents one of the better revenue expenditure models for the service when compared with other locations.

## 7. Equalities impact assessment

7.1 An equalities impact assessment has been undertaken and is attached to this report.

## 8. Community safety

8.1 As part of the proposed next stage of work, consideration will be given to designing out crime principals and to staff safety and security if a mixed use development option is pursued. An improved premises, offering improved facilities, may also have some beneficial consequences for crime and disorder in the borough given the potential to provide more positive activities that may deter people away from criminal activity and provide beneficial outcomes for community safety.

## 9. Organisational implications

### 9.1 Environmental

Environmental concerns will also need to be considered when relocating the archives, both in the design of the building and when ensuring the necessary climate control conditions are in place for archival storage. A new plant will also be more energy efficient. The practicalities of moving the archives from one location to another will also need to be thought through.

### 9.2 Staffing and accommodation

The current archives establishment is 3.5 full time equivalent staff. There are no conservation or specific education/learning posts. Relocation of the archives will necessitate a move of staff and consideration will need to be given to a review of revenue budgets.

### 9.3 Procurement

None

### 9.4 Health

An improved premises offering improved facilities, for exhibition, education and learning, may also provide more opportunities for developing positive activities and help promote health and wellbeing.

## 10. Timetable for implementation

10.1 The proposed timetable for implementing these recommendations is outlined in the table below:

Activity	Date
Cabinet agree recommendations	2 October 2017
Self-service library facility opens	November 2017

Library and Archives Service produces business case and development strategy for the service	June 2018
Plans developed for the site at 301 Kennington Lane	December 2018
New archive opens at 301 Kennington Lane, subject to planning consent.	March 2022



<b>Audit Trail</b>				
<b>Consultation</b>				
<b>Name/Position</b>	<b>Lambeth directorate/department or partner</b>	<b>Date Sent</b>	<b>Date Received</b>	<b>Comments in para:</b>
Councillor Sonia Winifred	Cabinet Member for Equalities and Culture	24.08.17	11.09.17	
Sue Foster	Strategic Director for Neighbourhoods and Growth	24.08.17	06.09.17	
Derek Roopnarine, Finance	Corporate Resources	24.08.17	07.09.17	3
Paul Badiani, Finance	Corporate Resources	19.09.17	20.09.17	3
Alison McKane, Legal Services	Corporate Resources	29.08.17	29.08.17	Throughout
Andrew Pavlou, Legal Services	Corporate Resources	24.08.17	01.09.17	4.1 to 4.4
Henry Langford Democratic Services	Corporate Resources	24.08.17	30.08.17	4.5 and Throughout
Cathy Twist	Director of Education, Learning and Skills	24.08.17	01.09.17	
Sandra Roebuck	Programme Director: Strategic & Neighbourhood Delivery, Investment & Growth	24.08.17	19.09.17	
Catherine Carpenter	Delivery Lead: Planning, Strategy and Policy, Planning, Transport & Development	20.09.17	20.09.17	Throughout
Sophie Linton	Head of Valuation and Strategic Property	24.08.17		
Doug Perry	Assistant Director Environment	24.08.17		
Donna Wiggins	Head of Sports and Leisure	22.08.17	23.08.17	Throughout
Susanna Barnes	Head of Libraries and Archives	24.08.17	04.09.17	Throughout

<b>Report History</b>	
<b>Original discussion with Cabinet Member</b>	28.04.17
<b>Report deadline</b>	N/A
<b>Date final report sent</b>	N/A
<b>Part II Exempt from Disclosure/confidential accompanying report?</b>	Yes
<b>Key decision report</b>	Yes
<b>Date first appeared on forward plan</b>	14.04.17
<b>Key decision reasons</b>	3. Meets community impact test
<b>Background information</b>	<a href="#">Culture 2020 Cabinet report (87/15-16)</a>
<b>Appendices</b>	Appendix A – Lambeth Archives Options Appraisal Report Appendix B – Equality Impact Assessment Appendix C – Feedback received on the Archives Options Appraisal Report