

**Decision Maker:** Executive

**Date:** 11th January 2017

**Decision Type:** Non-Urgent Executive Key

**Title:** UPDATE: BIGGIN HILL MEMORIAL MUSEUM

**Contact Officer:** Lydia Lee, Head of Culture  
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**Chief Officer:** Executive Director of Environment & Community Services

**Ward:** Biggin Hill;

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1. Reason for report

- 1.1 Officers were asked to return to the Executive to report on the outcomes of the funding applications.
- 1.2 This report provides a project update and seeks approval from Members to proceed with the development of the project prior to final grant decisions.

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2. **RECOMMENDATION(S)**

**That Members –**

- 2.1 **Note that the Heritage Lottery Fund (HLF) awarded a first stage pass for a grant of almost £2m and therefore the capital scheme is being developed to RIBA Stage 4, and a planning application for the Biggin Hill Memorial Museum scheme will be submitted in February 2017.**
- 2.2 **Note that the second £1m funding application to the Treasury was successful and that the monies will be received by the Council in early 2017.**
- 2.3 **Agree to underwrite the difference of £54k from S106 monies if Taylor Wimpey decide to deliver their scheme set out in planning application 16/02685 rather than planning application 15/00508. In the event that this sum is required it can be met from the Council's 2016/17 Central Contingency.**
- 2.4 **Approve the continued development of the project, namely publication of the works tender, following the submission of the second stage HLF grant application in February, prior to the final funding decision being known in June 2017.**

## Impact on Vulnerable Adults and Children

1. Summary of Impact: The Biggin Hill Memorial Museum will be a new cultural destination within the borough that is easy for Bromley's vulnerable adults and children to access. The activity plan being developed, a requirement of the HLF application, identifies young people as a target audience, and will provide opportunities for free access and engagement.
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## Corporate Policy

1. Policy Status: Not Applicable
  2. BBB Priority: Regeneration
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## Financial

1. Cost of proposal: Estimated Cost £54k
  2. Ongoing costs: Non-Recurring Cost
  3. Budget head/performance centre: Capital Programme
  4. Total current budget for this head: £420k
  5. Source of funding: Underspend from 2015/16 Central Contingency, Treasury Grant, contribution from BHMM Trust and 2016/17 Central Contingency.
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## Personnel

1. Number of staff (current and additional): 1 FTE
  2. If from existing staff resources, number of staff hours:
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## Legal

1. Legal Requirement: None
  2. Call-in: Applicable
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## Procurement

1. Summary of Procurement Implications: The architects and exhibition design consultants have been appointed through a competitive process in line with the Council's CPRs. The works contract will also be procured through a competitive process using the ProContract/Due North system. The HLF requires all works and consultancy services over £5k to be competitively tendered.
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## Customer Impact

1. Estimated number of users/beneficiaries (current and projected): The Chapel received an estimated 10,000 visitors per annum. Through the delivery of this project it is projected that visitor numbers will increase to 25,000 per annum.
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## Ward Councillor Views

1. Have Ward Councillors been asked for comments? Yes
2. Summary of Ward Councillors comments: The scheme is supported by the Ward Councillors. Cllr Stevens is delighted that the scheme has favourably been received and that all funding streams appear to be forthcoming. I fully endorse the content of the report and would also like other members to do so so that Officers may continue with their hard work in bringing this project to fruition. Cllr Benington is a Trustee of the Biggin Hill Memorial Museum Trust.

### 3. COMMENTARY

- 3.1. The background to this project is described in the report DRR15/101 that was considered by the Executive on the 2 December 2015. In summary there has been an aspiration to build a museum at Biggin Hill for over thirty years. Following the threat to the closure of St George's Chapel of Remembrance the Council took the lead on developing a project to bring the Chapel and museum together, creating a sustainable future for them both.
- 3.2 A further report DRR16/051 was considered by the Executive on the 15 June 2016. This report set out the preferred scheme for the development of a museum at the Chapel site, a capital funding strategy, governance arrangements, business plan, and programme for delivery.

#### Scheme costs and funding

- 3.3 The estimated cost of the scheme is £5.268m. The table below provides the breakdown of the estimated costs and potential funding available: -

<b>Estimated costs of preferred scheme</b>	<b>£'000</b>
Development costs to RIBA Stage 4 (as detailed above)	420
Capital works	2,320
Professional fees (architect and exhibition design multidisciplinary teams).	115
Activity plan (requirement of HLF grant)	601
Contingency (10% on capital and activity costs)	285
Endowment (as required by business model)	1,500
Museum Development Manager (six months March to September 2017).	27
<b>Total Estimated costs</b>	<b><u>5,268</u></b>
<b>Potential Funding</b>	
Treasury grant - secured	1,000
Second treasury grant - secured	1,000
S106 monies - subject to Taylor Wimpey planning application decision	968
HLF grant - Second round funding confirmation due June 2017	1,941
Biggin Hill Memorial Museum Trust	3
Bromley Council contribution (includes HLF match funding)	356
	<b><u>5,268</u></b>

- 3.5 The Executive agreed at the 15 June 2016 meeting that the preferred capital scheme should be developed to RIBA Stage 4, subject to a successful first stage pass by the Heritage Lottery Fund (HLF) in September 2016 for a grant of £1.85m.
- 3.6 Following the receipt of final costings the Council actually applied to the HLF for £1.94m as shown in the table in 3.3. In September the HLF confirmed that their London grant giving

Board had unanimously agreed to award a first stage pass to the project. Therefore officers have been progressing the scheme to RIBA Stage 4 as agreed by the Executive. The second stage application will be submitted at the end of February with final confirmation of the HLF funding expected in June 2017.

- 3.7 Officers submitted their second grant application for £1m to the Treasury's LIBOR fund in the summer as planned and in November received confirmation that this grant application had also been successful. This grant will be paid to Bromley Council in early 2017. The first £1m grant from the treasury has already been received by the Council.
- 3.8 The S106 monies have also been partially secured following approval of the Taylor Wimpey planning application. The legal agreement is still being finalised however the value of the S106 monies will be either £914k or £968k (difference of £54k) depending on whether Taylor Wimpey implement the scheme detailed in planning application 15/00508 or 16/02685.
- 3.9 Therefore all funding originally identified in the previous committee report to deliver the preferred scheme is now fully or partially secure.
- 3.10 The scheme has been costed and the full £968k from S106 monies will be required to deliver the scheme as set out in point 3.3. Should the lower S106 sum of £914k be received there will be a shortfall of £54k. Therefore Members are asked to underwrite the difference of £54k so that officers can proceed with the development of the planned scheme without delay or requirement to adjust the scheme at a later stage which would increase the cost of professional fees.
- 3.11 In addition to the funding detailed above officers submitted a funding application to the Clore Duffield Foundation in August 2016, on behalf of the Biggin Hill Memorial Museum Trust, for a grant of £490k to fund the build and fit out of a dedicated learning space for the museum. The outcome of this funding application is not yet known, and the Foundation does not commit to a decision date. However they have indicated that we are likely to be informed of their decision at the end of January.
- 3.12 It had originally been envisaged that the learning space would be delivered at a later date, following the opening of the museum, and the architects had designed the building to allow for this extension when monies were secured in the future. However, given that it is more cost effective to undertake all building works under one works contract at one time, and would be less disruptive to future museum operations, a funding application has been made to the Clore Duffield Foundation now so that the learning space could, if this funding application is successful, be delivered as part of the main scheme.
- 3.13 The design of the learning space would be in line with the Clore Duffield Foundation's specialist guidance on creating learning spaces at cultural sites, would greatly enhance the museum offer, particularly in relation to engaging young people, and provide improved opportunities for the delivery of the HLF activity plan.

## Programme

3.14 The outline programme is as follows: -

February 2017	Second Stage HLF funding application submitted
February	Planning application submitted
March - April	Complete technical design and prepare works contract tender
May	Publish works contract tender on ProContract/Due North
May	Outcome of planning application known
June	Final HLF funding decision
THE FOLLOWING IS SUBJECT TO CONFIRMATION OF THE HLF FUNDING	
July	Invest the Trust's endowment of £1.5m in Common Investment Fund
July	Evaluate works tenders
August	Seek approval to appoint at a special meeting of the Executive and Full Council
September	Chapel closes and works start on site
November	Publish exhibition and fit out contract tender on ProContract/Due North
January 2018	Evaluate exhibition and fit out tenders
January	Appoint exhibition and fit out contractor
August	Building works complete
November	Exhibitions and fit out complete
November	Site handed over from the Council to the Trust and museum opens to the public

3.15 The aspiration has been to open the museum in November 2018, 100 years after the end of the First World War. To achieve this opening date, officers need to continue project development, namely the technical design, and preparation and publishing of the works contract tender, prior to the final outcome of the second stage HLF funding application being known.

3.16 The Executive is asked to agree to officers continuing to develop the project after submission of the HLF second stage application, specifically the publication of the works contract tender, prior to the final outcome of the grant application being known.

3.17 The final HLF decision is due in June 2017. If the HLF second stage application is not successful the tendered works contract will not be awarded and officers will work with the Biggin Hill Memorial Museum Trust to identify a reduced scheme for consideration by the Executive. Any new scheme would result in a programme delay due to significant design changes and a subsequent requirement to retender the works contract for a reduced scheme.

3.18 The Executive should also note that, as shown in the programme table, if the second stage funding application to the HLF is successful, expected June 2017, officers will invest £1.5m in a Common Investment Fund (CIF) as set out in the previous committee report. This will become the museum's endowment fund as detailed in the business plan previously provided, and as shown in the table in point 3.3 within this report.

#### **4. IMPACT ON VULNERABLE ADULTS AND CHILDREN**

4.1 The Biggin Hill Memorial Museum will be a new cultural destination within the borough that is easy for Bromley's vulnerable adults and children to access by public transport or car.

4.2 The activity plan being developed, a requirement of the HLF application, identifies young people as a target audience, and will provide opportunities for free access and engagement. The museum's activity plan includes a schools programme, and evening, weekend and holiday activities for adults and young people.

#### **5. POLICY IMPLICATIONS**

5.1 It has been a long standing objective of the Council to facilitate a heritage centre at Biggin Hill.

5.2 The RAF enclave lies within a Major Developed Site in the Green Belt where infill development is subject to guidelines set out in the UDP; it is also wholly within the RAF Biggin Hill Conservation Area. The Chapel is a Grade II listed building. If new construction is less than 1000sq m of floor space, there is no need for referral to the London Mayor or to the Secretary of State. Documents accompanying a planning application would need to include a heritage assessment and transport assessment.

5.3 A strategic plan is currently in development for the Biggin Hill West Camp, within which the Chapel is sited.

5.4 Historic England, a statutory Planning consultee, is supportive of the Biggin Hill Memorial Museum (BHMM) scheme.

#### **6. FINANCIAL IMPLICATIONS**

6.1 The estimated cost of delivering the BHMM has been revised to £5.268m following the receipt of final costings and the submission of the HLF grant bid for £1.941m. The potential resources available to fund the scheme are detailed in the table in 3.3.

6.2 The funding is dependent on being successful in securing the HLF grant as well as the securing the maximum S106 funding available of £968k.

6.3 Approval is sought to underwrite the £54k, detailed in paragraph 3.8, to ensure that the current scheme can proceed should the lower S106 contribution be received. In the event that the sum of £54k is required, the cost can be met from the Council's 2016/17 Central Contingency.

- 6.4 Following the HLF award of a first stage pass for a grant of £1.941m, the scheme is being developed to RIBA stage 4 as agreed by the Executive in June 2016. The estimated cost of development to this stage is £420k.
- 6.5 Members should note that a funding application has been submitted to the Clore Duffield Foundation for a sum of £490k to build a dedicated learning space for the museum. A decision is expected at the end of January.
- 6.6 In order to meet the programme timetable, approval is also sought to tender for the contract works prior to receiving notification of the HLF decision. The detailed programme timetable is set out in 3.14 above.

**7. PERSONNEL IMPLICATIONS**

- 7.1 The costs of the Museum Development Manager post are included in the project costs detailed in this report.

**8. LEGAL IMPLICATIONS**

- 8.1 So far as is applicable these are contained within the body of the report. The Executive should note that the S106 monies will only be due for payment to the Council on the commencement of the building of the Taylor Wimpey scheme.

**9. PROCUREMENT IMPLICATIONS**

- 9.1 In relation to the publishing of the works contract tender in advance of the outcome of the HLF application being known - The Council should not tender works it is not intent on delivering. In this instance the Council is planning on delivering the scheme, subject to the successful outcome of the second round HLF grant application. If the HLF do not confirm the grant award at the second stage the works contract would not be awarded. The Council is not obliged to award any tendered contract as set out in the Council's standard Invitation to Tender document.
- 9.2 Officers have followed the correct procurement procedure in relation to the architects and exhibition design consultancy contracts.

<b>Non-Applicable Sections:</b>	
Background Documents: (Access via Contact Officer)	DRR16/051 Biggin Hill Memorial Museum (plus appendices) DRR15/101 Biggin Hill Memorial Museum