

Arts Council England Museum Estate and Development Fund (MEND) Award – Leeds Industrial Museum

Date: 21/03/2022

Report of: David Hopes, Head of Service, Leeds Museums & Galleries

Report to: Eve Roodhouse, Chief Officer, Culture & Economy

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

- This report is about seeking authorisation to accept a grant from Arts Council England's Museum Estate and Development (MEND) Fund of £653,000
- There will be a contribution of £113,000 from LCC Asset Management and Finance and an in-kind contribution of £6,800
- The funding will be used towards a project to address backlog maintenance issues for the Drying House and Engine Shed structures and iconic landmark chimney stack at Leeds Industrial Museum (LIM)
- This will contribute to the Best City Ambition by allowing the museums service to better stimulate local **inclusive economic growth** through an enhanced visitor offer at the museum
- These changes will also facilitate local employment and thereby help to combat inequality in Leeds
- Through an enhanced visitor experience these changes will also improve the **health and wellbeing** of visitors and local people
- These changes, which involve a new roof for the locomotive shed, will improve the thermal insulation of the buildings at LIM and install energy efficient lighting, and will therefore also help the Council achieve its **net carbon zero** target by 2030

Recommendations

The Chief Officer for Culture & Economy is recommended to agree to the following:

- Acceptance of a grant from the Arts Council England (ACE) Museum Estate and Development Fund of £653,000 towards a project to address backlog maintenance issues for the Drying House and Engine Shed structures and iconic landmark chimney stack at Leeds Industrial Museum
- Requesting that this decision is exempt from call-in due to the reasons outlined in paragraphs 18 and 19, below

Why is the proposal being put forward?

1. Leeds Industrial Museum (LIM) is one of nine sites managed by Leeds Museums & Galleries, LCC's museums service
2. LIM is located in Armley Mills, a Grade II listed building which was once the world's largest woollen mill. The mill complex is sited between the River Aire and the Leeds Liverpool Canal
3. This unique historic backdrop is home to a collection of textile machinery, railway equipment and heavy engineering. The industrial collection is Designated by Arts Council England (ACE) within a scheme that identifies and celebrates outstanding collections, which deepen our understanding of the world and what it means to be human
4. The building which houses LIM's collection of locomotives (situated on the river side of the site) – the Loco Shed - is in poor condition and currently limits the movement of engines owing to its height and restricts public access to these industrial treasures
5. Also, given LIM's position on the River Aire, the lower parts of the site are particularly susceptible to flooding
6. Defences against flooding are being constructed at Armley Mills as part of the Flood Alleviation Scheme (FAS) Phase 2 and this involves the building of barrier walls along the riverbank adjacent to and within the engine shed
7. This presents an opportunity of addressing a number of maintenance issues with the Loco Shed and two other structures – the drying shed and chimney
8. In 2016, Leeds City Council (LCC) reviewed its management of its heritage buildings overseen by the Heritage Asset Project Board. A prioritisation exercise was completed and an initial £20m was committed to this work informed by updated condition reports. The sites from within Leeds Museums and Galleries (LMG) portfolio included Leeds Industrial Museum (LIM), Temple Newsam and Thwaite Watermill.
9. All 3 projects were progressed to a minimum of RIBA Stage 3 with the work at Thwaite being complete. Work began to develop LIM to RIBA Stage 4 but the budget for all schemes that had not reached a successful tender were withdrawn due to the increased costs associated with the ongoing pandemic. As only 2 schemes within the LMG portfolio were at this stage when this funding was announced, the senior management team agreed to prioritise the work at LIM particularly as the site is benefiting from substantial flood alleviation works at a cost of £2.65m, and would have positive impacts on improving visitor experiences.
10. This decision has also been informed by consultation with users and stakeholders who have identified these areas they are most concerned to see improved. Regular visitor feedback (at least weekly) tells the museum of their disappointment that the designated collection of locomotives cannot be shared due to the state of the buildings

11. ACE's Museum Estate and Development Fund (MEND) supports capital projects in non-national Accredited museum buildings. Leeds Museums & Galleries have been successful in a bid to MEND to address these maintenance issues to tie-in with the FAS works, with a commitment of £113,000 from LCC Asset Management and Finance and an in-kind contribution of £6,800
12. This will enable the museum to re-open the Loco Shed and adjacent gallery to the public (closed since 2015) as well as improve access; address backlog works in spaces not previously open to the public to enable them to be developed in the future to enhance the wider visitor offer, whilst improving collections conditions
13. This work will also raise and replace a substantial section of the Loco Shed roof (with improved ventilation), which has deteriorated considerably in recent years, as well as providing new energy efficient lighting (internal and external), installing lightning protection on both structures, and upgrading the existing fire alarm and security systems and installing new CCTV provision

What impact will this proposal have?

Wards Affected: All

Have ward members been consulted?

Yes

No

What consultation and engagement has taken place?

14. Engagement has taken place with staff at ACE for advice and guidance on MEND, and with colleagues within Asset Management, and the Executive Member for Economy, Culture and Education. Phil Ward, Team Leader (for Conservation within Strategic Planning) and Clare Wallace (Senior Conservation Officer) have also been consulted for advice
15. As noted in point 10 above, consultation has also taken place with users and stakeholders to ascertain priorities for areas of improvement in the museum estate

What are the resource implications?

16. Staff time has been calculated at £6,800 (in-kind contribution), and there is a commitment of £113,000 from LCC Asset Management and Finance over two financial years, 2022-23, and 2023-24

What are the legal implications?

17. Should the work not be carried out on time and within scope, there would be a legal requirement to return all or part of the funding to ACE.
18. Due to the short timescales presented for the consideration of this funding, it has not been possible to place this decision on the List of Forthcoming Key Decisions with the requisite 28 clear calendar days' notice as the decision needs to be taken before the 25 March 2022 and therefore the 5 clear working days before the decision can be taken is also not an option. In accordance with the Special Urgency provisions of the constitution, the Chair of the Strategy and Resources Scrutiny Board has been advised of the intended decision and has given his approval.

19. It is further requested that this report is exempted from the Call In process due to the short timescales provided by this process and the need to progress with this bid in line with the deadlines involved. Should the decisions, referred to within this report, be delayed by the operation of the call-in mechanism, the Council would lose the opportunity to receive this funding.

What are the key risks and how are they being managed?

20. The key risk is in the interdependency of the two projects: FAS and the MEND project. To mitigate this risk and the associated repercussions (failure to deliver on the objectives within the MEND grant) regular planning meetings have been taking place between LCC and the main contractors NPS and BAM Nuttall
21. The other main risk is on costs with rising prices for many building materials. A contingency of 6.08% or £47,000 has been factored in to project costs and cost engineering will be used throughout to ensure cost control. An additional Risk Allowance Estimate - Construction Risks of £70,000 has also been included.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

22. Inclusive growth: tackling poverty, helping everyone benefit from the economy to their full potential. The enhanced visitor experience will help stimulate the local economy and may lead to job growth both directly and indirectly. The project itself will provide a welcome injection of investment into the Leeds economy
23. Health and wellbeing: reducing health inequalities and supporting active lifestyles with an improved visitor experience at LIM
24. Climate emergency: as noted above, these changes, which involve a new roof for the locomotive shed, will improve the thermal insulation of the buildings at LIM, as well as new energy efficient lighting, and both measures will therefore also help the Council achieve its **net carbon zero** target by 2030

Options, timescales and measuring success

a) What other options were considered?

25. That the FAS works could go ahead without these maintenance issues being addressed and foregoing the opportunity of improving the condition and accessibility of museum buildings and collections but there are significant economies of scale in carrying out the works in concert with the FAS works and the grant application was successful

b) How will success be measured?

26. By monitoring progress on the project as well as changes to the condition of heritage assets (buildings and collections) and accessibility improvements, as well as visitor feedback

c) What is the timetable for implementation?

27. To begin the project on 4th April 2022, and reach completion by the grant expiry date of 19th May 2023

Appendices

28. None.

Background papers

29. Application to MEND fund available on request.