

Place-making and Innovation Executive Advisory Board Report

Ward(s) affected: Holy Trinity

Report of Director of Environment

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Guildford Museum development project – progress report

Executive Summary

Since the previous report to EAB on 9 April 2018, the Council has progressed the development of Guildford Museum's vision, audience development, display interpretation and architectural design options from the feasibility study stage to concept stage.

The EAB's previous comments to consider improvements to the Museum in a much wider context and on a single site has informed the revised project's vision and scope and now provides greater opportunity to enhance the Museum offer and widen its audience.

This more expansive vision is now reflected in the work streams being delivered by ZMMA (architectural designs and Interpretation Planning), Julia Holberry Associates (audience development and activity planning), and Fourth Street (business planning).

A preferred design for the site is emerging with a new build extension within the courtyard of the Museum, which takes into account the spatial requirement of the business service model, interpretation of displays, activities, cafes, toilets and other facilities.

Challenges facing the existing site development continues to be its sensitive historic setting as having listed building and schedule ancient monument status. We are currently developing a strategy to address these concerns.

In tandem with these developments, the Council continues to explore options for including potential partners such as the Carollian Wonderland Trust, Surrey Archaeological Society and Surrey Infantry Museum Regiment.

Finally, external grant opportunities such as Heritage Lottery Fund are being explored, as these would provide a significant contribution to meeting the cost of the new museum.

Purpose of Report

- 1.1 To update members of the Place-making and Innovation Executive Advisory Board on progress of the museum development project.

Strategic Priorities

- 2.1 The museum development project supports the Council's Corporate Plan 2018 – 2023 theme of Enhancing Sporting, Cultural, Community and Recreational facilities by:

“Developing Guildford Museum as a Vibrant Visitor Attraction”.

- 2.2 The economic strategy for 2013 -2031 aims for Guildford to be a *‘town and borough with strong infrastructure; world-class businesses with capacity to expand and deliver growth: an evolving and vibrant economy, which creates a progressive and sustainable environment for people today and for future generations living in an ever-improving society.’*

- 2.3 The goal and ambitious scope to attract a wider audience to the museum by reaching out to both local, national and international visitors will bring economic benefits to the town and be more appropriate to Guildford's status as the regional centre for the county. Guildford already attracts 3 million visitors a year that contribute £330million to the local economy and this new development will increase Guildford's attractiveness during a period when town centres generally are seeing a decline.

- 2.4 The development of the museum also supports the council's Art development strategy *2018-2023 by increasing:

“opportunities for residents to enjoy and co-create arts activity, reaching more people who are not yet taking part”

- 2.5 The evolving theme for the museum is one of celebrating the creativity and innovation of Guildford supported by stories of interesting people and their achievements. A good understanding of what visitors want from the new museum has been achieved through the HLF funded “Your Stories, Your Museum” project and the current engagement programme.

Background

- 3.1 The need to transform Guildford Museum is evident in its falling visitor numbers which have gone from 17,689 in 2006/7 to 9,462 in 2016/17. This is due to poor quality display of exhibits and lack of changing exhibitions. This view was expressed within the Stuart Davies Associate 2016 report ‘An approach to Museum development’ which also confirmed that Guildford,

because of its demography and historical importance, ought to have a substantially better modern museum.

- 3.2 Regeneration of the museum has been a complex and challenging process. The existing site has sensitive planning conservation status of listed buildings and schedule of ancient monuments that requires the Council to work closely with stakeholders such as Historic England and seek their consent.
- 3.3 This is now a key focus in this phase of work where we need to produce a Statement of Significance to support our need for any potential harm any development may cause to structures. This forms part of our conservation management plan and Statement of Need. This is even more important given that we are planning for an additional new building to link the castle grounds to the Museum in order for us to offer much needed display space.
- 3.4 Projects of this scale require an iterative process in coming to a consensual vision and scope that delivers the projects' aspiration. As we understand more about the Museum, site and visitors' needs, this flexible approach ensures that all factors are fully considered. The emerging vision that is driving both the content and the architecture is now taking shape. There is a much clearer understanding of what is required to be delivered and developing a 'best fit' scenarios for our community and partners such as the Carollian Wonderland Trust, Surrey Archaeological Society, the Surrey Infantry Museum and other potential partners.
- 3.5 We have established a strengthened project team since the Executive approved the project on the 19 April 2016. The team now has support on business planning (Fourth Street), engagement planning (Julia Holberry Associates), museum service development (Jo Wiltcher) and the ongoing architectural services and interpretation planning of ZMMA. A Museum Specialist, Julia Holberry, leads the team.

Vision and Scope of the Museum Development Project

- 4.0 Feedback from EAB in April 2018 gave support to expand the vision of the project. Following a number of stakeholder engagement exercises the Museum Working Group created the following vision:

4.1

<p>Guildford Museum will:</p> <ul style="list-style-type: none">• celebrate the story of Guildford and its regional, national and global impact on site and online• be a hub for community engagement and outreach into the Borough and County• be a place for learning and creativity.

It will also:

- be a destination, somewhere worth leaving home for
- bring the story up to the present and into the future
- be rooted in the collections
- be a catalyst for bringing the collections up to date
- be object rich
- be story rich
- have changing displays
- have charged for exhibitions
- host special exhibitions of national significance
- have an engaging programme of activities and events
- use the arts to enrich the displays and programming
- be known for its great café and shop
- be free to enter
- be partnership rich – with the University, local businesses, other heritage organisations in Guildford and County
- Appeal to local people and day visitors
- be effectively and efficiently managed
- exploit commercial opportunities
- be appropriately resourced.

It will feel:

- Exciting, reflecting Guildford's high-tech industries
- modern
- Distinctive
- Of Guildford.

4.2 Much of the work of Julia Holberry Associates builds on the extensive wider engagement already undertaken through the Arts Council Funded project 'Your Stories, Your Museum'. However, as harder to reach audiences were not specifically identified previously, Julia Holberry Associates has targeted these groups in its engagement programme.

Project Revised Scope

5.1 The developed vision has affected the projects scope. It is therefore useful to reconfirm the current scope of the project and direction of travel.

5.2 The development area (see Appendix 1 – site plan) that will have substantive change made to it include:

- 10.1 48 Quarry Street
- 10.2 Monument rooms Quarry Street
- 10.3 1911 gallery – Quarry Street
- 10.4 Castle Arch House
- 10.5 Strong rooms
- 10.6 Castle cottage
- 10.7 castle grounds
- 10.8 New Chamber
- 10.9 Kings Chambers
- 10.10 Museum courtyard gardens

10.11 39 ½ Castle Street

- 5.3 Out of scope but previously considered, are:
- i. Castle Cliffe Gardens
 - ii. Castle Keep – but interpretation within and from museum will be included to tie the Museum and Castle grounds together.
- 5.4 Of note is that following discussions with the Carrollian Wonderland Trust it is now unlikely that a specific Lewis Carroll Gallery will occupy space in the new building. The original proposal would not meet the vision of providing changing exhibits or be able to provide the self-contained Carrollian experience that the Trust seeks. It is also unlikely that the Trust will have the funding to meet the likely cost.
- 5.5 The services that this project scope will significantly impact on are
- i. Heritage services – which delivers Guildford Museum services.
 - ii. Property Services – which manages assets and provides FM responsibilities
 - iii. Parks and Leisure – which manages the castle grounds and buildings

Work stream update

Architecture and buildings

- 6.1 ZMMA continue to refine their architectural designs and has focussed on development on the existing museum buildings footprint and courtyard area.
- 6.2 The initial findings of the feasibility study concluded that an optimum development opportunity of floor space of 2,034sqm is required to fulfil the need for more display space, storage, learning areas, café, toilets and appropriate circulation space (this is referred to as the C1 plan). An illustration of floor space usage and the general schematic plans proposed is shown at Appendix 1.
- 6.3 The current plans will continue to be refined and will require measured survey data to provide meaningful costings. Although a fully costed plan is not available yet, we have investigated a phased option that still meets our vision and business model aspirations. The table below details differences between the full plan and a phased option. These are:
- I. 48 Quarry Street,
 - II. Strong rooms
 - III. Castle Cottage
 - IV. New Chamber
 - V. Reducing level B of gallery by 95m2 and omit exhibitions space

Appendix 2 provides a plan of which areas can be phased.

6.4 Table 1 – Spatial use comparison of full Museum Scheme and Phased Scheme

Use	Existing	C1 option	C1 phased
Permanent exhibition	141	552	472
Temporary Exhibition	50	175	175
New Build Extension (exhibitions, learning centre, retail, catering)	0	190	0
Events	0	75	0
Visitor Facilities	18.5	200	200
Storage	182	110	154
Learning	161	262	100
Workshops	13	13	13
Offices	153	138	138
Meeting	24	24	24
Staff Rest and refreshment	18	5	5
Flat 48 Quarry street	55	0	0
Circulation	137	290.5	290.5
Total	952.5	2034.5	1571.5

6.5 Omitting 48 Quarry Street, New Chamber, Strong rooms and Castle Cottage from the full C1 plan will have an impact on the new museum. However, it could still deliver a significant improvement to the existing offer.

6.6 There is also the opportunity to review the use of the Victorian Schoolroom at 39 ½ Castle Street to see if this has continued relevance to both the school curriculum and the museum. At present, there is limited opportunity for its re-provision within the future development area of the museum.

6.7 The Lewis Carroll experience could be provided in Castle Cottage and this gives the opportunity to reduce the space requirements in the main development. An alternative would be to relocate the Victorian Classroom from 39 1/2 Castle Street

Business Planning and Museum Service Development

7.1 Work undertaken to date has focused on delivering a financially sustainable model for the future museum. The assumptions made are that:

- I. The Museum should move towards a more sustainable future, reducing dependence on GBC and other sources of income
 - II. There should be a balance between museum-focused (mission-related) and commercial activities (mission-supporting) activities
 - III. There is the potential to transfer the museum to an independent trust in time.
 - IV. It will be an appropriately resourced museum
 - V. There will be longer public opening hours of the Museum.
- 7.2 The initial calculations show that the Museum will make a modest surplus over a ten year period, excluding financing the capital cost of the build, however, the museum will have a substantial economic impact to the town centre:
- 7.3 Almost 5 million day trips were made in 2016, generating more than £170 million of day trip spend in the local economy. This equates to £35 of spend per day visit, comparing well to England's average for day visits of £33.82 per visit
- 7.4 It has been estimated that the new Museum will contribute a further £1.4 million per annum to the Guildford economy (based on an average of 65,000 visitors per year over 10 years) and will create 18.5 direct and indirect jobs.
- 7.5 Whilst this project continues officers will also review the existing Heritage Service and Tourism offer to assess future opportunities, structure, content and governance. This will take into account the recommendations made by Fourth Street on future staffing requirements for the new Museum service.

Audiences and Activities

- 8.1 A considerable amount of audience research into museum visitors and non-visitors was undertaken as part of the previous applications to the Heritage Lottery Fund in 2013 and 2015. In 2018, Julia Holberry Associates was tasked to build upon this.
- 8.2 Public consultation has shown that people are not aware of a Museum in Guildford and, when taken around it as part of the consultation, say they found it old fashioned, dull and not interactive enough.
- 8.3 People are however interested in their local history. They want to know more about Guildford, how and why it grew as a town, and the people who have lived there. At the same time, they want to celebrate Guildford's recent past and be inspired by Guildford's modern technology and gaming industry.
- 8.4 Local people want to be involved in creating the Museum. Large and small events in the Museum and Castle Grounds, family activities and high-quality special exhibitions will help encourage repeat visits. Lastly a café is important to potential visitors, making it 'more of a day out', but people wanted it to be integrated into the Museum and for the walls to tell Guildford's story.
- 8.5 These findings have directly informed the architectural review, business planning, activity programming and interpretation.

Interpretation Planning

- 9.1 The Museum will celebrate Guildford's history and famous characters, its innovation and creativity and bring the stories right up to date. It will use the Museum's significant collections to tell the stories and will engage local people in the Museum's development by collecting new objects, images and documents to represent modern Guildford.
- 9.2 The galleries will be based around three major themes of:
- 'Living and Being in Guildford' (the growth of Guildford from earliest beginning to becoming a market town, coaching town, Victorian town, global town)
 - 'Playing in Guildford' (from Medieval gaming counters, to the invention on computing to the gaming industry)
 - 'Working in Guildford' (celebrating Guildford's connectivity, its industries and innovation)
- 9.3 'Living and Being in Guildford' will be displayed Castle Arch House, whilst 'Playing' and 'Working' will be located in the new build extension. The displays will be interactive, fun and surprising and the Museum will work with Guildford's creatives to bring the story alive.

Fundraising

- 10.1 The Council has earmarked substantial funding to plan and deliver the new museum but this is unlikely to be sufficient to achieve its current vision based on comparative museum developments of this scale. It therefore, plans to obtain external funding from a range of other sources. The target for external fundraising will be refined as more detail on the project cost becomes available.
- 10.2 Sources of funding are likely to be a combination of:
- I. Trusts, Foundations and Livery Companies
 - II. Corporates
 - III. Community fundraising
 - IV. Individuals
 - V. Legacy and In Memoriam opportunities
 - VI. External grants
- 10.3 The establishment of a fundraising trust and appeal for the project is desirable as the former will be essential to raise money from other charitable trusts and foundations, the large majority of which will only accept applications from organisations, which have charitable status. In addition, registered charities enjoy certain tax exemptions and there are tax reliefs for taxpayers who make donations to charity

- 10.4 Although previous attempts for heritage lottery grant have been unsuccessful, attributed to very competitive pool of applicants, it is felt another bid would fare much better as resources allocated to the project both in terms of the council's increased match-funding, unique museum vision offer and supporting information of need will provide better fit with HLF's funding criteria.
- 10.5 HLF published its new Strategic Funding Framework on 30 January 2019, renaming itself as the National Lottery Heritage Fund and opening a new funding portfolio. This is a simpler and more flexible funding offer, with a single open programme for all types of heritage project. It will offer grants from £3,000 to £5 million, with proportionate processes and requirements for different levels of grant.
- 10.6 If the Council decides to apply to the National Lottery Heritage Fund, the earliest time it can submit an Expression of Interest is May 2019. A full application would follow in September 2019 and a decision reached in December 2019.

Planning, Legal and regulatory matters

- 11.1 The current development area presents an opportunity to unify the castle and the museum as single heritage hub. However, the castle buildings, castle grounds and museum hold a range of significant listed buildings and schedule monuments that presents a challenge to minimise harm to them.
- 11.2 Sensitive treatment of any harmful impact makes any new building more expensive than others that have fewer restrictions. Discussions with Historic England, the regulatory body that oversees protection of these historic assets, have highlighted that the Council must provide a statement of need (along with a conservation management plan) and an options appraisal that address any harm identified and how this will be mitigated or justified..
- 11.3 ZMMA, along with the council's conservation planning team will prepare a strategy to address concerns and continue discussions with Historic England to ensure the most favourable outcome.
- 11.4 Other restrictions on the land is also being reviewed by our legal team who will produce a full title report to ensure that all known risk can be managed at the end of the concept stage.

Programme

- 12.1 The following indicative timeline is based on the new HLF rules to support fundraising strategy.

		Task start	Task end
Submit an Expression of Interest		May 2019	

Submit a Development Phase application to NLHF	RIBA 1	September 2019	
NLHF decision-making		September 2019	December 2019
Development Phase	RIBA 2 - 3	January 2020	December 2020
Submit a Delivery Phase application to NLHF		December 2020	
NLHF decision-making		December 2020	March 2021
Permission to Start		March 2021	June 2021
Delivery Phase	RIBA 4 -7	June 2021	June 2023
Opening		Summer 2023	

Financial implications

- 12.2 The Executive approved the release of £240,000 in 2016 to fund the new build extension work.
- 12.3 The Council allocated a provisional capital budget of £6.5 million in 2018/18, £185k in 2018/19 and £180K in 2019/20.

Discussion points for the EAB

- a) Does the vision reflect the council and customers appropriately?
- b) Does the current approach and scope move the project in the right direction?

Background papers

- Appendix 1 C1 ZMMA design C1 plans**
Appendix 2 C1 phased approach