



**CABINET**

**11 JUNE 2013**

**DIRECTOR FOR ENVIRONMENT, DEVELOPMENT AND TRANSPORT:  
TONY CIABURRO**

**CABINET MEMBER WITH RESPONSIBILITY ECONOMIC GROWTH AND PUBLIC  
PROTECTION: COUNCILLOR ANDRE GONZALEZ DE SAVAGE**

<b>Subject:</b>	Northampton 'Heritage Gateway' Feasibility Study and Options Appraisal
<b>Recommendations:</b>	<p>That Cabinet recommends to Council to:</p> <ol style="list-style-type: none"> <li>1. Approve the outline proposal for the '<i>Heritage Gateway</i>' as set out in Section 4 of this report;</li> <li>2. Approve the proposed governance structure for the '<i>Heritage Gateway</i>' project as set out in Section 4 of this report;</li> <li>3. Agree the way forward as set out in Section 5 of this report;</li> <li>4. Include the Heritage Gateway project in the Council's Capital Strategy Development Pool of capital schemes to enable further development of this scheme through the agreed Council capital governance arrangements.</li> <li>5. Proceed with the initial investment works of £750k subject to the funding being in place.</li> <li>6. Agree that the Director of Environment, Development and Transport and the Director of Finance, in consultation with the Cabinet Member for Finance can enter into negotiation over the possible purchase of Castle House and agree any contractual requirements associated with the possible purchase.</li> </ol>

**1. Purpose of Report**

- 1.1 This report outlines the concept of the '*Heritage Gateway*' initiative and highlights the key findings of a recently commissioned study designed to consolidate a varied range of projects already underway in Northampton.
- 1.2 Cabinet are asked to recommend to Council the proposals for the '*Heritage Gateway*', the associated governance structure and funding streams, and to agree the way forward for its delivery.

**2. Relevant Priority Outcomes**

The content of this report supports the delivery of the following corporate outcomes:

<b>Perspective</b>	<b>Outcome</b>
<b>Customers &amp; Community</b> - to achieve our vision, what will our customers see?	<ul style="list-style-type: none"> <li>• A cleaner, greener and more prosperous county</li> <li>• Active, safe and sustainable communities</li> </ul>

<p><b>Process</b> - to satisfy our customers, what processes must we excel at?</p>	<ul style="list-style-type: none"> <li>• Contract &amp; performance management</li> <li>• Developing local markets</li> <li>• Commissioning outcomes</li> <li>• Building social capital &amp; community wellbeing</li> <li>• Shaping our growing county</li> <li>• Facilitating inward investment</li> </ul>
<p><b>Learning and Growth</b> - to achieve our vision what must we learn, develop and improve?</p>	<ul style="list-style-type: none"> <li>• Improve wellbeing</li> </ul>
<p><b>Finance</b> – to finance our vision, what must we do efficiently, effectively and economically?</p>	<ul style="list-style-type: none"> <li>• Maximised income and new funding mechanisms</li> <li>• Exploited fixed assets</li> <li>• Targeted spend and investments</li> </ul>

### 3. Background

- 3.1 There is a shared aspiration between the Partners (Northampton Borough Council, Northamptonshire County Council, West Northants Development Corporation and the University of Northampton) and Stakeholders (Northamptonshire Enterprise Partnership, the Friends of Northampton Castle, the Churches Conservation Trust) to ensure that the current development and regeneration of Northampton’s Town Centre is fully informed by, and reflects, the town’s unique heritage offer.
- 3.2 Specifically, there are aspirations to develop a ‘*Heritage Gateway*’ to the town that recognises the important history surrounding the former Northampton Castle and other existing heritage assets in this area through a combination of physical and interpretative works.
- 3.3 Northampton Castle, as a stone fortification, was built in the 11th century by Simon de St Liz. In the 12th and 13th centuries it became one of the most important castles in England and was a centre of royal administration and of royal parliaments for over 250 years (1131-1380). There are a number of important historical events associated with its past. The site of the Castle was largely levelled from 1879 onwards for the construction of the railway station and the area has been extensively developed subsequently.
- 3.4 Surviving evidence of Northampton Castle includes the Victorian Postern Gate near to the railway station entrance and specifically the area referred to as Castle Hill which includes the former site of Castle Mound, The Great Hall and Queens Apartments, Castle Hill United Reform Church, Castle House, Chalk Lane and Doddridge car parks adjacent to Spring Boroughs ward. This area, owned mainly by Northampton Borough Council, has become largely underused and a site of anti-social behaviour.
- 3.5 Adjacent to the Castle site is St Peters Church, one of the finest Norman churches in England and a contemporary of the Castle. Inside the Church great Norman arches of plain and banded stone rise and flow with zig-zag waves. They are supported by beautiful carved capitals, each overflowing with foliage, scrollwork, birds and beasts.

Next to St Peters Church is St Peters Green which contains the buried remains of an Anglo-Saxon Palace or Minister that predates the Castle.

- 3.6 The *'Heritage Gateway'* is, therefore, defined as the entrance to the town centre from the west including the new railway station, the Postern Gate, the Castle Hill area (as defined above), St Peters Church and Green, Black Lion Inn and along Marefair to include Hazelrigg House.
- 3.7 Although outside the *'Heritage Gateway'* as currently envisaged, St Peters waterside, University of Northampton's Innovation Centre and Gold Street present further opportunities for heritage-based interpretation and public realm improvement works.
- 3.8 Similarly the opportunity exists to highlight and link the *'Heritage Gateway'* offer with the development of the new Bus Interchange including The Drapery, Bridge Street and Cultural Quarter.

#### **4. *'Heritage Gateway'* Feasibility Study and Options Appraisal – Summary**

- 4.1 A feasibility study and options appraisal has been commissioned by Partners to explore the potential around the site of the former Northampton Castle, taking into account the existing heritage assets and wider development opportunities identified as a focus for celebration of the town's past, and how the offer can be developed as a *'Heritage Gateway'* to the town.
- 4.2 Appendix 1 attached offers as a starting point the preferred option and mix of interventions identified by Partners and Stakeholders to deliver a successful and a very high impact *'Heritage Gateway'* for the town:

##### *Immediate Outcomes (within current financial year : 2013/14)*

- Railway Station – Re-naming (locally); Interpretation panels (internal & external); Window vinyls; Signage; Flagpoles; Touch / virtual model;
- Innovation Centre – Interpretation panels; Window vinyls; Signage (including greenways); Virtual model.

##### *Short-term Outcomes (1-2 years : 2013/14 – 2014/15)*

- *'Heritage Gateway'* – Signage; Interpretation panels; Heritage Trail; Landscaping and Landmark features Lower Marefair.

##### *Medium-term Outcomes (3-5 years : 2013/14 – 2017/18)*

- Castle House – Acquisition & demolition to form centrepiece of new urban parkland incorporating Castle Hill and former Chalk Lane and Doddridge car parks – see note 4.4 below;
- St Peters Church – Landscaping; Lighting; Events;
- St Peters Green - Saxon Palace / Minister landscaping & fencing;
- St Peters House acquisition, demolition & landscaping;
- Black Lion Inn – Repairs & refurbishment;
- Innovation Centre – Pavement poetry / sculpture;
- Castle Hill, Chalk Lane and Doddridge Car Parks – Viewing platform; landscaping, lighting & improved access; Touch / virtual model; Children's themed playground within new wider landscaped urban parkland; Archaeological works & community

digs; Enhanced trails & signage; Flagpoles & banners; Public artwork / sculpture; New social housing provision;

- Postern Gate – landscaping & lighting;
- Railway Station – High tech interpretation; Digital image projection; Pavement poetry & sculpture; Enhanced heritage trails and signage;
- Lower Marefair / Castle Hill – Traffic calming measures; Public realm works;
- Gold Street – shop / building heritage enhancement.

4.3 The implementation of the preferred mix of interventions identified above are subject to the approval of the *'Heritage Gateway'* Partners and Stakeholders, including Network Rail and London Midland specifically in relation to the Railway Station proposals.

#### *Castle House, 56-74 (Lower) Marefair*

4.4 Castle House has been identified in the study as a key blockage to the successful realisation of the *'Heritage Gateway'* vision. This 1980's three-storey office block, formerly occupied by Barclaycard, has remained vacant for several years having failed to attract a permanent tenant.

4.5 The property is now in receivership and the opportunity exists for the County Council to secure the purchase of the building on behalf of the *'Heritage Gateway'* Partners with the medium-term intention of its demolition to create in its place a new public space and urban parkland that serves the interests of local residents, businesses and visitors to the town, enhances the view of St Peters Church and critically the wider offer, physical appearance and connectivity within the proposed *'Heritage Gateway'*.

#### *Governance*

4.6 Appendix 2 details the proposed governance structure for the *'Heritage Gateway'* programme. A Strategic Project Board with senior officer representation from the Partners has been established to oversee the delivery of the *'Heritage Gateway'* programme with the Director of Environment, Development and Transport reporting into both the Northampton ALIVE group and County Council Cabinet.

4.7 The proposed Project Delivery Team for the *'Heritage Gateway'* will be led by the County Council's Cultural Policy and Planning Manager and supported by Partner officers, Stakeholder representatives and external consultants as required. The Cultural Policy and Planning Manager will report directly to the Director of Environment, Development and Transport and Strategic Project Board as required.

## **5. Way Forward**

5.1 The immediate next steps necessary to take forward the project are outlined below.

5.2 Cabinet are asked to recommend to Council to:

1. Approve in principle the vision and outline proposals for the *'Heritage Gateway'* and agree the way forward for its delivery as outlined in Section 4 of this report;
2. Agree to establish a Memorandum of Understanding between the identified Partners and Stakeholders;

3. Agree the entry of the 'Heritage Gateway' project into the Council's capital Development Pool to enable further development work to be undertaken. This will need to identify potential funding sources of the project and the proposed purchase of Castle House, a key success factor to the delivery of the 'Heritage Gateway' vision will need to be considered in context with the availability of potential funding sources.
4. Confirm and establish the Strategic Project Board and Project Delivery Team.

## **6. Consultation and Scrutiny**

- 6.1 Extensive consultation was undertaken by the appointed consultants that included both Council Leaders, senior Directors and officers within the Partner organisations, with further consultation with Stakeholder organisations to inform the development of a preferred mix of interventions as presented in Appendix 1.

## **7. Alternative Options Considered**

- 7.1 Alternative options have been included in the main feasibility study report (Appendix 4). The preferred mix of interventions presented in Appendix 1 follows a Partner and Stakeholder workshop which identified a vision for the project that is ambitious and achievable.

## **8. Financial Implications**

- 8.1 A series of work packages have been proposed in outline to realise the '*Heritage Gateway*' vision, each with a respective lead Partner or Stakeholder responsible for its delivery.
- 8.2 The total funding package required to deliver the preferred option is currently estimated at c. £8.5m inclusive of development costs over five years with an initial investment of c. £0.75m required in the current financial year to kick-start the project - see below for further details.
- 8.3 Funding for identified work packages would be secured by the Partners within an agreed Programme Framework from the range of sources outlined below.
- 8.4 Some of the funding can be found from S106 contributions. Moreover, it is expected that substantial bids to a variety of sources will be made by Partners and Stakeholders to the project. These include:
  - Lottery (Arts Council; Heritage Lottery; BIG Lottery)
  - Regional Growth Fund
  - ERDF
  - Trusts & Foundations
- 8.5 It is not essential that all of the project costs will be met by the County Council and the levels of funding shown in the table below are the overall indicative costs.
- 8.6 Detailed business cases on each proposition will be proposed and reported through the Council's Capital Investment Board (CIB) and recommendations to Cabinet from the CIB for consideration as and when required.

8.7 An initial investment in the order of £0.75m required in current financial year 2013/14 to secure the following outcomes will need to be secured as an early next step:

<b>Task / Activity</b>	<b>£</b>
Action Plan and Strategy Development	60,000
Delivery of Immediate and Short Term Outcomes (see 4.2 above)	490,000
Commence Medium Term Development Planning with Partners & Stakeholders (to include wider fundraising activity)	200,000
<b>TOTAL</b>	<b>£750,000</b>

8.8 In addition to the above expenditure there will be cost associated with the purchase of Castle House which is on the critical path of the Heritage Gateway Concept. At this stage it is not possible to determine precisely the level of funding needed, but its affordability will be considered with the potential availability of funding.

8.9 Estimated total capital investment cost of £8.5m over five (5) years:

	<b>Current year</b>	<b>Forecast</b>		
	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17 &amp; beyond</b>
	<b>£750,000</b>	<b>£1,275,000</b>	<b>£4,950,000</b>	<b>£1,480,000</b>
<b>Capital Investment</b>				
Costs	<b>£750,000</b>	<b>£1,275,000</b>	<b>£4,950,000</b>	<b>£1,480,000</b>
Funded by	Mix of Partner and Stakeholder funding to include NCC capital receipts, NBC capital receipts, S106 / Community Infrastructure Levy, Lottery (Arts Council; Heritage Lottery; BIG Lottery), Regional Growth Fund, ERDF, Trusts & Foundations.  Each Partner and Stakeholder to be responsible for delivery specific work packages to support the delivery of the overall 'Heritage Gateway' vision and preferred mix of interventions highlighted in Appendix 1.			
<b>On-going costs (revenue)</b>				
Costs - Staffing				
Other				
Total on-going costs (revenue)				

Funded by	Development funding of c. £260,000 required to secure necessary external support to be met by Partners. Project
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	<p>to be managed and supported by existing Partner Director and Officer time and further Stakeholder support.</p> <p><b>N.B.</b> Further consideration of the short to medium-term security, repairs and maintenance costs of Castle House will be undertaken as part of the next planning phase and provided for in the overall project budget to enable the Authority to discharge its maintenance obligations of Castle House post acquisition.</p>
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<p>What benefits will the proposal deliver?</p>	<p>The delivery of the <i>'Heritage Gateway'</i> vision will deliver the following benefits to town and county:</p> <ul style="list-style-type: none"> <li>• Regenerated and enhanced public realm experience for visitors and users of the new railway station;</li> <li>• Raised profile and visibility of town and county's 'hidden' heritage associated with the former Castle and town's earlier origins;</li> <li>• Direct and indirect economic benefits to local businesses (footfall and trade) and land values in the surrounding area and local businesses;</li> <li>• Direct and indirect social benefits to the surrounding area i.e. new urban parkland and community housing for Spring Boroughs residents; reduction in crime and anti-social behaviour; increased volunteering and community engagement opportunities;</li> <li>• Direct and indirect cultural benefits for both residents and visitors to the town i.e. access to and engagement with the town and county's heritage; enhanced tourism profile;</li> <li>• Promoting health and well-being activities and environmental sustainability;</li> <li>• Educational links to local schools, FE/HE institutions and adult learners;</li> <li>• Enhanced civic reputation, sense of place and pride in the town and county's heritage;</li> <li>• Attracting inward investment and support for wider development at St Peters Waterside, within the Enterprise Zone and Castle Railway Station Phase 2;</li> <li>• Supports and connects with wider regeneration developments in the town i.e. Project Angel and the</li> </ul>
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	<p>Cultural Quarter, Boot and Shoe conservation area, Delapre Abbey and Park, Brampton Valley, regeneration of Marefair and Gold Street, Inner Ring Road proposals;</p> <ul style="list-style-type: none"> <li>• Provides a model for future similar gateway developments in Northamptonshire.</li> </ul>
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## 9. Risk and Business Continuity Management

### a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Partners Commitment / Ambition	Shared Memorandum of Understanding to be prepared	Amber
Effective Partnership Working & Responsibilities	Clear Work Programme to be established and agreed by all Partners and Stakeholders	Amber
Overall management and coordination	Project Board and Management Group representing Partners and Stakeholders as appropriate to be established	Green
Securing Castle House within short-term – integral to realisation of overall vision and ' <i>Heritage Gateway</i> ' success	NCC / LGSS negotiating with building receivers to secure premise	Red
Under-developed sense of the Northampton cultural and heritage 'offer'	Need to intellectualise and develop shared view as to Northampton's cultural and heritage 'offer' to inform wider associated planning and strategies	Amber
Securing public ownership & support, in particular Spring Borough residents	Consultation and community engagement programme required to run in tandem with capital development proposals	Amber
Securing strategic stakeholder support & funding	Consultation with major funding bodies e.g. Lottery, with clear Work Programme with identified funding sources and applications to be established and agreed by all Partners and Stakeholders to include contingency strategies	Amber
Management, maintenance and operation post completion	Clear, unambiguous, sustainable long-term management, maintenance and operational responsibilities to be agreed and confirmed by all Partners and Stakeholders	Amber
Legal & Statutory approvals	Further advice to be sought from English Heritage, potential funders and legal advisers as proposals develop	Green

b) Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
Missed opportunity to appropriately recognise an important aspect of Northamptons lost heritage	Amber
Missed opportunity in terms of direct and indirect benefits identified in Section 6 above, and the added value the proposal presents to future regeneration and development plans in Northampton	Amber
Missed opportunity in terms of additional inward investment secured for the town and county	Amber
Negative impact on NCC reputation	Amber

## 10. List of Appendices

APPENDIX 1 'Heritage Gateway' Preferred Option

APPENDIX 2 'Heritage Gateway' Proposed Governance Structure

APPENDIX 3 FOCUS 'Heritage Gateway' Feasibility Study Options Presentation Mar13

APPENDIX 4 FOCUS 'Heritage Gateway' EXECUTIVE SUMMARY

Author:	Name: Graham Callister Team: Archive & Heritage Services
Contact details:	Tel: 01604 366909 Fax: 01604 Email: <a href="mailto:gcallister@northamptonshire.gov.uk">gcallister@northamptonshire.gov.uk</a>
Background Papers:	Appendix 1 and 2 attached
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	NO
Will further decisions be required? If so, please outline the timetable here	YES – potential for additional NCC capital spend and approval in 2014/15 and 2015/16 as part of a £3m contribution towards a total £8.5m capital budget cost
Is this report proposing an amendment to the budget and/or policy framework?	YES
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications been cleared by the Capital Investment Board (CIB)	Yes Name of SFM: Rosemary Pallot / Matt Bowmer  NO
Has the report been cleared by the relevant Corporate Director or ACE?	YES Name of Director: Tony Ciaburro
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Councillor Andre Gonzalez De Savage
Has the relevant scrutiny committee been consulted?	NO Scrutiny Committee:
Has the report been cleared by Legal Services?	YES Name of solicitor: Julie Thomlinson
	Solicitor's comments: Projects to be

	monitored for relevant state aid and/or procurement and/or best value issues
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Simon Deacon, Head of Marketing & Communications
Have any property issues been cleared by Property and Asset Management?	YES Name of officer: David Chard, Standards & Governance Manager; James Wheeler, Strategic Asset Manager Comments: Appropriate provision will need to be made within the overall project budget to discharge the Authority's maintenance obligations of Castle House post acquisition.
Has an Equalities Impact Assessment been carried out in relation to this report?	YES <a href="http://www.northamptonshire.gov.uk/en/council/services/Council/equalities/Pages/eqceia.aspx">http://www.northamptonshire.gov.uk/en/council/services/Council/equalities/Pages/eqceia.aspx</a>
Are there any community safety implications?	The proposals presented could lead to the following impacts: <ul style="list-style-type: none"> <li>• Vandalism including arson and associated costs of repair and maintenance;</li> <li>• Anti-social behaviour;</li> <li>• Litter and environmental impact;</li> <li>• Fear of crime.</li> </ul> Good design, lighting, community ownership and engagement will be critical to ensuring community safety impacts are minimised
Are there any environmental implications:	<ul style="list-style-type: none"> <li>• Potential for an increase in litter – low-level, however future cleaning / maintenance plan will be required to support '<i>Heritage Gateway</i>' interventions;</li> <li>• Potential for improvement to natural habitats or bio-diversity (trees / wildlife) – low-level impact;</li> <li>• Potential for some noise pollution depending on what events may take place on site in the future – low-level impact.</li> </ul> Full environmental impact audit will be undertaken as project develops in compliance with relevant county council plans and policies.
Are there any Health & Safety Implications:	NO
Are there any Human Resources Implications:	NO
Are there any human rights implications:	NO
Constituency Interest:	Councillor Winston Strachan, Castle ward