



Northamptonshire
County Council

Cabinet

Tuesday 17 December 2019

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Cabinet reports:

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CABINET

17 DECEMBER 2019

CHIEF EXECUTIVE: THERESA GRANT

CABINET MEMBER WITH RESPONSIBILITY FOR CORPORATE SERVICES:

COUNCILLOR SANDRA NADEN-HORLEY

Subject:	Northamptonshire County Council’s Equality Objectives 2019-2021
Recommendations:	Cabinet is asked to: <ol style="list-style-type: none"> 1. Agree to adopt the Equality Objectives proposed at Section 4 in this report; 2. Consider and note the implications of the Equality Impact Assessment carried out on the proposed objectives

1. Purpose of report

1.1 The Council has a duty under the Equality Act 2010 to publish its Equality Objectives at least every four years.

1.2 The Council’s current Equality Objectives were agreed by Cabinet in 2015. Although the Minister for Local Government has written to Northamptonshire councils confirming his decisions for the legislation required for the creation of two new unitary authorities in Northamptonshire and the abolition of the County Council and the seven district and borough councils on 1 April 2021, it is important that the Council continues to meet its statutory duties while still in existence.

1.3 This report recommends updating the Council’s Equality Objectives to reflect the transition to unitary authorities, as set out in section 4.

2. How this decision contributes to the Council plan

The Council’s vision is for Northamptonshire to be a county where everyone looks after each other and takes responsibility, where the vulnerable are protected and supported and where the people who can help themselves receive the assistance they need to stay independent and healthy.

This initiative helps the Council to deliver this vision through the following strategic priorities outlined in the Council Plan:

- Working in partnership with other public sector organisations (such as the seven district and borough councils, the local NHS bodies, and Northamptonshire Police).
- Enabling individuals and communities to achieve better outcomes.
- Focusing resources on prevention and early intervention.
- Using technology and digital solutions to meet the needs of residents.
- Reducing inequalities and disparity of opportunities.

3. Background

3.1 The Equality Act 2010 brought together over 100 separate pieces of equality and anti-discrimination legislation into one single Act. Combined, they provide a legal framework to protect the rights of individuals and advances equality of opportunity for all.

3.2 The specific duties of the Equality Act are set out in regulations which came into force in September 2011. These include setting equality objectives, which should help the Council further the three aims of the Equality Duty:

- Eliminate unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act;
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
- Foster good relations between people who share a protected characteristic and people who do not share it.

3.3 The protected characteristics are:

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership (only in respect of eliminating unlawful discrimination)
- Pregnancy and maternity
- Race
- Religion
- Sex
- Sexual orientation

3.4 The last set of equality objectives were agreed and adopted at Cabinet in September 2015. Guidance on setting equality objectives recommends that objectives should focus on the biggest equality challenges facing the authority and take into account evidence of equality issues across all the functions of the authority. As such, the last set of equality objectives reflected the Council position at the time:

- Narrowing the gap
- Understanding emerging needs
- Listening to customers and responding to feedback
- Ensuring that our Next Generation Council is accessible and inclusive

3.5 The Council's recent history is well-documented and it is acknowledged that it has not been possible to fully address these objectives in the light of financial challenges across the Council as a whole and performance issues in Children's Services. The Council is also in a very different place to four years ago.

3.6 Given the process in place to abolish the County Council and seven district and borough councils and replace them with two unitary authorities on 1 April 2021, it is recommended that the Council's new Equality Objectives, which will be in place until the Council ceases to exist on 1 April 2021, are based on existing

objectives and commitments to promote equality and reduce inequalities in some of the Council's key plans and documents.

3.7 It will be for the new unitary authorities to set their own equality objectives, based on evidence of need and prioritisation. In doing so, the work will likely include a review of all eight authorities' equality objectives and progress to date.

4. Recommended Equality Objectives for 2019-2021

4.1 Based on the review of the previous Equality Objectives, current plans and commitments and the transition to unitary authorities in Northamptonshire, the following Equality Objectives for the Council for 2019-21 are proposed:

4.2 **Narrow the gap** – this remains an important area for the Council in terms of our commitment to reducing inequalities and improving life chances. Plans such as the Council Plan, the Northamptonshire Adult Social Services Strategy and the Children First Northamptonshire Improvement Plan set out measures we will take to address inequalities. In addition, the Northamptonshire Health, Care & Wellbeing Plan, which was not available for detailed review at the time of developing these equality objectives, does seek to address some of the most pressing health inequalities in the county, as identified in the Director of Public Health's Annual Report. We will:

- Address health inequalities in Northamptonshire by working in partnership to deliver the recommendations set out in the Director of Public Health's Annual Report and the forthcoming Northamptonshire Health, Care & Wellbeing Plan
- Prioritise the needs of the vulnerable children and adults amongst us
- Support older people and younger adults with disabilities by changing the way we deliver adult social care so that we focus on supporting the right people at the right time, in the right place, with the right support being provided by the right partner
- Focus on investment in prevention, better outcomes through permanent placements for our children in care and effectively managing risks, to ensure the most vulnerable young people are consistently safeguarded and protected from harm
- Improve the transition from Children's Services to Adult Social Services for disabled children in care to achieve better outcomes for this cohort

4.3 **Ensure that equality considerations are at the heart of what we do** – this is about ensuring that the processes we have in place to deliver services, present information and make decisions, are fair and accessible. We will:

- Ensure that changes take into account equality gaps and mitigate impact, so that we reduce inequalities and disparity of opportunities
- Continue to embed the equality impact assessment process into business planning and decision-making, ensuring that training and staff awareness on requirements is up to date

- Broaden the equality impact assessment process to consider health impacts (including health inequalities), through the provision of training and support to enhance the positive impacts that can be achieved
- Improve data collection to increase our understanding of service users and their needs
- Look for opportunities to improve engagement with communities and broaden participation in consultations
- Improve the accessibility of our communications by working with visually-impaired people to make our most important web-based tasks more accessible
- Commit to providing materials in easy read where appropriate to improve accessibility to Council services to people with learning disabilities

4.4 Play our part in ensuring that North Northamptonshire and West Northamptonshire unitary authorities have due regard to equality and diversity in their development. We will:

- Contribute to the governance of the Future Northants programme to ensure that equality and diversity is considered as a key part of each work stream and individual projects, where relevant
- Support the development of a cross-programme equality impact assessment process
- Support the delivery of training on the Equality Act and Public Sector Equality Duties to new councillors
- Work with colleagues across the seven district and borough councils to ensure that policies, services and commissioning activity reflect the diversity of Northamptonshire

5. Consultation and Scrutiny

5.1 The Council has taken a pragmatic view when considering the approach to take with regard to updated equality objectives for the period 2019-2021 when the Council will cease to exist, subject to final confirmation from Government. These objectives have been developed in the context of the work the Council has committed to undertake, on its own and in partnership, to deliver a significant transformation programme. These objectives bring together the existing commitments that seek to address inequalities and promote fairness and equity. As such, they have not been subject to public consultation as they have already been agreed.

6. Equality Screening

6.1 An equality impact assessment has been carried out on the proposed equality objectives. Notwithstanding the fact that the final Health, Care & Wellbeing Plan has yet to be shared and signed up to by the Council, there is enough information already available to indicate that these actions should have a positive impact on people with protected characteristics. Some actions may need longer to deliver the outcomes than the life of the objectives themselves, and as such may be considered for inclusion in the equality objectives of the new unitary

authorities, if they so choose. In addition, if new issues arise that merit inclusion, these objectives may be reviewed and adapted to meet those needs.

6.2 The EqIA can be found on the Council's website at [https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/business-intelligence-and-performance-improvement-equality-impact-assessments-\(eqias\).aspx](https://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/business-intelligence-and-performance-improvement-equality-impact-assessments-(eqias).aspx)

7. Alternative Options Considered

7.1 In view of the fact that the legislation required to create two new unitary councils in Northamptonshire has been laid before Parliament, notwithstanding the pause created by a General Election being called, the Council could have left the existing equality objectives in place. However, this would mean the Council would not be meeting its duties under the Equality Act 2010 and would be at risk of sanction by the Equality and Human Rights Commission.

8. Financial Implications

8.1 There are no new financial implications associated with this paper. Existing commitments will already have had resources secured to support delivery, if required.

9. Risk and Business Continuity Management

9.1 The Equality and Human Rights Commission has the power to take enforcement action against public bodies which do not comply with equality legislation.

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
None		Green

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

Risk	Risk Rating
The Council does not meet its duties under the Equality Act 2010	Red

10. List of Appendices

Equality Impact Assessment

Author:	Name: Emma Gadsby Team: Consultation, Equalities & Accessibility Team (Corporate Services)
Contact details:	Tel: 01604 367248 Email: egadsby@northamptonshire.gov.uk
Background Papers:	None
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	YES

Will further decisions be required? If so please outline the timetable here	No
Does the report include delegated decisions? If so, please outline the timetable here	No
Is this report proposing an amendment to the budget and/or policy framework?	NO
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications passed through Capital Programme governance procedures?	YES Name of SFM: Rosemary Pallot NO
Has the report been cleared by the relevant Director?	YES Name of Director: Theresa Grant
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Cllr Sandra Naden-Horley
Has the relevant scrutiny committee been consulted?	n/a
Has the report been cleared by Legal Services?	YES Name of solicitor: Susan Zeiss
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Liam Beasley
Have any property Issues been cleared by Property and Asset Management?	YES/NO n/a Name of officer:
Have the Procurement Implications below been referenced in the Paper: <ul style="list-style-type: none"> • Have you evidenced compliance with the Council's Contract Procedures Rules? • Have you made clear in this paper where you are seeking Cabinet to approve an exemption from the Contract Procedure Rules and detailed the risks and mitigations? • Have you identified any EU or UK legislative risks such as non-compliance with the Public Contract Regulations Act 2015, transparency and open competition? • Have you identified the procurement risks associated with a contract? 	YES/NO n/a Name of officer (This should be Head of Procurement)

Are there any community safety implications?	No
Are there any environmental implications:	No
Are there any Health and Safety Implications:	NO
Are there any Human Resources Implications:	NO
Are there any human rights implications:	YES – the Equality Act provides a legal framework to protect the rights of individuals and advance equality of opportunity for all.
Constituency Interest:	All

Item 09 Appendix 1

Name of proposal/policy	Equality Objectives 2019-21	Budget number (if applicable)	n/a
Service area responsible	Corporate & Community Services	Cabinet meeting date	17 th December 2019
Name of completing officer	Emma Gadsby	Date EqIA created	18 th November 2019
Approved by Director / Assistant Director		Date of approval	
Signed off by NCC Equalities Lead		Date of sign off	

For sign off by the NCC Equalities Lead, email egadsby@northamptonshire.gov.uk or equalities@northamptonshire.gov.uk

The Equality Act 2010 places a ‘**General Duty**’ on all public bodies to have ‘**Due regard**’ to:

- **Eliminating discrimination, harassment and victimisation**
- **Advancing equality of opportunity**
- **Fostering good relations**

We do this by undertaking equality impact assessments (EqIAs) to help us understand the implications of policies and decisions on people with protected characteristics – EqIAs are our way of evidencing this.

All assessments must be published on the NCC equalities web pages. All Cabinet papers where an EqIA is relevant **MUST** include a link to the web page where this assessment will be published. To have your EqIA published, please contact equalities@northamptonshire.gov.uk

PART A – REMOVE ALL GUIDANCE IN ITALICS ONCE COMPLETED

1) Description of current provision/policy and main beneficiaries/stakeholders

The current set of equality objectives were agreed and adopted at Cabinet in September 2015. Guidance on setting equality objectives recommends that objectives should focus on the biggest equality challenges facing the authority and take into account evidence of equality issues across all the functions of the authority. As such, the last set of equality objectives reflected the Council position at the time:

- Narrowing the gap
- Understanding emerging needs
- Listening to customers and responding to feedback
- Ensuring that our Next Generation Council is accessible and inclusive

2) Description of proposal under consideration/development

The Council has a duty under the Equality Act 2010 to publish its Equality Objectives at least every four years.

The Council's current Equality Objectives were agreed by Cabinet in 2015. Although the Minister for Local Government has written to Northamptonshire councils confirming his decisions for the legislation required for the creation of two new unitary authorities in Northamptonshire and the abolition of the County Council and the seven district and borough councils on 1 April 2021, it is important that the Council continues to meet its statutory duties while still in existence.

Given the process in place to abolish the County Council and seven district and borough councils and replace them with two unitary authorities on 1 April 2021, it is recommended that the Council's new Equality Objectives, which will be in place until the Council ceases to exist on 1 April 2021, are based on existing objectives and commitments to promote equality and reduce inequalities in some of the Council's key plans and documents.

These objectives have been developed in the context of the work the Council has committed to undertake, on its own and in partnership, to deliver a significant transformation programme. These objectives bring together the existing commitments that seek to address inequalities and promote fairness and equity.

The equality objectives and this EqIA have been drafted prior to the Health, Care & Wellbeing Plan being shared publicly and signed up to by the Council and so there is a limitation to the data and information available.

3) Data used in this Equality Impact Assessment (general population data where appropriate but each EqlA should contain information on people who use the service under consideration – if this is not applicable to your proposal then you probably do not need to do an EqlA)

Data Source (include link where published) – quantitative or qualitative	What does this data tell us?
<p>Director of Public Health Annual Report 2018/19</p>	<p>This report contains a wealth of information about health and wellbeing in Northamptonshire, and in particular, health inequalities in the county. Information is also split by the proposed two unitary authorities. The full report contains the detail, but the headlines are:</p> <ul style="list-style-type: none"> • The average life expectancy for men in North Northamptonshire is 77 years in Corby and 80 years in East Northamptonshire and Kettering • The average life expectancy for men in West Northamptonshire is 79 years in Northampton and 81 years in Daventry and South Northamptonshire • The average life expectancy for women in North Northamptonshire is 81 years in Corby and 83 years in East Northamptonshire, Kettering and Wellingborough • The average life expectancy for women in West Northamptonshire is 83 years in Daventry and Northampton and 85 years in South Northamptonshire • There is an absolute difference in life expectancy of 7 years for boys and 6 years for girls between the most and least deprived areas in North Northamptonshire and an absolute difference in life expectancy of 7 years for boys and 5 years for girls between the most and least deprived areas in West Northamptonshire • Special educational needs, childhood obesity, self-harm hospital admissions, anxiety, unemployment, spend on tobacco, premature deaths from cardiovascular disease and emergency admissions for

	falls in people aged 65+ are all higher in the more deprived areas of the county
The Council Plan 2019-21	Sets out the direction of travel for Northamptonshire County Council, the priorities for 2019-21 and the context in which it operates
Northamptonshire Adult Social Services Strategy 2019-22	Sets out the Council's vision for Adult Social Care

4) Please give details about planned consultation or engagement with communities and other stakeholders that are likely to be affected by the policy/decision/service change. Contact the Consultation, Equalities & Accessibility Team (ceat@northamptonshire.gov.uk) for advice or complete the online form with details of your consultation/engagement activity.

If you are not carrying out any consultation or engagement activity, please provide reasons why you think this is not necessary.

These objectives have not been consulted upon as they form part of already agreed plans or business as usual to make the Council as effective as possible in meeting its statutory duties.

5) If consultation or engagement has been carried out in the past, please provide details. If so, what were their views and how have their views influenced the work to date?

n/a

Protected characteristics as set out in the Equality Act 2010

6) Based on the above information, what is the likely impact on the following groups? Please explain why you have made this assessment. If you are unsure, set out what you will do to get enough information to make an assessment.

Sex	Impact and explanation	Positive
		Explanation: Actions relating to the Director of Public Health Annual Report seek to address particular issues around maternal health and wellbeing. The Council will also work to contribute towards delivering the Northamptonshire Domestic Abuse and Sexual Violence Strategy, where victims are more likely to be female (although not exclusively)

	Mitigations/action	
Gender Reassignment	Impact	neutral Explanation: although no specific actions or objectives that particularly focus on gender reassignment have been identified, the Council's EqIA process ensures that gender reassignment is considered when looking at the impact of decisions, policies and services changes.
	Mitigations/actions	
Age	Impact	Positive Explanation: The objectives seek to prioritise the needs of the vulnerable children and adults, particularly through the work of Adult Social Services and Children's Social Care.
	Mitigations/actions	
Disability	Impact	Positive Explanation: The objectives seek to prioritise the needs of the vulnerable children and adults, particularly through the work of Adult Social Services and Children's Social Care. The Director of Public Health Annual Report also identifies health inequalities that particularly affect people with disabilities.
	Mitigations/actions	
Race & Ethnicity	Impact	Positive Explanation: The Director of Public Health Annual Report in particular identifies health inequalities that particularly affect people from black and minority ethnic communities.
	Mitigations/actions	
Sexual Orientation	Impact	neutral Explanation: although no specific actions or objectives that particularly focus on sexual orientation have been identified, the Council's EqIA process ensures that sexual orientation is considered when looking at the impact of decisions, policies and services changes.
	Mitigations/actions	
Religion or Belief (or No Belief)	Impact	neutral

		Explanation: although no specific actions or objectives that particularly focus on religion or belief have been identified, the Council's EqIA process ensures that religion or belief is considered when looking at the impact of decisions, policies and services changes.
	Mitigations/actions	
Pregnancy & Maternity	Impact	Positive Explanation: Actions relating to the Director of Public Health Annual Report seek to address particular issues around maternal health and wellbeing.
	Mitigations/actions	

Cross-cutting considerations

7) Based on the above information, what is the likely impact on the following groups? Please explain why you have made this assessment. If you are unsure, set out what you will do to get enough information to make an assessment.		
Human Rights – relevant articles and local authority context: <i>Article 2 – Right to life</i> <i>Article 3 – Freedom from torture and inhuman or degrading treatment</i> <i>Article 4 – Prohibition of slavery and forced labour</i> <i>Article 5 – Right to liberty and security</i> <i>Article 6 – Right to a fair trial</i> <i>Article 8 – Right to private and family life</i> <i>Article 9 – Freedom of thought, belief and religion</i> <i>Article 10 – Freedom of expression</i> <i>Article 11 – Freedom of assembly and association</i> <i>Article 14 – Protection from discrimination</i>	Impact	Positive Explanation: The objectives should have a positive impact on human rights
	Mitigations/actions	

<p>Article 1 of the First Protocol: Protection of property</p> <p>Article 2 of the First Protocol: Right to education</p>		
<p>Rural isolation</p>	<p>Impact</p>	<p>Positive Explanation: although rurality is not a protected characteristic under the Equality Act, the Council's EqIA process ensures that rural isolation is considered when looking at the impact of decisions, policies and services changes.</p>
	<p>Mitigations/actions</p>	
<p>Socio-economic exclusion</p>	<p>Impact</p>	<p>Positive Explanation: although socio-economic exclusion is not a protected characteristic under the Equality Act, the Council's EqIA process ensures that socio-economic exclusion is considered when looking at the impact of decisions, policies and services changes. In addition, deprivation is a key determinant of health inequalities and so is given a particular focus in relation to health inequalities.</p>
	<p>Mitigations/actions</p>	
<p>Health and wellbeing considerations, for example:</p> <ul style="list-style-type: none"> • <i>Health behaviours (healthy eating, physical activity, smoking, alcohol)</i> • <i>Family, friends and community (social isolation, community safety, mental health, family support)</i> • <i>Environment (housing standards, fuel poverty, air pollution, green spaces)</i> 	<p>Impact</p>	<p>Positive Explanation: Improving health inequalities is a key part of delivering the Council's equality objectives.</p>
	<p>Mitigations/actions</p> <p>Note: Depending on the scale of the impact identified, there may be a recommendation for a full Health Impact Assessment to be completed</p>	

<ul style="list-style-type: none"> • <i>Work and education (employment, working conditions, income)</i> • <i>Transport (active travel, public transport, road injury risk, traffic management)</i> • <i>Quality and access to care</i> 		
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PART B – if you are undertaking any further work before the decision on this policy or service change is made, please complete Part B and then make a final assessment based on this additional information

REMOVE ALL GUIDANCE IN ITALICS ONCE COMPLETED

1) Consultation, follow up data and information gathered from actions identified above	
	What does this information tell us?
<i>Describe any consultation or engagement that you have carried out since you completed Part A and number of responses/event attendees/contacts</i>	<i>What did people tell you? Did they support the proposal? Did they make any alternative suggestions? Did support differ depending on who was responding?</i>
<i>Describe any further work you have undertaken since completing Part A – have you had further discussions with providers? Has the budget changed? Are alternative proposals being considered? Have you been able to fill in any gaps in information that you had identified?</i>	<i>What does this tell you?</i>

Protected characteristics as set out in the Equality Act 2010 – see Part A for explanations and guidance

2) Based on the above information, what is the likely impact on the following groups? Please explain why you have made this assessment. If you are still unsure, please explain what you plan to do in future to address this.		
Sex <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate)
	Mitigations/actions	Explanation:

Gender Reassignment <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Age <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Disability <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Race & Ethnicity <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Sexual Orientation <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Religion or Belief (or No Belief) <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Pregnancy & Maternity <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	

Cross-cutting considerations – see Part A for explanations and guidance

3) Based on the above information, what is the likely impact on the following groups? Please explain why you have made this assessment. If you are still unsure, please explain what you plan to do in future to address this.

Human Rights (Please see articles in the toolkit for more information) <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Rural isolation <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Socio-economic exclusion <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions	
Health and wellbeing considerations <i>Refer back to Part A for detail</i>	Impact	Positive / neutral / negative / unsure (delete as appropriate) Explanation:
	Mitigations/actions Note: Depending on the scale of the impact identified, there may be a recommendation for a full Health Impact Assessment to be completed	

4) Final impact analysis (taking the findings from Part B into account) – including review date if required

Based on all the information contained in this assessment, and based on what you are proposing to do/recommend, what do you assess the impact to be – in particular, highlight where there may be negative impacts, and what can be done to mitigate them. These need to be made clear so that decision-makers

are fully informed before making their decision. This equality impact assessment will be the Council's evidence of meeting its duties under the Equality Act and would be referred to in the event of a legal challenge.



**CABINET
17 DECEMBER 2019
EXECUTIVE DIRECTOR FOR PLACE & COMMERCIAL: NEIL TAYLOR
CABINET MEMBER WITH RESPONSIBILITY FOR HIGHWAYS AND PLACE:
COUNCILLOR JASON SMITHERS**

Subject:	Approval for the further introduction of civil enforcement of bus lane contraventions
Recommendations:	That Cabinet: <ol style="list-style-type: none"> 1. Approve the further introduction of civil enforcement of bus lanes contraventions in the County 2. To note the steps required to implement civil enforcement; and 3. Agree that delegated authority be given to the Executive Director for Place & Commercial, in consultation with the Cabinet Member for Highways and Place, to take all steps necessary to commence bus lane civil enforcement at suitable sites across the County.

1. Purpose of report

The purpose of the report is to seek Cabinet approval to introduce further civil enforcement of vehicle contraventions pertaining to sections of the highway used as bus lanes. This will be by means of CCTV cameras using ANPR technology and will be implemented at suitable sites identified across the County.

Civil enforcement of bus lane contraventions is proven to reduce the current level of moving traffic contraventions in bus lanes, resulting in improved journey times and journey time reliability for bus passengers therefore enhancing the attractiveness of public transport to potential users. It will also benefit cyclists by reducing the number of vehicles in bus lanes and contribute towards an uptake in the use of more sustainable modes of transport.

2. How this decision contributes to the Council plan

The Council’s vision is to make Northamptonshire a great place to live and work. This is achieved through increasing the wellbeing of your county’s communities and/or safeguarding the county’s communities.

This initiative specifically delivers increased wellbeing and/or safeguarding by ensuring that:
<ul style="list-style-type: none"> • Working in partnership with other public sector organisations (such as the seven district and borough councils, the local NHS bodies, and Northamptonshire Police). • Using innovation to find better and more sustainable ways of delivering services ensuring they are efficient and affordable in the long term. • Using technology and digital solutions to meet the needs of residents. • Commissioning and procuring services and goods with partners. • Utilising the Council’s assets effectively.

3. Background

Regulations made under Section 144 of Transport Act 2000, which came into force on 1st November 2005, make it possible for approved Local Authorities to set up and operate civil enforcement of bus lane contraventions using approved capture devices. At present, in Northamptonshire, any bus lane contraventions are dealt with by the Police as they still retain the ability to take criminal proceedings against certain offences in areas of civil enforcement.

Northamptonshire County Council is cited in The Bus Lane Contraventions (Approved Local Authorities) (England) Order 2005 as authorised to undertake bus lane contravention enforcement as a result of it being authorised to carry out civil parking enforcement.

For the purposes of this report a bus lane is any section of the highway which has traffic orders to prevent the general use of the road in favour of buses.

The enforcement of bus lane contraventions is essential to reduce journey times and encourage modal shift.

A Transport for London study identified that routine enforcement of bus lanes can result in a 15% reduction in delays to buses and an 85% improvement in compliance with the Traffic Regulation Orders (TROs).

Three trial sites had cameras installed in 2017 to check the level of contraventions to the existing TROs. The results were:-

Site 1 Bus gate Wellingborough Town Centre	793 vehicles per day (over 14 days)
Site 2 Weedon Road (junction with Duston Rd)	52 vehicles per day (over 14 days)
Site 3 The Drapery, Northampton.	427 vehicles per day (over 7 days)

Before enforcement can commence at a particular site it will be necessary for the Council to:-

- a) Review the TROs covering the relevant areas to ensure that they are compliant with the law, current, reflect the road layout and that nothing has invalidated them and to ensure the wording of the TRO reflects the offence which is to be enforced;
- b) Install appropriate equipment (approved devices in accordance with The Bus Lanes (Approved Devices) (England) Order 2006);
- c) Ensure that procedures are in place to ensure that all approved devices installed are operated correctly and able to produce evidence to be used in enforcement action.
- d) Check signage in the enforcement areas is up to date, visible and properly mounted. This may also require additional or amended signage to be installed.

- e) Ensure that processes and procedures for the issuing of penalty charge notices (PCNs) including training for the Parking Services Team are in place.

Penalty Charges will be levied on the basis of £60 (reduced to £30 if paid within 14 days). There will be a short period of two weeks once the equipment is installed during which warning PCNs will be issued without charges being levied.

Cabinet agreed in August 2019 to introduce civil enforcement of vehicle contraventions pertaining to sections of the highway used as bus lanes in two locations – Bus gate, Wellingborough town centre and The Drapery, Northampton. Work is progressing in the introduction of these schemes. It is now proposed to delegate authority to the Executive Director for Place & Commercial, in consultation with the Cabinet Member for Highways and Place to introduce this type of enforcement at other suitable sites across the County.

4. Consultation and Scrutiny

As the Bus Lane Enforcement proposal is an extension of the existing parking enforcement controls, external consultation has not been required.

Communication will be important in ensuring the successful introduction of Bus Lane Enforcement in the County. A communications plan will be developed to inform Members, the general public, businesses and key stakeholders and the wider public. This communication plan will include details of what publicity will take place to inform the public of the civil enforcement scheme and the start date for such enforcement.

5. Equality Screening

The impacts of the proposal have been assessed under an Equality Impact Assessment which can be found at the link shown below. In summary the proposal is assessed as having generally neutral impacts.

The Assessment for Environment, Place & Transport can be found at:

[http://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/environment,-planning-and-transport-equality-impact-assessments-\(eqias\).aspx](http://www3.northamptonshire.gov.uk/councilservices/council-and-democracy/equalities/equality-impact-assessments-eqias/Pages/environment,-planning-and-transport-equality-impact-assessments-(eqias).aspx)

6. Alternative Options Considered

Do nothing. There is no statutory requirement to undertake the civil enforcement of bus lanes. The responsibility for undertaking criminal proceedings could remain with the Police.

However, this option is unlikely to reduce the current level of contraventions due to the sporadic nature of enforcement, and it would fail to deliver any improvements in services to bus passengers and cyclists.

7. Financial Implications

The trial data suggests that the cost of implementing a comprehensive enforcement system and the ongoing annual costs would be offset by the income from enforcement activity.

At this stage as the additional locations for enforcement are not yet known and no data exists to provide estimates of the number of contraventions that are likely to occur, it is not possible to forecast the level of income as a result of this proposal. It will be necessary to carry out a financial assessment of each site to ensure that it will be viable before the Executive Director agrees to the implementation at that new site.

Government guidance states that revenue raised from bus lane enforcement penalty charge notices should initially be used to recover the costs of setting up, operating and maintaining the bus lane enforcement scheme. Therefore it is hoped that any costs incurred in setting up this process will be recovered in the first year of operation.

Any surplus revenue should then be spent in accordance with The Bus Lane Contraventions (Penalty Charges, Adjudication and Enforcement) (England) Regulations 2005. The purposes set out are:

- a) returning to the general fund any money provided to cover a deficit in the bus; Lane enforcement account in the four years immediately before the financial year in question;
- b) meeting costs incurred, by the authority or some other person, to provide or operate public transport services or facilities; and
- c) Highway improvements in the authority's area.

<p>What benefits will the proposal deliver?</p>	<ul style="list-style-type: none"> • Value for money • Cost effectiveness • Efficiency savings (cashable and non-cashable) • Return on investment • Payback period of investment • Impact on service risk register • Other benefits realised <p>Other factors are considered below:</p> <ul style="list-style-type: none"> • Impact on performance indicators <p>By implementing the proposal there is no adverse impact on performance indicators</p>
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8. Risk and Business Continuity Management

Significantly increased compliance could result in a decline in the projected income from paid penalty charge notices. Evidence from Transport for London has shown an improvement in compliance, but not at levels that would significantly affect budget

projections. In Northamptonshire it is proposed that spending is restricted to the income levels projected over the first three years of undertaking this operation. Monthly monitoring of income and expenditure will be used to manage this risk.

1. Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Impact on Customers	None	Green
Financial impacts	None	Green
Service operational impacts	None	Green
Data Protection	None	Green
Regulatory	None	Green

2. Risk(s) associated with not undertaking the proposal

Risk	Risk Rating
Customer Impacts – failure to respond to customer needs for reliable transport times and reduce the potential for traffic / pedestrian conflicts	Red
Public transport, taxi and private hire operators – failure to manage and enforce traffic restrictions and mitigate travel time delays	Red
Not supporting bus priority measures may adversely affect the viability of commercial bus services.	Red

Author:	Name: Nick Henstock Team: Highways and Transport
Contact details:	Email: nhenstock@northamptonshire.gov.uk
Background Papers:	<ul style="list-style-type: none"> Provisional guidance on bus lane (including tramway) enforcement in England outside London - Department for Transport, November 2005 (Revised 2008);
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	YES
Will further decisions be required? If so please outline the timetable here	NO
Does the report include delegated decisions? If so, please outline the timetable here	YES Implementation of proposal - decision date planned to follow Cabinet approval of this report.
Is this report proposing an amendment to the budget and/or policy framework?	NO

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 YES
Has the report been cleared by the relevant Director?	YES Executive Director Place and Commercial: Neil Taylor
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Jason Smithers
Has the relevant scrutiny committee been consulted?	NO
Has the report been cleared by Legal Services?	YES Name of solicitor: Debbie Carter-Hughes
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Liz Fitzgerald
Have any property Issues been cleared by Property and Asset Management?	Not applicable
Procurement/ Contractual Implications: <ul style="list-style-type: none"> • Have you evidenced compliance with the Council's Contract Procedures Rules? • Have you identified where you are seeking Cabinet to approve an exemption from the Contract Procedure Rules and detailed the risks and mitigations? • Have you identified any EU or UK legislative risks associated with the exemption process such as non-compliance with the Public Contract Regulations Act 2015, transparency and open competition? • Have you identified the procurement or contractual risks associated with a contract? • Has the contract/procurement been subjected to the Council's Commercial Board? 	Yes Exemption n/a There are no identified risks Yes No
Are there any community safety implications?	The delivery of an effective bus lane enforcement service will have a positive impact on highways safety for local communities.

Are there any environmental implications:	Yes – positive. The scheme aims to improve the reliability of bus services and deter unauthorised vehicles, the scheme aims to improve air quality, encourage the use of more sustainable transport modes, particularly bus patronage and cycling.
Are there any Health and Safety Implications:	NO
Are there any Human Resources Implications:	NO
Are there any human rights implications:	NO The Parking Service serves all the community.
Constituency Interest:	Countywide



CABINET

17 DECEMBER 2019

GENERAL COUNSEL: SUSAN ZEISS

CABINET MEMBER WITH RESPONSIBILITY FOR CORPORATE SERVICES

COUNCILLOR SANDRA NADEN-HORLEY

Subject:	Archive and Retrieval Contract
Recommendations:	<ol style="list-style-type: none"> 1. To delegate authority to the General Counsel, in consultation with the Cabinet Member for Corporate Services, via LGSS acting on behalf of the Authority to extend the document storage and retrieval contract for Northamptonshire County Council under ESPO terms until the end of March 2020; and 2. To delegate authority to the General Counsel, in consultation with the Cabinet Member for Corporate Services, via LGSS acting on behalf of the Authority to re-procure the archive and retrieval contract for Northamptonshire County Council under ESPO terms including award of contract for a period of 2 years to end of March 2022 with option for addition extensions.

1. Purpose of report

The purpose of this report is to request approval to extend the current NCC corporate document storage and retrieval contract using the ESPO 390-18 framework and re-procure the same through a competitive process using the same framework.

2. How this decision contributes to the Council plan

2.1 The Council's vision is for Northamptonshire to be a county where everyone looks after each other and takes responsibility, where the vulnerable are protected and supported and where the people who can help themselves receive the assistance they need to stay independent and healthy.

This initiative helps the Council to deliver this vision through the following strategic priorities outlined in the Council Plan.

- Working in partnership with other public sector organisations (such as the seven district and borough councils, the local NHS bodies, and Northamptonshire Police).
- Engaging with partners and communities to co-design and co-deliver services.
- Commissioning and procuring services and goods with partners.
- Utilising the Council's assets effectively.

3. Background

- 3.1 The Council's Corporate Document Storage and Retrieval Contract expired in September 2019. Work had been undertaken in line with recommendations made to Cabinet in April 2019 to design a new specification and invite any interested LGSS and local statutory partners to join the procurement.
- 3.2 The contract provides an end to end service for paper-based document storage and retrieval for the council. Under various pieces of legislation set out in the Records Retention Schedule, NCC has the duty to retain records for various reasons – for example information retained under the Limitations Act for financial and personnel records or information held under the Children Act, Education Act and Care Act for social care and education records.
- 3.3 The Council has a retention policy that clearly describes information retention periods. Where information is held in electronic form on a core business system, the needs for physical document storage is far less.
- 3.4 However, given that the council has various forms of information held in paper form (most information pre-2004 when the transition to digital document storage commenced) and for social care records they can be required to be held for 75 years, this storage and retrieval contract is essential.
- 3.5 Under the Data Protection and Freedom of Information Act, records may be disclosed to individuals at their request or request of an authorised individual. The costs of scanning and electronic storage have been examined by NCC Business Transformation and are deemed prohibitive due to the relative low cost of physical storage.
- 3.6 Councils are currently under national mandate not to destroy casefiles for historic cases where children were accommodated in institutions to allow the appropriate authorities the means of investigation for any allegation of child sexual abuse in council run institutions.

4. Matters for consideration

- 4.1 Over the course of discussions with partners interest was withdrawn as both Cambridgeshire County Council and Milton Keynes Borough Council either continued with local arrangements or determined they had differing requirements.
- 4.2 Given this change in circumstances work refocused on NCC requirements. Over the period of redesign the contract expired and normally the Council would look to extend arrangements under the original ESPO framework. The original framework also expired meaning options were reconsidered.
- 4.3 The Council is permitted to extend the current contract through the new ESPO framework for a short period of time pending re-procurement. A procurement Waiver was approved by the Chief Executive and LGSS Procurement to extend

arrangements through to the end of March 2020 to allow for a new specification to be developed (now complete) and for procurement options to be reconsidered.

- 4.4 Cabinet were previously asked to approve an open tender process for the re-procurement of the contract. However economies of scale were lost when it transpired that the Council would be the sole customer of services. In consultation with LGSS Procurement the advice to Cabinet has now changed to request re-procurement via a competitive process under the ESPO 390-18 framework.
- 4.5 All of the main providers identified as potential service providers through soft market testing are on the new ESPO framework. Therefore LGSS Procurement advised adding a competitive element to the process so that suppliers can review their potential charges and service offerings in line with the revised NCC specification. This allows the Council to maintain its obligations for providing Best Value rather than accept pricing from a fixed schedule.
- 4.6 The General Counsel recommended that considering potential implications arising from transformation to a unitary model of local government that procuring services for a period of 2 years with the option to extend would minimise the risk of NCC or future Unitaries being unable to adjust requirements until 2024.

5. Consultation and Scrutiny

- 5.1 As part of the decision making on options for the procurement the Information Managers/Archive Contract Managers from Cambridgeshire County Council and Milton Keynes Borough Councils attended two meetings to discuss options.
- 4.2 The intention to offer an open procurement opportunity was also discussed with Information Managers from Northamptonshire Borough Council, Daventry District Council and South Northamptonshire District Council.
- 4.3 As part of the procurement exercise details of the opportunity will be shared with local statutory service providers in the county should they wish to join or collaborate with NCC on the procurement.

6. Equality Screening

- 5.1 There are no equalities implications identified with this proposal.

Reason that no EqlA is required	✓ as appropriate
The paper is for information only	
The proposal/activity/decision has no impact on customers or the service they receive	✓
The proposal impacts upon staff but the proposed staffing changes will not affect the service that customers receive*	
Other (Please explain further)	

*Where a proposal affects staff, the appropriate HR processes will be followed, which have already been subject to the EqlA process and will be compliant with HR legislation

7. Alternative Options Considered

7.1 The main contracting options have been considered and on advice from the Corporate Procurement (LGSS) Team working with a Senior Procurement Manager and the Data Protection Officer from Cambridgeshire County Council.

7.2 The factors considered aside from annual cost of the contract were:

- Provisions and requirements under GDPR;
- Local Government Re-organisation in Northants;
- Opportunities for larger tendering exercise with LGSS and near neighbour partners; and
- Risks with transferring supplier.

7.3 The options considered were:

Option 1: Retendering for the service on our own

Option 2: Retendering for a joint service with LGSS partner organisations

Option 3: Call-off against an appropriate framework

Option 4: Scanning physical material.

7.4 Following discussions with the LGSS Procurement Team Option 3 now presents the best value as it will enable us to re-specify elements of the contract but to award a new contract in the most timely manner with the lowest impact on procurement and operational resources.

7.5 It is also important to note that Option 3 was eliminated due the different requirements and contract periods across NCC, CCC and MKBC.

7.6 Option 1 was originally recommended to Cabinet but this option now represents the greatest impact on resources to support an open tender and would likely require further extensions to the current contract.

7.7 Cost/benefit and Return on Investment work around scanning the material has not been undertaken. There are over 50,000 boxes in storage and this would be a significant task that would create additional costs but this could be explored by the corporate services Future Northants programme as part of unitary service design.

8. Financial Implications

8.1 The current contract value is approximately £150,000 per annum based on current usage and volumes of archived material. Costs are variable to a small degree as they are determined by the amount of boxes in archive – of which some will be destroyed in line with their retention period - as well as the number of requests for retrieval that are required.

8.2 Given that the majority of social material in storage is already in archive, retrievals are trending downwards as for post 2004 cases most of the information

required to service internal and customer requirements can be met from electronic information systems.

- 8.3 A new process to control the sending of boxes to storage has been implemented to reduce the flow of storage requests to balance in-flow (deposit) and out-flow (destruction).
- 8.4 The pricing of the contract, which was extended in 2017 for a period of 18 months to run until the end of September, ensured that there was no inflation in unit costs over the extension period. These rates were first published in 2016 and there is a risk of inflationary pressures on the supplier side manifesting in potential increase in costs within certain schedule of rates items.
- 8.5 However, with a full review of the specification of requirements completed and the recommendation for a competitive process in the procurement it is hoped that inflation in operational costs can be avoided.
- 8.6 There may be future implications for the splitting the on-going revenue costs of the contract in the future unitary council model although with a relatively balanced population distribution across the two unitary councils proposed, it is assumed at this stage that could be a 50:50 split.

What benefits will the proposal deliver?	<ul style="list-style-type: none"> • Value for money • Cost effectiveness
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9. Risk and Business Continuity Management

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Contract value increased	Competitive process in the procurement recommended and new contract specification developed to reduce supplier costs.	Amber
Inability to conclude procurement process by March 2020.	Temporary short term extension of contract from March 2020 if necessary.	Amber

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

Risk	Risk Rating
Contract expires and NCC is required to clear the current files storage and store locally.	Green
Locally stored sensitive files not securely stored.	Green

10. List of Appendices

Author:	Name: Nick Byrom Team: Business Intelligence and Project Management
Contact details:	Tel: 01604 367541 Email: nbyrom@northamptonshire.gov.uk
Background Papers:	N/A
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	YES
Will further decisions be required? If so please outline the timetable here	No subject to delegated authority to award.
Does the report include delegated decisions? If so, please outline the timetable here	Tender evaluation for preferred supplier by General Counsel and Cabinet Member in January 2012.
Is this report proposing an amendment to the budget and/or policy framework?	NO
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 N/A
Has the report been cleared by the relevant Director?	YES/NO Name of Director: Susan Zeiss
Has the relevant Cabinet Member been consulted?	YES/NO Cabinet Member: Sandra Naden-Horley
Has the relevant scrutiny committee been consulted?	NO Scrutiny Committee:
Has the report been cleared by Legal Services?	YES/NO Name of solicitor:
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Liam Beasley
Have any property Issues been cleared by Property and Asset Management?	YES/NO Name of officer:
Have the Procurement Implications below been referenced in the Paper: <ul style="list-style-type: none"> • Have you evidenced compliance with the Council's Contract Procedures Rules? • Have you made clear in this paper where you are seeking Cabinet to approve an exemption from the Contract Procedure Rules and detailed the risks and mitigations? 	YES Ruth Grehan, Senior Procurement Manager, LGSS

<ul style="list-style-type: none"> • Have you identified any EU or UK legislative risks such as non-compliance with the Public Contract Regulations Act 2015, transparency and open competition? • Have you identified the procurement risks associated with a contract? 	
Are there any community safety implications?	NO
Are there any environmental implications:	NO
Are there any Health and Safety Implications:	NO
Are there any Human Resources Implications:	NO
Are there any human rights implications:	NO
Constituency Interest:	NO



CABINET

17 DECEMBER 2019

DIRECTOR OF FINANCE: BARRY SCARR

CABINET MEMBER WITH RESPONSIBILITY FOR CHESTER FARM:

CLLR LIZZY BOWEN

Subject:	The future sustainability of Chester Farm
Recommendations:	<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Notes that the Chester Farm asset will be managed directly by Northamptonshire County Council. 2. Endorses the refreshed business plan for Chester Farm. 3. Supports a further capital investment for the revised scheme, as described in section 5, to ensure the successful delivery of a sustainable business plan. 4. Notes the need to re-procure a contractor to complete the necessary construction works. 5. Agrees that delegated authority be given to the Executive Director of Finance, in consultation with the Deputy Leader (portfolio holder for Chester Farm) to progress with the procurement of a new contractor to complete the construction, subject to appropriate finance being agreed.

1. Purpose of report

1.1 The purpose of the report is to bring Cabinet members up to date with the current position of the Chester Farm project. This will include the

- Contractual position with reference to construction works;
- Conclusions from a completed refresh of the business plan;
- Options appraisal and funding position.

2. How this decision contributes to the Council plan

The Council’s vision is for Northamptonshire to be a county where everyone looks after each other and takes responsibility, where the vulnerable are protected and supported and where the people who can help themselves receive the assistance they need to stay independent and healthy.

<p>This initiative helps the Council to deliver this vision through the following strategic priorities outlined in the Council Plan:</p>
<ul style="list-style-type: none"> • Enabling individuals and communities to achieve better outcomes. • Engaging with partners and communities to co-design and co-deliver services. • Using innovation to find better and more sustainable ways of delivering services ensuring they are efficient and affordable in the long term. • Utilising the Council’s assets effectively.

3. Background

- 3.1 Chester Farm is a nationally important 34-hectare Scheduled Monument, with a complex of listed farm buildings at its centre, owned by Northamptonshire County Council since 2004. It sits just south-east of Wellingborough, in the Nene Valley and opposite a Site of Special Scientific Interest (SSSI). The Council has a statutory responsibility to preserve and maintain the site's heritage. Support in the sum of £3.97m (capital and revenue) was secured from the National Lottery Heritage Fund (NLHF), formerly the Heritage Lottery Fund, in 2013. This enabled the County Council to embark on an ambitious project to develop the site.
- 3.2 The County Council's commitment is to secure the long-term sustainability of the site by creating both a visitor destination and a commercial offer. The business case is based on the development of the site on a 'mixed use' basis with certain buildings and activities providing core income-generation that will support the site's operational costs, including the heritage, education and community engagement offer necessary to meet the funding requirements of NLHF.
- 3.3 After a period of design work and detailed business planning, a contractor, Shaylor Group Ltd., was procured and construction work started on site in October 2016. The target was for this work to be completed within a £8.5m budget and by spring 2018.
- 3.4 A number of reviews of the business plan have been undertaken since it was first submitted to the NLHF in 2013. The outcomes of these reviews were last summarised for Cabinet in March 2016. However, Cabinet members have been kept informed of progress via regular Board meetings. A new Senior Responsible Officer (SRO) for the project was appointed in July 2019 and this has led to a further review and re-evaluation of the business plan, as described in section 5 below. This review has made some proposals for changes that are intended to give the County Council much greater certainty around the future sustainability of the site.
- 3.5 The appointment of a new SRO for the project also led to the establishment of new and improved governance. This includes a Project Group chaired by the SRO, with a consultant Project Manager, the Cabinet portfolio holder, representation from the NLHF, various NCC officers, and an officer of the Borough Council of Wellingborough. The reporting mechanisms associated with the Project Group provide assurance that all aspects of the developing project are regularly scrutinised. This Project Group reports to the Place-Shaping Board with any key decisions being brought to Cabinet.
- 3.6 Future governance of the site has been discussed at Cabinet, most recently in November 2016. Since then, after review by the Chief Executive and Senior Officers and in liaison with interested parties, the decision has been taken that the site should be managed by the County Council and it should be treated as a local authority asset within the discussions relating to Local Government Reorganisation.

4. Contractual position

- 4.1 Shaylor Group Ltd had been contracted to deliver the necessary construction on site, including the conservation and restoration of historic buildings, together with some new build elements. The contractors started on site in autumn 2016. They were employed under a JCT form of contract. Following a difficult period during which works had virtually ceased onsite, the company went into Administration in June 2019.
- 4.2 The County Council has undertaken a process of negotiation with the Administrators and their appointed officials. The intention is to terminate the contract in such a way that the County Council is not in a worse financial situation than it was when the company failed. The financial assessments have taken into account the deterioration of buildings during the period leading up to and following the company's collapse.
- 4.3 At the same time, work has been undertaken to establish the best route for the procurement of a new contractor to complete the works. An appropriate framework has been identified by LGSS Procurement, enabling a contractor to be selected by means of a mini-tender exercise. This also uses a JCT form of contract. Subject to Cabinet approval, and release of initial funds for mobilisation, the target is to be able to start work on site before the end of the current financial year and for works to be completed by September 2020.
- 4.4 Cabinet is asked to approve the process to procure a new contractor using the recommended framework. Cabinet is also asked to approve delegated powers to the Director of Finance to enable this work to be progressed.
- 4.5 The financial elements of the contractual position are given in Part 2 of this paper that is exempt from publication by virtue of paragraph 3 of part 1 of Schedule 12A of the Local Government Act 1972.

5. Developing a sustainable future for Chester Farm - a revised approach

- 5.1 The business plan for the site is based on a 'mixed use' for the buildings. There are 18 buildings on the site and the intention was always to ensure that the heritage learning and education, volunteering and community participation offer could be delivered in a way that does not impact on the historic integrity of the site.
- 5.2 The aim of the refreshed business plan that is now recommended to Cabinet for approval is to ensure that the revenue costs of operating the site are covered by the income generated. Previous iterations of the business plan have been unable to demonstrate convincingly that the site was sustainable into the long term.
- 5.3 In order to do this, some key changes are recommended. This revised and refreshed scheme is the one given as option 4 in the Options Appraisal, (see Section 8 and the Part 2 report). A strategic summary of the revised business plan is included as Appendix 1.
- 5.4 The changes from previous plans include adopting a more flexible use of the spaces than had been proposed previously to ensure that the site can be a

heritage, leisure, cultural and arts visitor destination, as well as one where people may come to work. Thus the intention is to widen the range of audiences and range of events and activities offered, giving a broader base from which income can be generated. Greater emphasis is placed on the marketing of the site and targeting specific audiences.

- 5.5 Commercial elements have been re-examined to challenge whether previous plans were making best use of buildings and maximising the revenue that could be extracted. Further professional advice has been taken in particular on the previous intention to let two former barns as offices. Benchmarking with other providers has also been undertaken on the elements involving café, hospitality, corporate dinners, weddings and other events. This has enabled the development of a more varied commercial offer, backed by market research. The recommendation is that the previous decision to 'value engineer' out certain construction elements to save money should be reversed, as this decision undermined the ability of the site to generate a revenue income.
- 5.6 Staffing and governance have also been reviewed. Cabinet had previously endorsed a proposal to transfer the site to a Trust, subject to appropriate financial assurances. However, further work showed that the sustainability of the site was at risk with such an approach. In particular, the burden of the capital repayments on the trust's potential business plan made it impossible for any profit to be generated even after a number of years of operation. Therefore the intention is for the site to be managed by the County Council in the immediate future and for it to be a going concern by the time it is handed over to any new Authority under the LGR.
- 5.7 This revised approach has been given the support of NLHF and it is willing to extend its grant deadline to accommodate the implementation of this plan. See 6.3 and 6.4.
- 5.8 It is acknowledged that there are a number of assumptions underpinning the figures presented in the Business Case. Where possible these figures have been benchmarked with other local and regional destinations within the same market. Therefore, resources will need to be set aside for the period of mobilisation, during which all elements will need to be further tested and explored. This on-going process of challenge to ensure the case is robust will be undertaken by the Project Group.

6. Consultation, engagement and Scrutiny

- 6.1 Scrutiny Committee has been kept informed and questions raised have been addressed in writing.
- 6.2 There has also been regular dialogue with the National Lottery Heritage Fund as the main partner funding body. The initial funding period for the project expired in July 2019. NCC applied for an extension to July 2021.
- 6.3 The County Council was given a deadline of 31 October by which it had to supply the NLHF with a suite of documents, including a revised business plan with

accompanying financial tables in order to demonstrate the financial viability of the site, plus a transition plan showing how it is intended to get from now to running the site as ‘business as usual’ in October 2020. The grant was otherwise at risk.

6.4 The deadline was met and all documents prepared as required. These were presented to the NLHF Head of Investment on 11 November and support for the revised scheme was secured. NLHF is prepared to consider a grant extension to autumn 2021 to help the business case. However, Cabinet’s endorsement of the new business plan and the request for additional capital is critical in order for the NLHF to commit to this extension of the grant period and to permit the draw-down of the remaining allocation, some £1.59m of the original £3.97m grant.

6.5 During the summer while a small training excavation was being run on site in partnership with the University, a number of site tours were provided for local groups. The aim of these were to keep local interested stakeholders involved and engaged with the site. This included members of Irchester Parish Council, borough councillors and members of local societies.

7. Equality screening

7.1 The report has no immediate or direct impact on equalities. It will be important to do equalities impact assessments when it gets to the detailed planning of individual activities that will be delivered on site.

Reason that no EqIA is required	✓ as appropriate
The paper is for information only	
The proposal/activity/decision has no impact on customers or the service they receive	✓
The proposal impacts upon staff but the proposed staffing changes will not affect the service that customers receive*	
Other (Please explain further)	

*Where a proposal affects staff, the appropriate HR processes will be followed, which have already been subject to the EqIA process and will be compliant with HR legislation

8. Alternative options considered

8.1 Five options have been considered in terms of the way forward for the project. This options appraisal work was undertaken in light of the collapse of the contractors and the likelihood that additional money would be required to complete the project in its agreed form. Given the pressure on the County Council’s resources, it is important to ensure the project delivers best value for money. The detailed costings for the different options are included in the Part 2 report.

8.2 The options explored were:

1. To stop completely and mothball the site.
2. To continue to develop the Archaeological Resource Centre only.
3. To complete the previously agreed scheme.
4. To complete a revised and refreshed scheme (as described in section 5 of this report).
5. To freeze the scheme and delay any further development until after Local Government Reorganisation.

- 8.3 Several of these options (1, 2 and 5) risked the County Council losing the grant from the NLHF, potentially in full, not just the remaining amount yet to be claimed. A loss of nearly £4m would not only create financial issues for the County Council, meaning an immediate overspend on its allocated budget for the project, but would create substantial reputational damage. There is a risk of failing to deliver on statutory obligations in respect of a Scheduled Monument and Listed buildings that would jeopardise relationships with the appropriate regulatory bodies. Delaying the scheme would only serve to pass a liability to the new Unitary/ies and mean that costs to complete were even higher.
- 8.4 Only options 3 and 4 prevent the site from remaining a liability in financial and statutory terms. The former scheme, particularly because of the value engineering previously agreed, had not been able to produce a sustainable business plan demonstrating viability into the future. Only the revised scheme is now able to show that it is possible to make the site into an ongoing commercially viable asset.
- 8.5 Option 4 is therefore recommended to Cabinet because this enables the County Council to retain the NLHF grant, currently £1.655m received plus a further £1.59m to be drawn down on completion of works. It also enables the delivery of a business plan that shows that the site can start to make an operational surplus after the first year of operation.

9. Financial implications

- 9.1 The detailed position in terms of the negotiations with the former contractor's Administrators has not yet been completed.
- 9.2 The refreshed business plan indicates that the elements previously value engineered out should be reinstated in order to provide buildings with an income-generating function rather than leaving them sitting vacant as potential liabilities. This will require an additional investment by NCC of up to £1.374m depending on further works to refine requirements up to and during the tender stage. The recommendation to extend the existing capital scheme within the current capital programme by £1.374m is included within the Monthly Capital Report elsewhere on this Cabinet agenda.
- 9.3 The overall financial position, based on the implementation of Option 4, is shown in the Table over page:

	£000
Capital Expenditure:	
Spend to date	9,573
Option 4 – additional cost	3,752
Total Expenditure	13,325
Funded By:	
Discretionary Borrowing - approved	-7,090
Discretionary Borrowing - additional	-1,374
Heritage Lottery Fund - received	-1,655
Heritage Lottery Fund - additional	-1,590
Highways Capital Grant	-436

Revenue Contribution to Capital	-330
Other Income	-850
Total Funding	-13,325

9.4 The ongoing revenue position is summarised below. These figures are extracted from the more detailed Strategic Business Plan in Appendix 1.

	20-21 £000	21-22 £000	22-23 £000	23-24 £000	24-25 £000
Revenue Costs					
Staffing	240	251	269	269	275
Other	180	133	134	139	144
Total Costs	420	384	403	408	419
Revenue Income					
NCC Contribution	-179	-179	-180	-180	-181
Other income	-138	-223	-277	-301	-320
Total Income	-317	-402	-457	-481	-501
(Profit) / Loss	103	-18	-54	-73	-82

Note: The NCC contribution comprises the current £125k base revenue budget for Chester Farm and one post funded from the Archives and Heritage base budget.

9.5	<p>What benefits will the proposal deliver?</p> <ul style="list-style-type: none"> • Value for money. • Cost effectiveness. • Impact on service risk register. • Turning a liability into an asset. • Providing community engagement and volunteering opportunities. • Supporting wellbeing and sense of place agendas. • Contributing to the economic development of county.
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10. Risk and Business Continuity Management

a) Risk(s) associated with the proposal

Risk	Mitigation	Residual Risk
Assumptions underpinning business plan prove not to be robust	Detailed work to ensure the Business Plan is challenged, reviewed and amended as necessary. Realistic transition plan.	Amber
Uncertainties of the market.	Marketing strategy and specialist member of staff	Amber
Capacity to undertake all the different areas of work required	Staff structure effective. Mobilisation manager appointed to ensure work happens	Amber
Difficulties of recruiting the right staff in a timely way.		Amber

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

Risk	Risk Rating
Site remains an ongoing financial liability	Red
NCC may lose the National Lottery Heritage Fund grant	Red
Loss of reputation and County Council unlikely to get grant support for future heritage projects.	Red

11. List of Appendices

Appendix 1 Strategic Business Plan

Appendix 2 Part 2 report that is not for publication by virtue of Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972

Author:	Name: Sarah Bridges Team: Archives and Heritage
Contact details:	Tel: 07850 854326 Email: sbridges@northamptonshire.gov.uk
Background Papers:	
Does the report propose a key decision is taken?	YES
If yes, is the decision in the Forward Plan?	YES
Will further decisions be required? If so please outline the timetable here	
Does the report include delegated decisions? If so, please outline the timetable here	Yes, delegated decision to procure a new contractor to complete the construction works
Is this report proposing an amendment to the budget and/or policy framework?	Yes, increase in capital allocation for project
Have the financial implications been cleared by the Strategic Finance Manager (SFM)? Have any capital spend implications passed through Capital Programme governance procedures?	YES Name of SFM: Rosemary Pallot YES on agenda for 17.12.91 Cabinet in MCR
Has the report been cleared by the relevant Director?	Name of Director: Barry Scarr
Has the relevant Cabinet Member been consulted?	YES Cabinet Member: Cllr Lizzy Bowen
Has the relevant scrutiny committee been consulted?	NO Scrutiny Committee:
Has the report been cleared by Legal Services?	YES Name of solicitor: Debbie Carter-Hughes
Have any communications issues been cleared by Communications and Marketing?	YES Name of officer: Liam Beasley

Have any property Issues been cleared by Property and Asset Management?	YES Name of officer: James Wheeler
Have the Procurement Implications below been referenced in the Paper:	YES New contract approach agreed with LGSS Procurement
Are there any community safety implications?	Leaving the site without a function makes it vulnerable to vandalism and anti-social behaviour. The revised scheme includes sums towards the management and maintenance of the site into the future. This should mitigate any risks of damage to both the buildings and the wider landscape. It should be noted that during the period of the construction there have been a number of attempts to break into the site and cause damage.
Are there any environmental implications:	The whole scheme has been through a Planning Process. This includes consultation with statutory partners including Natural England, Environment Agency and Highways Agency. The whole flood and drainage scheme for the site was designed to have minimal environmental impact by the use of a klargester, for example. There are some solar panels on some of the buildings though the extent this was constrained by the nature of the historic buildings.
Are there any Health and Safety Implications:	YES Risk assessment have already been undertaken in terms of visitors using the green space. These will be reviewed and updated prior to the site being opened, and will include all hazards relating to the use of the buildings.
Are there any Human Resources Implications:	YES Staff will need to be recruited as per the Business Plan
Are there any human rights implications:	NO Checked with Legal Services.
Constituency Interest:	Irchester Ward, Borough Council of Wellingborough



Northamptonshire County Council

Chester Farm Strategic Business Plan November 2019



Executive Summary

Chester Farm is a nationally significant heritage site, being one of the few places in the country which can demonstrate over 10,000 years of human activity.

The Unique Selling Point of Chester Farm is summed up in the words:

10,000 years of Northamptonshire's heritage brought to life

Northamptonshire County Council has as its vision:

To make the Chester Farm Heritage Park somewhere that people want to come; a place that through education, learning and enjoyment adds value to their lives, and helps them to appreciate Northamptonshire's outstanding heritage.

The operation of the site will be supported by an innovative approach to income generation. The aim is to develop the whole as a multi-use site making maximum use of spaces for different purposes and audiences and thereby generating optimum levels of income. The offer comprises:

- Visitor destination for heritage, green space, events and archaeology.
- Stories for everyone, waiting to be discovered.
- Archaeological Resource Centre for the whole of Northamptonshire
- Year- round events programme for heritage, arts, culture and leisure.
- Education and learning programme.
- Volunteer and community engagement.
- Commercial opportunities.
- Wedding and corporate venue hires.

Northamptonshire County Council purchased the site in 2004 and secured grant funding through working with the National Lottery Heritage Fund (formerly the Heritage Lottery Fund) to develop a sustainable visitor destination with access for the public to learn about the history and heritage, as well as becoming the location to house countywide archaeological finds. The enabling project once completed in 2020 will enable the county council to manage an asset that is no longer a financial liability.

This document is a refreshed business plan for the site, undertaken during a period following the collapse into Administration of the contractor responsible for carrying out the original scheme.

The previous assumptions have been challenged, new marketing and benchmarking has been undertaken and this has led to new approach being recommended to the National Lottery Heritage Fund (NLHF). The new approach secure their support in November 2019 and this document is therefore setting out the new way forward for approval by Cabinet. It will continue to be refined into the future.

The summary position from the new Business Plan is as follows:

Summary	2020/21	2021/22	2022/23	2023/24	2024/25
	Yr1	Yr2	Yr3	Yr4	Yr5
	£k	£k	£k	£k	£k
Total Grants and Income	-316,834	-402,762	-457,370	-481,711	-500,615
Total Expenditure	419,511	384,574	403,285	408,745	418,904
(Profit)/Loss	102,678	-18,188	-54,086	-72,966	-81,711

The business plan, as described in more detail on the following pages, shows how this sustainable business will be achieved.

1. Introduction: Chester Farm

- 1.1. Chester Farm, the site and its buildings, comprises a nationally and locally significant heritage asset and Scheduled Monument across 34 hectares, lying in the Nene Valley and adjacent to the town of Wellingborough. The farm buildings and garden walls are Grade II and Grade II* Listed and the site is located within a Nature Improvement Area and adjacent to a Site of Special Scientific Interest (SSSI).
- 1.2. The site is owned by Northamptonshire County Council which has a responsibility to look after the heritage and to make the site accessible as a resource that is open to everyone.
- 1.3. The uniqueness of the site is in the survival of evidence of human activity in this area over a period of some 10,000 years and the survival of buried archaeological and physical remains of settlement for over 2,000 years. Of particular research interest are the buried remains of a complete Roman small walled town, one of only three such towns surviving in Northamptonshire and the only one for which extensive remains survive.
- 1.4. The opportunity to preserve and provide access to this historical layering formed the core of the project funded by the Council and NHLF Fund. The opportunities this range of evidence provide for education, engagement and participation underpin the public access elements of the Chester Farm business plan as it goes forward into the future.
- 1.5. However, there has to be the means to maintain the heritage, requiring support for the operational costs of running the site. In addition, the Council wishes to encourage people to use the site in ways that both provide income and ensure that the money already invested offers a good return to the taxpayers of Northamptonshire and indeed the wider lottery-playing public. The asset needs to play its role in meeting core objectives including community wellbeing and sense of place.

2. Future governance

- 2.1. Governance of the Chester Farm project and its operation as a business will be overseen within the standard County Council governance and monitoring structures. Key decisions or changes in direction will need to be made by Cabinet. Overarching governance will be provided by the council's Place Shaping Board. This comprises the Chief Executive and all senior Directors, key Finance, Legal and project support staff. This meets every other week and will expect to receive progress reports against key performance indicators monthly.
- 2.2. A Project Group will oversee the completion of the construction and then the delivery of the operational phase of the site. The remit of the Project Group is to ensure that it delivers this business plan. The Group comprises the SRO, representatives from

Finance, Archives and Heritage, Property Services, the National Lottery Heritage Fund, and Borough Council of Wellingborough.

3. Staff

- 3.1. The staffing structure is based on the whole site being managed as part of the Archives and Heritage Service, led by the Archives and Heritage Services Manager. The senior role will be a Business Development and Operations Manager. He/she will be responsible for the business plan, taking responsibility for all aspects of the site's management including employees; revenue budgets; buildings and facilities; land holdings; contracts and suppliers; and associated visitor, events programming and educational services. He/she will work closely with the Marketing Manager. This post will lead on stakeholder management, engagement, branding and selling the site as a destination. Beneath these two are the staff who are responsible for the day-to-day delivery of the different area of the site's operation.
- 3.2. The ARC Curator will be responsible for the transfer of the existing collections to the ARC; the management of those collections and future deposits, working closely with archaeological planning colleagues; and ensuring collections are appropriately preserved, charged for where appropriate, and made accessible to the public. The Finds Liaison Officer will support this work one day a week.
- 3.3. The Education and Learning Officer is responsible for creating a programme of formal and informal activity that can be marketed and provided to schools and interest groups. The Events and Volunteers Officer will be responsible for the planning and delivery of site-wide events and for co-ordinating the volunteer programme, including the use of volunteers to support the operation of the site. The Duty staff will provide day-to-day operational duty management cover of the venue spaces, principally the conference barn, but also use of the associated multi-functional spaces. It is anticipated that the new posts will be filled early in 2020.

4. The refreshed Chester Farm Business Plan: aims

- 4.1. It is vital that the county council delivers a viable future for Chester Farm. The business vision for Chester Farm which underpins this business plan is that the site should be self-sustaining within two years of operation.
- 4.2. To achieve self-sufficiency the site will operate as:
 - a multi-use site where the innovative programme of events, mix of activities and uses of the buildings makes this a destination of choice.

- a heritage tourist attraction where members of public can gain an insight into the historical importance of the site, can attend open days and other events including those that are child friendly, and buy refreshments.
- an educational and learning facility where pupils can undertake learning associated with the national curriculum and others can go for informal lectures, walks and talks and skills training.
- a facility where research can be undertaken on the architectural finds discovered across Northamptonshire stored in the purpose-built facility on site.
- a place where volunteers are part of the delivery and community engagement/participation is core to all the projects undertaken.
- a venue for conferences, meetings, weddings, arts, theatre, performance and other cultural and leisure activities.
- a commercial asset which achieves rental income from tenanted space and short-term leases of facilities.

5. The Visitors

5.1 The reasons why people will visit the newly restored and conserved buildings, and the interpreted landscape:

- Unique site with 10,000 years of history & heritage to be discovered
 - Provides core of offer for all learning, education, volunteer and community engagement activities.
- Complete Roman small town buried under the ground.
 - University training dig generates income for site and develops the research importance of site; also gives dynamic change to story offered to visitors leading to repeat visits.
- Accessible restored historic buildings
 - Provides location for activities and events that can generate income, plus commercial opportunities in a desirable location e.g. café in beautiful historic house.
- Exciting education and learning offer
 - Income generation from formal and informal learning provision.
- Programme of heritage, culture, arts and leisure events.
 - Income generation from development of site as a destination offering multi-faceted offer.
- Chance to have a hands-on experience of heritage.
 - Access to archaeology on site and in ARC gives special offer for many of the target audiences for which a charge can be made.
- Opportunity to volunteer and participate in the heritage and other activities.
 - Volunteers support delivery of key projects saving large costs to the site e.g. cataloguing of finds, stewarding events, tour guiding etc.
- Chance to explore the archaeology of any Northants parish.

- ARC is new and unprecedented offer for county, generating income from deposition charges, plus visits and short courses.
- Lovely green space in built-up area.
 - Repeat visits seeing value of site as open space, plus income from family holiday activities etc

6. The Business Operations

6.1. The site will open to the public from September 2020 and it is anticipated that there will be between 22,000 and 28,000 visits to the site per annum (Costain report 2015). This figure determines/impacts on a number of other income sources. The more that can be done to increase visitor footfall, the better the income will be.

7.1 Archaeological Resource Centre

This will bring in an income stream as the County Council is able to charge the commercial archaeological contracting units that are working on behalf of developers for the deposition of artefacts. The archaeological archives and the Resource Centre are also key to volunteer and education programmes.

6.2 Food and beverage

A café located in the main farm house is capable of seating up to 20 visitors at a time in 2 rooms with overspill into the garden , with a service point and kitchen capable of delivering snacks and lunches. The income projected from the café is on the basis of this being franchised out. This reduces the risk to the County Council while keeping control of the quality of the offer and performance.

6.3 Offices

There are three historic buildings with easy access to parking, sitting together to the south and east of the site. They provide three medium-sized office spaces plus toilet and washroom facilities. It is intended that these buildings should be let commercially. The financial and marketing appraisal has been undertaken by Bray Fox Smith. The advice is that these spaces are an appropriate size to appeal to the market and have the added attraction of being historic spaces in an historic setting. The business plan figures are based on these spaces being fully let from an early date. Note: earlier iterations of this business plan had stated that these spaces would be used as the education suite.

6.4 Of the two large modern buildings that in earlier iterations had been set aside as offices space, now only one of these will be fitted out in order to attract the appropriate level of interest and so that income can be generated. Use of this building will seek to attract one or two lessees only to ensure maximum commercial benefit from the space.

6.5 Conference /community venue

Created from a converted 17th century threshing barn and surrounding buildings, the

complex is capable of seating up to 100 guests in lecture room configuration or 60-70 guests at tables and also includes a kitchen area, reception and toilets. Its use can be extended by access to a number of ancillary spaces for use as breakout spaces etc. The uses to which the space can be put are many and various. These include conferences, corporate dinners, weddings, birthday parties, wakes, indoor theatre performances, seasonal events, community events and other leisure and cultural activities. It is intended that this facility should be run commercially with charges on the basis of the length of time the facilities are used. One element of the marketing offer will be the ability to have exclusive access to the courtyard in which the barn is situated, made possible because of the multi-functional approach to the use of the historic barn spaces. There is parking adjacent to the buildings, so users of this venue will not be expected to use the visitor car park at Claudius Way.

6.6 Residential let

There is a two-storey, two-bedroom property that is part of the main house but separated from it internally. This will be offered on the open market fully fitted out and at a competitive rent.

6.7 Multi-functional use of buildings

In order to generate maximum amounts of income, another feature of the new business plan is to ensure that spaces are used for a variety of functions/purposes. Thus, although a room or building might be used for interpretation, it will also be important that it can be used for other purposes. For example, an interpretation space might be used for a meeting break out space for example, or part of the space(s) being used for a bigger event. A wedding event might be take over a number of other part of the middle courtyard. A party might take over the whole of the main house.

6.8 Education and learning programmes

The education offer will be based from the modern build, known as building 12. This was previously designated for office use but it is now thought that this will be more suited to the education provision. It will provide a large and flexible space overall that can cater for pupils with a variety of needs. The space will also be designed to provide space for staff, so there is also a reception point for queries about use of the buildings for commercial purposes.

6.9 The offer will encompass formal and informal learning. There will be a range of education opportunities for schools, higher and further education establishments on a commercial basis. This will include KS1, 2 & 3 history, KS3 landscape geography and opportunities for further education placements. The programmes will be offered from summer term 2020. The informal learning programme will include lectures, walks and talks, child-friendly activities, open days and large-scale events.

6.10 Car Parking

Visitors to the site will be required to pay a parking charge at a rate that is in line with the county's Country Parks.

4.1 Boat Landing Stage and Mooring

A mooring will be built along the Chester Farm section of the river Nene banks. This will provide for canal boats and canoes to moor at the site and therefore for people to access the site from the water. Although a charge will not be made for the mooring per se, it is anticipated that this will attract a different sort of visitor and increase visitor numbers overall.

6.11 Coach Group Tours

Research and marketing will be undertaken into the options around attracting coach tours to the site. This might incorporate, for example, a tour of the landscape, a visit to the Archaeological Resource Centre and a buffet lunch, offered in partnership with another location nearby to which the party would then move on.

6.12 Children's play area

Play areas are a simple and proven attraction for young families at any destination and enable sites to get repeat business. It is intended to install a small play area near the café initially. Ongoing review of the use of this provision will enable a decision as to whether further development of this approach might help to increase visitor footfall.

7. Activities, Education and Engagement

7.2 Chester Farm as a Destination

There will be a clear marketing strategy around developing the site as a destination, bringing together the features and buildings described above. Thus the site may become known for its successful production of open air theatre and indoor arts events, as the best place to hold heritage fairs and as child-friendly place with lots for all the family to do. The detail of this will be worked out in the Marketing Strategy.

7.3 Child-friendly approach

Family groups are a vital part of the audience and the engagement with such an audience initially will be through family-focussed activities and engagement events. For example, child-focussed trails to do across the site, plus open days that are focussed on a family audience.

7.4 Joint working with Leicester University

A partnership is in place with the University of Leicester's School of Archaeology and Ancient History to advance and develop research of the site and provide an associated education programme. The university is intending to use the site as its key training site for its undergraduate archaeology students, as a training site for teachers and as a location for major schools history fairs.

7.5 Archaeological digs

In order to keep the historical site interesting to repeat visitors, it is imperative that more is learned about the site through further archaeological digs. Any future digs will be at zero cost to the County Council and in partnership with the University of Leicester. That the University wishes to use the site for its training digs is very significant, enabling a developing role in research into the future.

7.6 Interpretation

The interpretation of the site is crucial to generating an audience and helping to encourage repeat visitors. The focus of the interpretation is on explaining the archaeological and historical importance of the site, especially given much of the evidence is buried under the ground. The first phase will be to install fixed interpretation in the landscape and in the buildings. The focus of the latter will be on developing the main house as the focus for 'telling the story'. During the second phase the development will focus on the use of three dimensional images and augmented reality to bring the site more fully to life, as more and more is discovered about the site.

7.7 Volunteers

The volunteering community is an essential part of the Chester Farm business plan. By maintaining a large group of volunteers willing to undertake some of the basic maintenance requirements for the site, take part in archaeological digs and acting as guides for the public there is a reduced need for revenue to support these activities. Currently there are approximately 150 members of public who have registered interest with the Council and a further recruitment programme will be undertaken once there is a Volunteers Officer in post. It will be important to make best use of volunteer skills and ensure they have the appropriate training and support to deliver, for example, exciting guided tours and child-friendly activities.

8. Managing the Landscape

8.1 Grazing Licence

The annual grazing licence will bring in a modest income and reduce, though not remove, ground maintenance costs. It is also a very effective way of looking after Scheduled Monuments, so is an approach supported by Historic England.

8.2 Grants

The site benefits from a small grant from Natural England as a result of entering into a Higher Tier Environmental Stewardship agreement. This money contributes towards the landscape maintenance of the site.

9. Financial Viability

The work done has been robust. There has been benchmarking with similar venues and commercial advice taken about current market conditions.

The table below breakdown the forecast income, grants and expenditure in more detail.

Note that this is work in progress underpinned by a number of assumptions and market testing. The assumptions will be revised and refined as the project develops. All are captured in the detailed tables.

Chester Farm Financial Forecast

Income	Year 1 Trading 20-21	Year 2 Trading 21-22	Year 3 Trading 22-23	Year 4 Trading 23-24	Year 5 Trading 24-25
Commercial					
Lease of Building 5	-2,689	-8,963	-9,187	-9,187	-9,411
Lease of Building 6	-2,689	-8,963	-9,187	-9,187	-9,411
Lease of Building 7	-2,689	-8,963	-9,187	-9,187	-9,411
Car Parking Charges	-15,750	-20,250	-24,000	-24,000	-24,000
Hire Charges for various buildings	-563	-1,600	-2,500	-2,500	-2,500
ARC	-20,000	-20,000	-20,000	-15,000	-30,000
Service Charges	-15,065	-15,818	-16,609	-17,440	-18,312
NCC Funding	-178,584	-178,584	-179,727	-179,727	-181,146
Residential					
Residential Unit	-7,800	-8,190	-8,600	-9,029	-9,481
Learning/Educational					
KS1/2 School History	-6,000	-11,250	-16,500	-16,500	-16,500
KS3 Courses	-1,800	-2,400	-3,300	-3,300	-3,300
Tours of the ARC	-360	-720	-700	-840	-840
What's in store	0	-900	-1,080	-1,080	-1,080
Handling Kits + Outreach Officer	0	-450	-1,625	-1,625	-1,625
Site tours	-1,200	-8,000	-8,000	-8,000	-8,800
Reading the Landscape	-900	-900	-1,050	-1,050	-1,050
Training Digs	-12,000	-12,000	-12,500	-12,500	-12,500
Training Dig Tours	-240	-600	-700	-700	-700
On your doorstep	-480	-480	-600	-600	-600
Arts and Crafts workshops	-312	-1,562	-6,250	-6,250	-6,250
Events & Catering					
Café	-8,000	-16,000	-17,000	-18,000	-19,000
Weddings	-6,250	-13,125	-25,000	-37,500	-37,500
Corporate Events	-7,125	-14,300	-26,500	-26,500	-26,500
Family Events - room bookings	-3,299	-10,220	-16,420	-20,860	-25,300
Family Weekend and Holiday Activities	-1,840	-2,700	-5,950	-5,950	-5,950
Theatre Performances	-1,800	-1,800	-1,800	-1,800	-1,800
Food Fairs	-550	-550	-550	-550	-550
Living History Events	-625	-1,000	-1,000	-1,000	-1,000

Christmas at Chester Farm	-1,100	-1,100	-1,100	-1,100	-1,100
Other Seasonal Events	-125	-625	-2,500	-2,500	-2,500
Donations	-8,750	-22,500	-20,000	-30,000	-30,000
Stewardship & Landscape					
Grazing	-1,250	-1,250	-1,250	-1,250	-1,250
Grant from Natural England for Stewardship	-5,750	-5,750	-5,750	-5,750	0
RPA grant	-1,250	-1,250	-1,250	-1,250	-1,250
Total Income	-316,834	-402,762	-457,370	-481,711	-500,615
Expenditure					
Commercial					
Car Parking Charges	1,200	1,200	1,200	1,200	1,200
ARC costs	24,325	21,725	9,250	8,250	8,350
Services	43,261	45,424	47,695	50,080	52,584
Service Charges	1,000	1,050	1,103	1,158	1,216
Residential					
Residential Unit	0	0	2,000	0	0
Learning/Educational					
KS1/2 School History	18,160	2,000	100	100	100
KS3 Courses	9,150	100	100	100	100
Tours of the ARC	50	50	50	50	50
What's in store	100	50	50	50	50
Handling Kits + Outreach Officer		200	50	50	50
Site tours	2,000	250	250	250	250
Reading the Landscape	1,430	50	50	50	50
Training Digs	14,500	14,500	15,000	15,000	15,000
Training Dig Tours	50	50	50	50	50
On your doorstep	100	100	100	100	100
Arts and Crafts workshops	156	781	3,125	3,125	3,125
Events & Catering					
Café	5,000	0	0	0	1,500
Weddings	5,250	1,750	2,500	3,750	3,750
Corporate Events	4,275	8,580	15,900	15,900	15,900
Family Events - room bookings	1,979	6,132	8,210	10,430	12,650
Family Weekend and Holiday Activities	7,700	200	200	250	250
Theatre Performances	1,100	1,100	1,100	1,100	1,100
Food Fairs	350	350	350	350	350
Living History Events	1,000	1,000	1,250	1,250	1,250
Christmas at Chester Farm	5,000	750	750	750	750
Other seasonal events	62	312	1,250	1,250	1,250
Donations	2,500	500	250	250	250
Salaries & Oncosts					

Business Development Manager	53,584	53,584	54,727	54,727	56,146
Marketing Manager	41,848	41,848	41,848	41,848	41,848
Curator	41,848	41,848	43,214	43,214	44,338
Education & Heritage Officer	31,340	31,340	32,565	32,565	33,643
Events & Volunteering Coordinator	36,748	36,748	37,775	37,775	38,559
Facilities Supervisor	13,331	13,331	13,825	13,825	14,256
Duty Managers	21,114	31,671	43,898	43,898	45,340
Volunteer Development & Retention	0	1,000	1,000	1,000	1,000
Stewardship & Landscape					
Landscape Works	10,000	5,000	2,500	5,000	2,500
Maintenance & Management Plan					
Maintenance & Management Plan	20,000	20,000	20,000	20,000	20,000
<u>Total Expenditure</u>	419,511	384,574	403,285	408,745	418,904
<u>Profit/Loss</u>	102,678	-18,188	-54,086	-72,966	-81,711

Reports Used to inform this Business Plan:

Report from Bray Fox Smith (2019)

Property and Marketing Report 2018 (Propsearch)

Draft Financial Plan November 2016 (Capita)

Chester Farm Catering Feasibility Highlight Report 2015 (Radford Chancellor)

Chester Farm Business Plan Review 2015 (Costain Heritage)