



NORTHAMPTON
BOROUGH COUNCIL

CABINET AGENDA

Wednesday, 11 May 2016

The Jeffrey Room, St. Giles Square, Northampton,
NN1 1DE.

6:00 pm

Members of the Cabinet:

Councillor: Mary Markham (Leader of the Council)

Councillor: Mike Hallam (Deputy Leader)

Councillors: Alan Bottwood, Tim Hadland, Stephen Hibbert, Brandon Eldred and Anna King.

Chief Executive David Kennedy

If you have any enquiries about this agenda please contact
democraticservices@northampton.gov.uk or 01604 837722

PORTFOLIOS OF CABINET MEMBERS

| CABINET MEMBER | TITLE |
|-----------------------|---------------------------------------|
| Councillor M Markham | Leader |
| Councillor M Hallam | Deputy Leader Finance |
| Councillor A Bottwood | Environment |
| Councillor B Eldred | Community Engagement |
| Councillor T Hadland | Regeneration, Enterprise and Planning |
| Councillor S Hibbert | Housing |
| Councillor A King | Community Safety |

SPEAKING AT CABINET MEETINGS

Persons (other than Members) wishing to address Cabinet must register their intention to do so by 12 noon on the day of the meeting and may speak on any item on that meeting's agenda.

Registration can be by:

Telephone: (01604) 837722
(Fax 01604 838729)

In writing: Democratic Services Manager
The Guildhall, St Giles Square, Northampton NN1 1DE
For the attention of the Democratic Services Officer

By e-mail to democraticservices@northampton.gov.uk

Only thirty minutes in total will be allowed for addresses, so that if speakers each take three minutes no more than ten speakers will be heard. Each speaker will be allowed to speak for a maximum of three minutes at each meeting. Speakers will normally be heard in the order in which they registered to speak. However, the Chair of Cabinet may decide to depart from that order in the interest of hearing a greater diversity of views on an item, or hearing views on a greater number of items. The Chair of Cabinet may also decide to allow a greater number of addresses and a greater time slot subject still to the maximum three minutes per address for such addresses for items of special public interest.

Members who wish to address Cabinet shall notify the Chair prior to the commencement of the meeting and may speak on any item on that meeting's agenda. A maximum of thirty minutes in total will be allowed for addresses by Members unless the Chair exercises discretion to allow longer. The time these addresses take will not count towards the thirty minute period referred to above so as to prejudice any other persons who have registered their wish to speak.

KEY DECISIONS

 denotes the issue is a 'Key' decision:

- Any decision in relation to the Executive function* which results in the Council incurring expenditure which is, or the making of saving which are significant having regard to the Council's budget for the service or function to which the decision relates. For these purpose the minimum financial threshold will be £250,000;
- Where decisions are not likely to involve significant expenditure or savings but nevertheless are likely to be significant in terms of their effects on communities in two or more wards or electoral divisions; and
- For the purpose of interpretation a decision, which is ancillary or incidental to a Key decision, which had been previously taken by or on behalf of the Council shall not of itself be further deemed to be significant for the purpose of the definition.

NORTHAMPTON BOROUGH COUNCIL

CABINET

Your attendance is requested at a meeting to be held:
in The Jeffrey Room, St. Giles Square, Northampton, NN1 1DE.
on Wednesday, 11 May 2016
at 6:00 pm.

D Kennedy
Chief Executive

AGENDA

- 1. MINUTES**
- 2. APOLOGIES**
- 3. INTENTION TO HOLD PART OF THE MEETING IN PRIVATE**
- 4. DEPUTATIONS/PUBLIC ADDRESSES**
- 5. DECLARATIONS OF INTEREST**
- 6. ISSUES ARISING FROM OVERVIEW AND SCRUTINY COMMITTEES**

(A) RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – HEALTH CHECK OF THE LOCAL ECONOMY

Report of the Overview and Scrutiny Committee (Copy herewith)

(B) RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE - IMPACT OF THE EFFECTIVENESS OF THE ENFORCEMENT OF LICENSING POLICIES IN RESPECT OF TAXIS AND PRIVATE HIRE.

Report of the Overview and Scrutiny Committee (Copy herewith)

(C) RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE - IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN

Report of the Overview and Scrutiny Committee (Copy herewith)

7. VULCAN WORKS

 Report of Director of Regeneration, Enterprise and Planning (Copy herewith)

8. EXCLUSION OF PUBLIC AND PRESS

THE CHAIR TO MOVE:

“THAT THE PUBLIC AND PRESS BE EXCLUDED FROM THE REMAINDER OF THE MEETING ON THE GROUNDS THAT THERE IS LIKELY TO BE DISCLOSURE TO THEM OF SUCH CATEGORIES OF EXEMPT INFORMATION AS DEFINED BY SECTION 100(1) OF THE LOCAL GOVERNMENT ACT 1972 AS LISTED AGAINST SUCH ITEMS OF BUSINESS BY REFERENCE TO THE APPROPRIATE PARAGRAPH OF SCHEDULE 12A TO SUCH ACT.”

SUPPLEMENTARY AGENDA

**Exempted Under Schedule
12A of L.Govt Act 1972
Para No:-**

NORTHAMPTON BOROUGH COUNCIL

CABINET

Wednesday, 13 April 2016

PRESENT: Councillor Hallam (Deputy Chair); Councillors Bottwood, Eldred, Hadland, , Hibbert and King

1. APOLOGIES

Apologies were received from the Leader.

2. MINUTES

The minutes of the meeting held on the 16th March 2016 were agreed and signed by the Deputy Leader.

3. INTENTION TO HOLD PART OF THE MEETING IN PRIVATE

There were no items to be heard in private.

4. DEPUTATIONS/PUBLIC ADDRESSES

There were none.

5. DECLARATIONS OF INTEREST

There were none.

6. ISSUES ARISING FROM OVERVIEW AND SCRUTINY COMMITTEES

There were none.

7. DELAPRE ABBEY - RESTORATION PROGRAMME

Councillor Davenport commented that Delapre Abbey was a much valued asset to the people of Northampton but questioned the amount of money the Council had spent on it and asked where the supporting business plan was. She stated that the administration needed to inform residents where the money was going as she perceived there to be a lack of transparency.

Councillor Hadland, as the relevant Cabinet Member submitted a report and elaborated thereon. In response to the comments made by Councillor Davenport, he stated that there was transparency; hence the presentation of the Cabinet report and previous Cabinet reports had been available which outlined the financial implications. He stated that in the original scheme the standard of construction was not as good as initially thought and a series of 'Value Engineering' options had been adopted.

RESOLVED:

- 2.1 That the increase of £934k to the capital programme towards the restoration of Delapre Abbey to enable successful completion of the original project be approved.
- 2.2 That authority be delegated to the Director of Regeneration Enterprise & Planning and the Chief Finance Officer in consultation with the Cabinet Member for Regeneration and Planning and Cabinet Member for Finance, to identify and agree

an appropriate funding source for the unsecured funding gap of £671k, firstly through the HLF, then service reserves, corporate reserves or borrowing.

- 2.3 That authority be delegated to the Director of Regeneration Enterprise & Planning, in consultation with Cabinet Member for Regeneration & Planning to agree the terms of the legal agreements identified in paragraph 3 of this report with DAPT.

8. CONSULTATION ON NORTHAMPTON LOCAL PLAN (PART 2) SCOPE AND ISSUES AND PARTIAL REVIEW OF THE CENTRAL AREA ACTION PLAN

Councillor Stone thanked officers for their hard work and noted that she was one of the Councillors who had sat on the cross party Cabinet Advisory Group and stated that there was a real need to look after the Town and that an updated Northampton Local Plan would allow for this.

Councillor Smith commented that she wanted the planning process to not only to promote the building of new and sustainable housing but also to protect residents, specifically with regards to parking issues where the planning process does not currently support those needs.

Councillor Hadland, as the relevant Cabinet Member, submitted a report and noted that the current Northampton Local Plan was outdated and needed updating in order to guide and respond to future development proposals. He explained that the consultation period would commence on the 27th April 2016 and encouraged members of the public to comment and engage at the early stage of the consultation process.

RESOLVED:

1. That the documents and timetable as set out in the report for an Issues stage public consultation on the Northampton Local Plan (Part 2) be agreed.
2. That the outcome of the consultation be noted and inform further consideration and the preparation of Options to be presented to Cabinet in due course.

9. CONSULTATION ON DRAFT NORTHAMPTON LOCAL PLAN (PART 2) STATEMENT OF COMMUNITY INVOLVEMENT

Councillor McCutcheon commented that he was pleased with the cross party contribution and emphasised the importance of retaining the institutional memory of the Town.

Councillor Birch stated that she welcomed the report and noted that people cared about where they lived and that this consultation would give people the opportunity, ability and tools to be able to be involved in the decision making. She thanked officers and Members involved.

Councillor Hadland as the relevant Cabinet Member submitted a report and stated that having been adopted in 2006, the Northampton Statement of Community Involvement needed to be updated. It was noted that the consultation would be carried out alongside the public consultation period for the Northampton Local Plan (part 2) Issues Consultation.

RESOLVED:

That the draft Statement of Community Involvement for public consultation at Appendix A of the report be agreed.

10. SPRING BOROUGHS NEIGHBOURHOOD PLAN

Councillor Stone commented that the Neighbourhood Plan for Spring Boroughs had been in the making for 3 years and commented that residents were aware that the Plan was the beginning of the journey but noted that it would give people of Spring Boroughs the opportunity to be involved in their own governance in the heart of their community.

Councillor Hadland, as the relevant Cabinet Member submitted a report and commented that the making of the Neighbourhood Plan had been a great example of community involvement and cohesion. He also explained that once the Plan was in place, the Council would engage with the community to agree how 25% of the Community Infrastructure Levy from development within Spring Boroughs would be spent.

RESOLVED:

1. That it be recommended to Council to 'make' the Spring Boroughs Neighbourhood Plan, in accordance with section 38(A)(4) of the Planning and Compulsory Purchase Act 2004;
2. That it be recommended to Council that the Spring Boroughs Neighbourhood Plan and the Decision Statement (Appendix 1 of the report) be published on the Council's website, and paper copies be provided in locations where people who live, work and carry on business in the area can view them.
3. That it be recommended to Council that the Decision Statement and details on how to view the Spring Boroughs Neighbourhood Plan be sent to the qualifying body (Spring Boroughs Voice – the Neighbourhood Forum) and any person who asked to be notified of the Council's decision.
4. That it be recommended to Council that Spring Boroughs Voice be congratulated on the successful outcome of the referendum

The meeting concluded at 6.27pm



OVERVIEW & SCRUTINY VIEWS AND RECOMMENDATIONS

TO CABINET 11 MAY 2016

| | |
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| Report Title | RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – HEALTH CHECK OF THE LOCAL ECONOMY |
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Agenda Status: PUBLIC

1. Purpose

- 1.1 To present to Cabinet for consideration, the comments and recommendations of the Overview and Scrutiny Committee on the findings of the Review – Health Check of the Local Economy.
- 1.2 Members of Cabinet have been issued with a copy of the full report. All Overview and Scrutiny review reports are published on the Overview and Scrutiny page on the Council's Webpage and a copy of this report can be located: www.northampton.gov.uk/scrutiny - Previous Scrutiny Reviews.

2. Recommendations

- 2.1 The Overview and Scrutiny Committee recommends to Cabinet that:
 - 2.1.1 The Council, together with its partners, develops a Skills Strategy for Northampton. This should include mechanisms for colleges and employers, especially Small and Medium-Sized Enterprises (SME's) to signpost vacant apprenticeships across the town; whilst raising the profile of apprenticeships and vocational training in Northampton.
 - 2.1.2 Cabinet investigates ways that the Council, and its partners, can continue to raise the profile of the economic growth and investment in Northampton through the Northampton Alive Programme, in particular the success of the Enterprise Zone, and work undertaken by larger employers and investors in the town.

- 2.1.3 It is recommended to Northamptonshire County Council and partners that schools and employers work closely to provide work place experiences for young people that are still in education.

3. Background and Issues

- 3.1 The purpose of the Scrutiny Panel was to look at how partners locally, including the private sector, can work together to influence the local economy.

Key lines of Inquiry:

- How can schemes, such as Apprenticeship Programmes, be developed and expanded so that they deliver for both local employees, employers and local residents?
 - What is the vision for skills and learning issues, particularly low skills?
 - What support is there for those that are in long term unemployment?
 - What are the areas for potential growth in jobs?
 - What can other organisations/groups/individuals do to help?
 - Whether a mapping skills gap exercise has been undertaken to identify the type of skills that are in short supply; and what the findings of this exercise are
 - How specific services can be used to generate business investment
 - How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?
 - What could feasibly be done to improve the physical infrastructure in and around the town?
 - How it can be ensured that those who are seldom heard or isolated are engaged with?
- 3.2 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the health check of the local economy. The Overview and Scrutiny Committee commissioned Scrutiny Panel 1 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.
- 3.3 This review links to the Council's corporate priorities, particularly corporate priority 1 – Northampton Alive - A vibrant town.

3.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: "To identify the issues locally – The Northampton Picture"
- Relevant national and other background research papers, such as:
 - Mitigation Advisory Committee: [Skilled Shortage Sensible](#) (2013)
 - UK Commission's Employer Skills Survey 2013: [UK Results](#) (2014)
 - [Future of Apprenticeships in England: Implementation Plan](#) (2013)
 - [Winning the Global Race: Jobs, Skills and the importance of vocational education](#) (2014)
 - Department for Business, [Innovation and Skills – Evaluation of Apprenticeships: Employers](#) (2012)
 - Warwick Institute for Employment Research: [Review of Apprenticeships Research](#) (2013)
 - [SEMLEP – Strategic Economic Plan 2014](#)
 - [NEP – Northamptonshire Strategic Economic Plan 2014](#)
- Survey data in relation to skills and skill shortages, including equality data within the wards
- Relevant data, such as ONSA and other statistical data, including Government statistics on apprenticeships
- Best practice and successful initiatives in both Northampton and elsewhere
- Witness evidence:

Internal

- Leader of the Council, Northampton Borough Council (NBC)
- Cabinet Member for Finance, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC
- Director of Regeneration, Enterprise and Planning, NBC
- Director of Workforce and Development, LGSS

External

- Academic, University of Northampton, Northampton College and Moulton College
- Director, Northamptonshire Enterprise Partnership
- Director, Adult Learning, Northamptonshire County Council
- Chair, Northampton Town Centre BID
- Chair, Markets Action Group
- Chair, Brackmills BID
- Director, Northamptonshire Connexions
- Director, Talent Match, Northamptonshire
- Director, Northamptonshire Growth Hub
- Director, SEMLEP
- Director, Northamptonshire Chamber of Commerce
- Assistant Director, Transport Highways & Infrastructure, Northamptonshire County Council
- Key employers in the town
- Skills Funding Agency (SFA)
- Apprentice Training Agency
- Local employers

3.5 In considering the evidence the following conclusions were made: -

3.5.1 From the evidence received, the Scrutiny Panel highlighted that, in accordance with its key lines of enquiry, there were three key themes of information that came from the evidence gathered:

Physical environment

Economic environment

Social aspect of the economy – Workforce, the support of the workforce and how it comes together

3.5.2 The Scrutiny Panel was pleased to note that from the evidence received from the expert advisors, there was very little, if any duplication of services provided.

Social aspect of the Economy

Apprenticeship Programmes

- 3.5.3 The Scrutiny Panel acknowledges that apprenticeships contributed to £34 billion to the UK economy in 2014.
- 3.5.4 There is a variety of information available for both prospective apprentices and employers looking to offer apprenticeships. This information is contained in various locations. There is not however one central location where information can be obtained.
- 3.5.5 Evidence received details that it is envisaged by Government that there will be 3 million apprenticeships by 2020. There are 150 apprenticeships in Northamptonshire at any one time, delivered by both public and private training providers. The split of the funding is approximately, 60% for apprentices aged 16-18 and 40% for those aged 19 plus. Nationally, the retention rate of apprentices on programme aged 19 plus is generally higher than those aged 16-18 years. The Scrutiny Panel felt that small businesses perceive it is difficult to take on an apprentice. It is estimated that 90% of SMEs within Northamptonshire do not participate in the employment of an apprentice.
- 3.5.6 The Scrutiny Panel is pleased that Northampton Borough Council, Local Government Shared Services and Northampton Partnership Homes all employ apprentices.
- 3.5.7 The sectors that create a lot of interest from potential apprentices are hairdressing, ICT and the motor vehicle trade.
- 3.5.8 The Scrutiny Panel realises that the level of demand for apprenticeships cannot be met solely by young people; there is a need to investigate how adults can be supported to train or re-train.
- 3.5.9 There is a need to raise the profile of vocational education and apprenticeships so that it is held in the same esteem as further education courses and qualifications.

The Scrutiny Panel acknowledges the need for further work with employers to encourage the take up of apprenticeships especially in SMEs.

- 3.5.10 Evidence received alludes to a lack of consistent high quality careers advice in schools.

Economic environment

Areas for potential growth in jobs

- 3.5.11 The Scrutiny Panel acknowledges and commends the success of the Enterprise Zone, and work undertaken by larger employers in the town such as Cosworth and Churches; recognising the need to publicise their importance to both the local and national economy.
- 3.5.12 The Scrutiny Panel acknowledges that Northampton has a very competitive labour market with a jobs density of 0.99.
- 3.5.13 The Scrutiny Panel is pleased to note that NEP is actively involved in the skills agenda and “serious about skills” as NEP recognises that the availability of skilled labour is a serious challenge for most Northamptonshire businesses.
- 3.5.14 The Scrutiny Panel highlights that it is essential that Northamptonshire has sufficient skills and talent to meet current and future workforce demand, particularly given our productivity “under-performance”.

What other organisations/groups/individuals can do to help

- 3.5.15 NBC works with companies to help them secure growth and ultimately increasing the employment base of the Borough. The Scrutiny Panel acknowledges that NBC can support these sectors and individual businesses within it.
- 3.5.16 The Scrutiny Panel welcomes the frameworks of both SEMLEP and NEP; recognising it could have greater influence over skills policy in the future. It further welcomes the work that the Council does with these organisations.

- 3.5.17 Evidence received highlights the important roles of the two Colleges and the University in the town in the future of the local economy. The Scrutiny Panel felt that schools and employers could work closely to provide work place experiences for young people that are still in education.
- 3.5.18 The Scrutiny Panel welcomes the links that SEMLEP has with the colleges in the county and that from 2016 SEMLEP will employ two Enterprise Co-Ordinators that will work with schools and businesses.
- 3.5.19 The Scrutiny Panel acknowledges the amount of funding available but suggests there was a need for this to be publicised. It realises that there is a limited fund for marketing purposes.
- 3.5.20 Evidence highlights the success of the programmes led by Northamptonshire County Council (NCC), for example, INV-ENT delivered 105 local projects that have the potential to create 489 new jobs, 137 new apprenticeships and support over 1,000 people with their skills development through an initial investment of £1.4 million.

Mapping skills gap exercises to identify the type of skills that are in short supply; and what the findings of this exercise are

- 3.5.21 Scrutiny Panel highlights that the skills agenda is very important for Northampton. It notes that the manufacturing sector in Northampton has difficulties in recruiting individuals with the relevant skills to what they require. There is also a lack of available and qualified drivers for HGV's and also the lack of qualified fork lift drivers.
- 3.5.22 The evidence received further highlights that it is difficult to recruit people to certain sectors such as ICT and engineering. There are a lot of warehouses and distribution centres in Northampton, employing large numbers of low skilled workers.

How specific servicers can be used to generate business investment

- 3.5.23 The Scrutiny Panel welcomes that SEMLEP encourages Universities and Colleges to work with businesses such as South Bedfordshire College working and linking to Vinci.
- 3.5.24 The Scrutiny Panel acknowledges the Business Incentive Scheme (BIS) can be utilised to address funding issues within specific investments. The funding can make the difference between a business choosing Northampton over another close-by district.
- 3.5.25 The Scrutiny Panel welcomes the work undertaken by Northamptonshire Growth Hub and Northamptonshire University to enable employers to access funding for skills from universities worldwide.
- 3.5.26 Evidence received highlights that Northamptonshire County Council has been proactive in developing a flexible approach to the delivery of economic development activities across the county, this includes areas of skills, business support and infrastructure provision.
- 3.5.27 The Scrutiny Panel acknowledges that the £330 million relocation and expansion of the University into the Enterprise Zone, as part of the Northampton Alive programme will be a big step to increasing the volume of highly qualified individuals within the local labour market.

How can the offer of commercial land in the borough be improved to ensure a steady stream of quality premises that are accessible by new and established organisations?

- 3.5.28 Evidence received details that the availability of commercial land is paramount to the delivery of inward investment and ensuring organic growth of the existing business base. Northampton has a relatively constrained geography, with a number of available large sites for development such as FOUR Waterside in the Enterprise Zone.

How it can be ensured that those who are seldom heard or isolated are engaged with

- 3.5.29 The Scrutiny Panel welcomes the Big Lottery opt-in of the European Structural and Investment Fund (ESIF) that specifically targets groups that are furthest from the labour market.
- 3.5.30 The Scrutiny Panel further welcomes that some voluntary and community organisations help support people into employment. A number of courses have been run for a long period of time.

Vision for skills and learning issues, particularly low skills

- 3.5.31 The Scrutiny Panel supports the rollout of the Enterprise Advisors Pilot and that the Northampton model has been adopted for the national roll out.
- 3.5.32 The Scrutiny Panel recognises that, in accordance with the European Social Fund, people of all ages can be re-skilled and trained.
- 3.5.33 Evidence received shows that Northampton needs to develop a broader skills base. Aylesbury Vale is high skilled. Northampton is similar to Corby and Luton. Northampton does however have huge opportunities that need to be realised.
- 3.5.34 The Scrutiny Panel notes the reported conclusion from the Chamber of Commerce quarterly survey:

“The results from the Q2 2015 QES signals continued growth by firms in the county – but with noticeable differences between manufacturing and services.

“The service sector appears to be making good progress but there has been a slowdown in the pace of growth experienced by manufacturers in Northamptonshire however this is consistent with the national trend indicated by our national partners at The British Chambers of Commerce.

“We still need to secure long-term sustainable growth which will help drive the economy. The Government must support firms across the board by reducing the cost of doing business and tackling issues such as high business rates and energy costs as well as provide support for investments which can increase productivity and exports.”

Support for those that are in long term unemployment

- 3.5.35 The Scrutiny Panel emphasises that developing skills and employability is not just about apprentices and young people, it is also about helping adults who are not employed and those who need to re-skill. The *European Social Fund apprenticeship* grant will enable a lot of work to be done with those furthest away from the job market; targeting the hardest to reach groups. The Scrutiny Panel acknowledges that support of those that are in long term unemployment is important as on the latest statistics long term unemployment is marginally higher in Northampton at 0.5% than at GB level (0.4%).
- 3.5.36 The Scrutiny Panel acknowledges the importance of the partnerships with local organisations, who exist to meet the needs of the seldom heard or isolated. It realises that they are vital to engage with this target group and enter into a dialogue in which people can voice their aspirations, needs and issues and a bespoke programme of learning can be arranged. Evidence provided highlights that key partners include: Kettering centre for the Unemployed (KCU), Wellingborough Homes, Bridge project, Papworth Trust and Ground Work.

Physical infrastructure in and around the town

- 3.5.37 Funding was received by SEMLEP for infrastructure, £46.7 million for 2017/18.
- 3.5.38 Analyse indicates that development is taking place, but it is primarily focused upon the large logistics sites at M1 J15 and J15a; Grange Park and Swan Valley. Further, the type of premises being constructed are large distribution warehouses designed to cater for the regional and national market, rather than for those companies who are - necessarily – already based in Northampton. Existing businesses in Northampton might take a small amount of the space either recently/currently built, but the target audience for the developers is not the local market.

3.5.39 Evidence received highlights that any economic market is not perfect and will have inherent failings. The origin of any forthcoming programme must be an in-depth understanding of the local economic geography. The Scrutiny Panel realises that such an understanding is apparent within the Northampton Alive programme; a diverse range of projects aimed at intervening and catalysing the Northampton economic market and skills agenda.

3.5.40 The University, together with all further education colleges, is carrying out a research based project regarding an integrated transport system for the county. The Scrutiny Panel felt that it would be useful to obtain the results of this research when it is finalised.

3.5.41 The evidence highlights that NBC continues to invest in the physical infrastructure of the town. The opening of the bus and train stations were the core initial assets to improve the towns infrastructure. The future opening of St James Mill Rd will continue to improve the road infrastructure serving both the residents and the businesses.

3.5.42 From the evidence received the Scrutiny Panel acknowledges that the location and subsequent investment of a business rest on three motivators:

- Location: proximity to competition and customers.
- Operating costs: costs of land/property and employees.
- Labour: the availability of labour at the correct skill levels.

4. Options

4.1 Cabinet will need to consider the possible options as part of its response to the recommendations.

5. Implications (including financial implications)

5.1 Policy

5.1.1 The work of Overview and Scrutiny plays a major part in the development of the Council's policy framework through its work programme.

5.1.2 The report and its recommendations have policy implications in relation the health check of the local economy. Cabinet’s response will need to consider these issues in detail.

5.2 Resources and Risk

5.2.1 Cabinet will need to consider the resourcing issues for the recommendations made.

5.3 Legal

5.3.1 Legal issues will need to be considered as part of Cabinet’s response to the recommendations.

5.4 Equality

5.4.1 Equality issues will need to be considered as part of Cabinet’s response to the recommendations.

5.5 Consultees (Internal and External)

5.5.1 The Committee consulted and took evidence from a variety of sources as detailed in paragraph 3.5 of this report.

6. Background Papers

- Overview and Scrutiny Committee report – Health check of the local economy
- Minutes of the meeting of the Overview and Scrutiny Committee – 11 April 2016

Report Author and Title: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Jamie Lane, Chair, Overview and Scrutiny Committee

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OVERVIEW & SCRUTINY VIEWS AND RECOMMENDATIONS

TO CABINET 11MAY 2016

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| Report Title | RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – IMPACT OF THE EFFECTIVENESS OF THE ENFORCEMENT OF LICENSING POLICIES IN RESPECT OF TAXIS AND PRIVATE HIRE |
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Agenda Status: PUBLIC

1. Purpose

- 1.1 To present to Cabinet for consideration, the comments and recommendations of the Overview and Scrutiny Committee on the findings of the Review – Impact of the effectiveness of the enforcement of Licensing Policies in respect of Taxis and Private Hire.
- 1.2 Members of Cabinet have been issued with a copy of the full report. All Overview and Scrutiny review reports are published on the Overview and Scrutiny page on the Council's Webpage and a copy of this report can be located: www.northampton.gov.uk/scrutiny - Previous Scrutiny Reviews.

2. Recommendations

- 2.1 The Overview and Scrutiny Committee recommends to Cabinet that:

Provision and Usage of Taxi ranks in the borough

- 2.1.1 Consideration is given to the provision of additional taxi ranks in the town centre:

Abington Street (near to central library), utilising the loading bays for an additional permanent taxi rank. Hours of operation – 10pm to 5am. This would ensure that loading to the nearby shops could take place.

The Parade – A night time rank comprising approximately 12 spaces. Hours of operation - 11pm to 5am. Consideration would need to be given to issuing

Hackney Carriage drivers with a key to the barriers. A deposit could be charged and refunded when the key is returned.

Guildhall Road/Derngate - A potential night time rank in the heart of the Cultural Quarter. Hours of operation 11pm to 5am.

Mercers Row – The rank is expanded to both sides of the road

2.1.2 Taxi rank signage is put in situ at the various ranks within the town.

2.1.3 An unmet demand survey for Hackney Carriages is undertaken in order to determine whether the number of Hackney Carriages exceeds requirements and whether a cap is necessary. This survey should also consider the extent of the Private Hire Trade and be undertaken every three years.

Policies and Strategies for Licensing and the effectiveness of the legislation for licensing

2.1.4 A sign for Private Hire Vehicles (PHV) to display “Pre Booked only” is issued to all PHV. The sign must be on display at all times.

2.1.5 The Scrutiny Panel informs Cabinet that it supports the further introduction of Child Sexual Exploitation (CSE) training for all Hackney carriage and private hire drivers at Northampton.

2.1.6 Details of the CSE awareness training is presented to the Licensing Committee regarding its roll out and content.

2.1.7 When approved, the relevant sections from the Low Emissions Strategy for Northampton are included within the licensing Policy for Taxis and Private Hire.

2.1.8 The standard test to become a Private Hire driver is raised.

2.1.9 An evaluation of the Policy regarding the enforcement of licensing conditions takes place and consideration is given to the inclusion of structured enforcement guidelines. Licensing conditions for Hackney Carriages and Private Hire are then reviewed every two years from January 2017.

Information Exchange

2.1.10 At least an annual joint meeting between Hackney Carriage drivers, Private Hire drivers and the relevant Authorities, including NBC Licensing Officers, Northants Highways and the Police, is held.

Raise Awareness of the licensing and planning framework around the regulation of private hire and taxi licensing

- 2.1.11 Articles are placed in the press regarding the difference between Hackney Carriages and Private Hire; particularly around the Christmas period. Copies of such articles are also forwarded to Community Groups and Residents' Associations.
- 2.1.12 A PR campaign, using social and conventional media, is put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information about the complaint mechanisms. Existing contacts with the University of Northampton and Northampton College are used to share information through their information sharing processes.

Taxi Marshals

- 2.1.13 Taxi Marshals are introduced for a trial period of six months. The trial is then evaluated so that the success of Taxi Marshals can be assessed.

Highways

- 2.1.14 Consideration is given to the removal of the two plant pots in situ at the entrance of Kingswell Street in order that it could become a functional road to through traffic.
- 2.1.15 It is recommended to Northamptonshire Highways that double red lines are introduced at Woodhill.
- 2.1.16 Temporary full closures to traffic of Bridge Street are introduced on specific risk dates as identified by the Licensing Sergeant, Northants Police.
- 2.1.17 The Scrutiny Panel formally informs Cabinet that it has put recommendations to the Licensing Committee:

A copy of this report is sent to the Licensing Committee.

It is recommended that the Licensing Committee re-visits the age limit Policy on Hackney Carriages.

3. Background and Issues

- 3.1 The purpose of the Scrutiny Panel was to investigate the pattern of provision of licensing in respect of taxis and private hire

Key lines of Inquiry:

- To review the policies and strategies for licensing
- To assess the effectiveness of the legislation for licensing
- To raise awareness of the licensing and planning framework around the regulation of private hire and taxi licensing
- To assess what mechanisms are in place for the exchange of information between the Council, the Police and licence holders.
- To examine what options are available and any best practice or solutions that other Local Authorities have successfully implemented
- To assess the provision and usage of taxi ranks in the borough

3.2 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the effectiveness of the enforcement of Licensing Policy in respect of Taxis and Private Hire. The Overview and Scrutiny Committee commissioned Scrutiny Panel 3 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

3.3 A Scrutiny Panel was established comprising Councillor Gareth Eales (Chair); Councillor Graham Walker (Vice Chair); Councillors James Hill, Suresh Patel and Brian Sargeant.

3.4 This review links to the Council's corporate priorities, particularly corporate priority Safer Communities Making you feel safe and secure .

3.5 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: "Licensing Policy in the Borough"
- Relevant national and other background research papers, such as:
 - [Department for Transport – Taxi statistics \(2013\)](#)
 - [House of Commons Library – Taxi and Private Hire Vehicles \(2014\)](#)
 - [Department of Transport Best Practice Guidance on Vehicle Licensing](#)

Relevant Legislation:

- The role of the Licensing Authority
- Local Government (Miscellaneous Provisions) Act 1976
- Town Police Clauses Act 1847
- Licensing Policy and Practice
- Licensing Enforcement practice guidelines

Relevant data:

- Statistical data, such as the number of hackney carriage and private hire licences in the borough, number of taxi ranks in the borough and spaces on each rank
- Best practice and successful initiatives in both Northampton and elsewhere

Witness evidence:

Internal

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Senior Licensing Officers, Northampton Borough Council

External

- Licensing Sergeant, Northants Police
- Community Engagement Manager, Northamptonshire Highways
- Chair, Taxi and Private Hire Association
- Private Hire Operators

3.6 In considering the evidence the following conclusions were made: -

Policies and Strategies for Licensing and the effectiveness of the legislation for licensing

- 3.6.1 The Scrutiny Panel was concerned regarding the evidence received about private hire vehicles flagging. It felt that there was a need for the introduction of an Enforcement/Committee Sanctions Policy for flagging.
- 3.6.2. The Scrutiny Panel emphasised that if a Private Hire vehicle (PHV) flags or takes an un-booked fare then they are committing an offence and are also operating without insurance. The introduction of a “pre booked only” sticker for display in the windscreens of private hire vehicles would be useful.
- 3.6.3 Expected behaviour of Hackney Carriage drivers is covered in the Induction Programme, for example not to retain customers’ telephone numbers. The induction programme also includes:
- School contracts
 - Disability issues
 - Fraud
 - Child Sexual Exploitation (CSE)

- 3.6.4 The Scrutiny Panel recognised that drivers have a vital role in being alert for signs of child sexual exploitation. The Scrutiny Panel acknowledged that the training that drivers at Northampton undertake in respect of Child Sexual Exploitation (CSE). CSE is incorporated into the induction training for drivers at Northampton. There is a mandatory question that drivers are expected to answer as part of the testing process. The Scrutiny Panel was pleased that investigations are taking place regarding the provision of training on CSE awareness for drivers in the possible form of on-line training or training in DVD format.
- 3.6.5 Evidence received highlighted that Private Hire vehicles with roof signs could appear to look like a Hackney Carriage vehicle and could be confusing to the public thinking that they are a Taxi. Part II of the Local Government (Miscellaneous Provisions) Act 1976 states that a Private Hire vehicle must not look like a Taxi.
- 3.6.6 The Scrutiny Panel felt that the test to become a Private Hire driver should be of the same standard to that of a Hackney Carriage driver. An extensive knowledge test is given too. Private Hire drivers undertake a basic knowledge test.
- 3.6.7 The Scrutiny Panel was pleased to note from the evidence received that the majority of drivers are happy with the licensing conditions and processes applied to Hackney Carriage and Private Hire. However, the Scrutiny Panel felt that licensing conditions should be reviewed every two years, to take into consideration issues such as changes in legislation.
- 3.6.8 The Scrutiny Panel noted that a project had been undertaken regarding the current 3 year age limit for hackney carriages when first licensed. It had been found that maintenance and condition of a vehicle was more important than age, for example, an older car could be in better condition and well maintained than that of three years old. It had therefore been agreed by the Licensing Committee to remove the age restriction but for it to be introduced incrementally. From 1 January 2016 there will not be an age limit for first licence of a hackney carriage vehicle.
- 3.6.9 Some areas of the town are subject to poor air quality due primarily to transport related emissions and work is ongoing to develop a Low Emissions Strategy for Northampton with associated planning guidance. The Scrutiny Panel noted that the recommendations of this strategy are likely to have implications for the taxi trade, particularly in respect of some more polluting diesel engine vehicles and the Scrutiny Panel felt that it is important that work is taken forward to incorporate these considerations into taxi/ private hire vehicle policy.

Licensing Conditions – example of solutions introduction by other Local Authorities

- 3.6.10 Desktop research indicated that a Local Authority has introduced changes to its licensing regime:

- New and existing drivers attend child sexual exploitation awareness briefings
- The introduction of a driver penalty scheme
- Introduction of a Three Year Driver's Licence

The Scrutiny Panel acknowledged the usefulness of these changes and felt it would be beneficial for there to be an evaluation of the Policy regarding the enforcement of licensing conditions; such as the inclusion of structured enforcement guidelines. The Scrutiny Panel highlighted that consistency is key.

Taxi Marshals

- 3.6.11 The Scrutiny Panel noted the success of Taxi Marshals in other areas of the country. It further recognised that the introduction of Taxi Marshals could incur a cost, for example, a six month trial period of Taxi Marshals at Nuneaton and Bedworth cost £12,528.

Mechanisms for the exchange of information

- 3.6.12 The Scrutiny Panel was pleased that discussions are ongoing regarding an information sharing police regarding Northampton Borough Council sharing information regarding DBS checks for the Trade with Northamptonshire County Council in respect of transporting vulnerable people.
- 3.6.13 Evidence received confirmed that information sharing channels between the Trade, Council and Police is good. Regular meetings are held. It was felt that a joint meeting between Hackney Carriage, Private Hire drivers and the relevant Authorities would be useful.
- 3.6.14 The Scrutiny Panel felt that a lot of people are not aware of the difference between Hackney Carriages and Private Hire. There is a need for this to be widely publicised and it could assist with the problem of flagging. Articles in the local press during the year would be beneficial.
- 3.6.15 Evidence received highlighted the need for regular inclusion of key information in NBC publications to customers could have information to explain the rules around taxis or engagement with community groups or Residents Associations on occasions. Press releases could be used following operations.
- 3.6.16 The Scrutiny Panel emphasised the need for clearer information about how to complain about problems with taxis/private hire vehicles including flagging, poor service, vehicle maintenance and condition and are made available on the Council's website. A PR campaign using social and conventional media could be put in place to convey positive messages about the benefits of using taxis / private hire vehicles and give information

about complaint mechanisms. Existing contacts with the University and College could be used to share information through their information sharing processes.

The Provision and Usage of Taxi Ranks in the borough

- 3.6.17 Evidence received confirmed that Northampton's taxi trade is of a similar size to other large towns or small cities in the country. The Scrutiny Panel felt that consideration should be given to restricting the number of Hackney Carriage vehicles. An unmet demand survey should be undertaken.
- 3.6.18 The Scrutiny Panel was concerned regarding the number of rank spaces in the town, approximately 20 for 150 Hackney Carriages. From the evidence received, the Scrutiny Panel considered there is not sufficient rank space in the town during both day and night time. Daytime problems can be experienced with traffic congestion when the rank is full. There is no overflow provision for drivers to wait at a suitable location until space on the rank becomes available. There is no provision at the eastern end of the town centre, for example at the top of Abington Street or on Wellingborough Road. There are some night time flagging "hotspots", such as St Giles Street and the lower part of Bridge Street. The Scrutiny Panel felt additional rank space here would be useful.
- 3.6.19 Evidence received highlighted the need for signage for Taxi ranks and road markings.

Resources for Taxi and Private Hire Licensing

- 3.6.20 Evidence received detailed that current levels of resource mean that it is not possible for Licensing Enforcement Officers to monitor compliance at all times and so therefore enforcement has to be undertaken on a targeted basis. Further evidence detailed that Licensing Enforcement Officers are very busy, under pressure and unable to undertake as much licensing enforcement as they would like to do.
- 3.6.21 The Scrutiny Panel felt that the introduction of Taxi Marshals would be beneficial.

Night time Economy and Highways

- 3.6.22 The evidence received highlighted the issues around Bridge Street during the night-time economy and the congestion along Bridge Street. Further evidence received highlighted that from a legislative point of view the closure of Bridge Street during the Night Time Economy, except for buses and taxis would not be possible to do under a Temporary Traffic Order (Section 14 of the Highways Act 1980). Northamptonshire Highways is only able to use a temporary traffic order for either works or for a likelihood of danger to the travelling public (i.e. weak bridge, unsafe structure etc.). A Permanent Traffic Order would therefore be required which would have a public consultation. Evidence from Northamptonshire Highways stated that from previous experiences it is likely that objections to this would be received from restaurants, churches in the area. In closing Bridge Street it would require traffic remodelling throughout the town centre

to enable traffic to enter and leave the town centre. Currently drivers would be able to enter via St Giles Square but would have no way of exiting the area. Allowing taxis and buses only through may be potentially more hazardous than having a more constant flow of vehicles. Pedestrians in the area may not be expecting vehicles and there would be a zero traffic flow for most of the time. Northamptonshire Highways would raise objections to this if there were Police or Borough Council powers used to close the road.

- 3.6.23 The Scrutiny Panel supported temporary full closures to traffic of Bridge Street being introduced on specific risk dates as identified by the Licensing Sergeant, Northants Police such as Halloween, Christmas Eve, New Year 's Eve and New Year's Day, various payday weekends and other celebratory dates.
- 3.6.24 At one of its early evidence gathering meetings, the Scrutiny Panel was shown CCTV footage of the night-time economy in the town that highlighted issues incurred with traffic, groups of individuals being in the road and crossing the road after a night out.
- 3.6.25 The Scrutiny Panel noted that the Taxi Trade felt it would be useful for Kingswell Street opened up to traffic. It is currently blocked off to traffic by two large plant pots.

4. Options

- 4.1 Cabinet will need to consider the possible options as part of its response to the recommendations.

5. Implications (including financial implications)

5.1 Policy

- 5.1.1 The work of Overview and Scrutiny plays a major part in the development of the Council's policy framework through its work programme.
- 5.1.2 The report and its recommendations have policy implications in relation the effectiveness of the enforcement of Licensing Policies in respect of Taxis and Private Hire. Cabinet's response will need to consider these issues in detail.

5.2 Resources and Risk

- 5.2.1 Cabinet will need to consider the resourcing issues for the recommendations made.

5.3 Legal

- 5.3.1 Legal issues will need to be considered as part of Cabinet's response to the recommendations.

5.4 Equality

5.4.1 Equality issues will need to be considered as part of Cabinet's response to the recommendations.

5.5 Consultees (Internal and External)

5.5.1 The Committee consulted and took evidence from a variety of sources as detailed in paragraph 3.5 of this report.

6. Background Papers

- Overview and Scrutiny Committee report – Effectiveness of the Enforcement of Licensing Policies and Private Hire
- Minutes of the meeting of the Overview and Scrutiny Committee – 11 April 2016

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OVERVIEW & SCRUTINY VIEWS AND RECOMMENDATIONS

TO CABINET 11 MAY 2016

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| Report Title | RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – IMPACT OF ANTI-SOCIAL BEHAVIOUR ON THE TOWN |
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Agenda Status: PUBLIC

1. Purpose

- 1.1 To present to Cabinet for consideration, the comments and recommendations of the Overview and Scrutiny Committee on the findings of the Review – Impact of Anti-Social Behaviour on the Town.
- 1.2 Members of Cabinet have been issued with a copy of the full report. All Overview and Scrutiny review reports are published on the Overview and Scrutiny page on the Council's Webpage and a copy of this report can be located: www.northampton.gov.uk/scrutiny - Previous Scrutiny Reviews.

2. Recommendations

- 2.1 The Overview and Scrutiny Committee recommends to Cabinet that:
 - 2.1.1 Ward Councillors and Partner Agencies are ask to promote the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as Street Football, Street and School Pastors and Weeks of Action within their wards.
 - 2.1.2 Councillors give consideration, through the Councillor Community (Enabling) Fund, to supporting Junior Warden Schemes and other relevant youth schemes that address anti-social behaviour, in their local area.
 - 2.1.3 All Councillors, in particular the Cabinet Member for Community Safety, are encouraged to attend the open day at Hazard Alley, Milton Keynes on 24 July 2016.

- 2.1.4 The work of Hazard Alley is promoted to all primary schools in the borough.
- 2.1.5 Network Rail's 24-hour helpline number: 03457 11 41 41 and on-line form for reporting issues, including graffiti, is issued to all County Council and Northampton Borough Councillors .
- 2.1.6 It is ascertained whether the Council has authority to remove graffiti on railway land and buildings bordering the railway and train station.
- 2.1.7 Neighbourhood Wardens responsible for the town centre are issued with a body worn CCTV camera on a trial basis of six months, following which their effectiveness is assessed; with a view to extending the trial further, outside the town centre, to include parks and open spaces.
- 2.1.8 The Induction Training Programme for Neighbourhood Wardens includes the awareness of substance misuse and dealing with Street Drinkers.
- 2.1.9 When reports of fly-tipping are made by Neighbourhood Wardens the rubbish is collected as a matter of urgency.
- 2.1.10 The option of Neighbourhood Wardens working from a local community base on a regular basis is explored. The purpose being for residents to meet with the Neighbourhood Warden and share any issues they may have. The days and times that the Neighbourhood Warden is based at one of the community locations should be widely promoted within the ward.
- 2.1.11 Neighbourhood Wardens continue to patrol the town centre, twice a day, to discourage, and move on, Street Drinkers and Beggars.
- 2.1.12 Consideration is given to looking at the hours of operation for Neighbourhood Wardens.
- 2.1.13 The option of providing a shelter ("Wet Area"), or similar area, where Street Drinkers can congregate is explored.
- 2.1.14 The Council, together with relevant partner Agencies, adopts a zero tolerance approach to street drinking in the town.
- 2.1.15 In acknowledging the need to ascertain why individuals rough sleep and street drink; the development and implementation of the Council's Rough Sleepers Strategy is fully supported. This will include linking in with Voluntary Organisations to establish how they can and do provide assistance.

- 2.1.16 All Agencies dealing with anti-social behaviour are recommended to link in with, and make referrals to the Northampton Anti-Social Behaviour Unit (ASBU) to ensure effective management of anti-social behaviour issues/cases.
- 2.1.17 NBC, and its partner Agencies, utilise the Case Management System, called ECINs, as the central point for recording ASB issues and case building on individuals and problem premises.
- 2.1.18 All Agencies work together to ensure that both victims and perpetrators are aware of the anti-social behaviour support available.
- 2.1.19 A document, similar to the “Green Book” that provides information on the Agencies which provide support to vulnerable people is produced and distributed to all Councillors in the borough.
- 2.1.20 Existing resources are reviewed to ascertain whether a further multi-agency “Task Force” approach is required in addressing anti-social behaviours for the town.
- 2.1.21 Support is given through Partnership Grants for street based service to support substance misuse and Street Drinking.
- 2.1.22 Relevant Officers, such as Neighbourhood Wardens and Park Rangers, attend an awareness raising session around psychoactive substances and drug and alcohol misuse. A similar session is included within the Councillor Development Programme 2016/2017.
- 2.1.23 The Council supports any activity through the Health and Wellbeing Partnership in addressing issues caused by psychoactive substances, drug and alcohol misuse, such as the health implications and anti-social behaviour.
- 2.1.24 The Scrutiny Panel formally informs Cabinet that it fully supports the Community Protection Notice process and highlights the positive effect this has in addressing and reducing acts of anti-social behaviour.
- 2.1.25 The Council, together with its partners, look to implement a shadowing programme between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour.
- 2.1.26 Northampton Borough Council urges the new Police and Crime Commissioner, when developing his Policing Plan relevant to the borough of Northampton, to include a more proactive approach to dealing with anti-social behaviour issues, particularly relating to begging, Street Drinking, urinating and defecating in the street and the night time economy.

2.1.27 Cabinet recommends to the Licensing Committee that conditions on problem licensed premises are reviewed, when it is identified that their working practices are contributing to ASB in the town, and they are failing to meet their licensing responsibilities.

2.1.28 Cabinet recommends to the Licensing Committee that it reviews the Licensing Policy with a view to opposing the early morning sales of alcohol.

3. Background and Issues

3.1 The purpose of the Scrutiny Panel was to investigate the impact of anti-social behaviour on the town.

Key lines of Inquiry:

- To investigate the levels of anti-social behaviour in the town, such as tackling psychoactive substances, alcohol, littering (including chewing gum), graffiti, fly-tipping, street urination and dog fouling
- To consider the nature of the psychoactive substances market and any health consequences
- To review the policies and strategies for dealing with the impact of anti-social behaviour in the town
- To consider the paper/Bill that is currently being drafted by the Home Office to address the issue of psychoactive substances
- To identify the prevention strategies that can help to address anti-social behaviour on the town
- To identify 'hotspots' of the impact of anti-social behaviour on the town
- To consider the enforcement powers that the Council and other Agencies has in respect of anti-social behaviour
- To consider how Northampton Borough Council can work in partnership with local groups, Agencies, organisations and residents to reduce and prevent the impact anti-social behaviour has on the town

3.2 The Overview and Scrutiny Committee, at its work programming event in June 2015, agreed to include a review of the impact of anti-social behaviour on the town. The Overview and Scrutiny Committee commissioned Scrutiny Panel 2 to undertake the review. An in-depth review commenced in July 2015 and concluded in March 2016.

3.3 This review links to the Council's corporate priorities, particularly corporate priority 2 - Invest in safer, cleaner neighbourhoods - Creating an attractive, clean and safe environment.

3.4 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene: “The Council’s responsibilities in respect of dealing with anti-social behaviour and how issues outside the Council’s responsibilities are dealt with” and “what psychoactive substances are”
- Relevant national, other background research papers and relevant Legislation, such as:
 - Environmental Protection Act 1990
 - Drug Strategy 2010
 - Clean Neighbourhoods and Environment Act 2005
 - Fouling of Land By Dogs Order 2014
 - Misuse of Drugs Act 1971
 - Intoxicating Substances (Supply) Act 1985
 - Anti-Social Behaviour, Crime and Policing Act 2010
- Relevant data:
 - Hotspots and trends
 - Statistical data, such as Fixed Penalty Notices (FPN), Community Protection Notices (CPN)
 - Job descriptions of Neighbourhood Wardens and Park Rangers, Northampton Borough Council (NBC)
- Best practice and successful initiatives in both Northampton and elsewhere
- Case studies
- Witness evidence:

Internal

- Cabinet Member for Environment, Northampton Borough Council (NBC)
- Cabinet Member for Community Safety, NBC
- Cabinet Member for Regeneration, Enterprise and Planning, NBC
- Neighbourhood Wardens and Manager
- Park Rangers, NBC
- Community Safety Manager, NBC
- Town Centre Manager, NBC
- Environmental Health and Licensing Manager, NBC
- Town Centre Ranger

External

- Parish Councils
- Area Commander, Northants Police

- Town Centre Police Inspector, Northants Police
- Substance 2 Solutions (S2S), Northamptonshire (services for adults)
- CAN, Northamptonshire (services for young people)
- Director of Public Health, Northamptonshire County Council (NCC)
- Director, Accident and Emergency, Northampton General Hospital
- Director, East Midlands Ambulance Service
- Chief Executive, Northampton Partnership Homes (NPH)
- Chair, Market Action Group
- Chair, Town Centre BID
- Director, Trading Standards, NCC
- Conservation Area Committees
- Chair, PubWatch
- Chair, Northampton Retail Crime Initiative
- Director, Network Rail and Director, London Midland – Anti Graffiti Policies

3.6 In considering the evidence the following conclusions were made: -

3.6.1 The definition of anti-social behaviour is defined within section 2 (1) of the Anti-Social Behaviour, Crime and Policing Act 2014:

- a) “Conduct that has caused, or is likely to cause, harassment, alarm or distress to any person”
- b) “Conduct capable of causing nuisance or annoyance to a person in relation to that person’s occupation of residential premises”
- c) “Conduct capable of causing housing-related nuisance or annoyance to any person”

Anti-Social behaviour (ASB) therefore includes:

- Rowdy, noisy behaviour, including night-time noise from houses or gardens
- Threatening, drunken or “yobbish” behaviour
- Vandalism, graffiti and fly-posting
- Litter and fly-tipping rubbish
- Aggressive begging and street drinking

3.6.2 The Scrutiny Panel realises that when ASB is dealt with, the environment it is being committed in is also looked at. One size does not fit all.

3.6.3 There is a need for a consistent approach which looks to address the root causes of anti-social behaviour (ASB) rather than dealing with the end results.

- 3.6.4 In ensuring that an effective response is provided in supporting victims/witnesses and addressing perpetrators behaviour, it is recognised that the ECIN's case management system is the central location for detailing and logging all anti-social behaviour cases for Northampton Borough Council and also its partners.
- 3.6.5 The Scrutiny Panel recognises the Multi-Agency approach to tackling ASB, supporting victims/witnesses and the range of support, interventions and enforcement options available/undertaken.
- 3.6.6 The Scrutiny Panel recognises the Council and the Police work in partnership to manage anti-social behaviour and maximise resources. However, as anti-social behaviour occurs any time of the day it is not possible to have resources on hand throughout 24 hours. There are limitations to resources and legislative powers which prevent the Council and Police, as well as differing priorities that can impact upon what action is taken.
- 3.6.7 The Scrutiny Panel recognised that the Anti-Social Behaviour Unit is a valuable resource in dealing with anti-social behaviour.
- 3.6.8 The relationship between the Police and licensees is a positive one. The Police continue to try new initiatives to improve their policing of the Night Time Economy, and that they continue to be willing to listen to Pubwatch's feedback. The Scrutiny Panel felt that this partnership is helping to reduce ASB within the night-time economy.
- 3.6.9 The Police become involved when ASB takes place. Offenders are signposted for the relevant support. Through the current Designated Public Spaces Order the Police and Neighbourhood Wardens have powers that, allow the designated person to confiscate alcohol where it is felt it could lead to ASB. This will be further broadened to deal with a wider range of ASB issues when the Public Spaces Order comes into force later this year. The Scrutiny Panel gives its support to the introduction of the proposed Public Spaces Protection Order.
- 3.6.10 In noting good examples of partnership working, the Scrutiny Panel felt there is an overriding need to deal with issues holistically and not in isolation by partner Agencies. The Scrutiny Panel felt it would be beneficial that consideration is given to a Task Force approach consisting of representatives from the Police, ASBU, Council Wardens, Housing, Health, Licensing and partners. It is important to note that a broad multi-Agency approach is already in place in addressing issues of ASB. The Scrutiny Panel emphasises however, that although evidence received suggests the need for a focussed Town Centre Task Force, the Northampton Anti-Social Behaviour (ASB) Group and its Working Groups – Rough Sleepers, Beggars, and Town Centre Task Group link to the Community Safety Partnership with a broad approach to ASB covering the whole town.

- 3.6.11 The Scrutiny Panel is pleased to note that ASB has been reducing within all three categories over the last three years. It highlights that Police recorded incidents differ to public perception on ASB. However, public perception on dealing with ASB is improving. The actual issues, versus perceived issues, are an area which should be clarified to ensure the appropriate actions and resources are made.
- 3.6.12 Evidence received indicates that Community Protection Notices (CPN) are proving effective. It is an escalation process. The Scrutiny Panel highlights that a lot of the legislation is newly implemented and that it will take time to embed.
- 3.6.13 The good work of the Street Pastors is commended. The Scrutiny Panel acknowledges that Street Pastors are volunteers.
- 3.6.14 The Scrutiny Panel welcomes the variety of projects that the Community Safety Partnership has put in place to address anti-social behaviour, such as street football, Street and School Pastors and Weeks of Action. In relation to how these are advertised and promoted it acknowledges that the Communication Team uses a variety of methods including social media to promote the activities. Ward Councillors could promote such activities within their wards, for example using community notices boards and their local surgeries.
- 3.6.15 The Scrutiny Panel supports the previous “Green Book” (that provided information on the Agencies which provide support to vulnerable people) that was issued to all Councillors back in 2003. This was a useful document that contained details of Agencies and contacts. It was felt that such a document should be re-visited. The Scrutiny Panel, therefore, highlights the need for an information leaflet that details where vulnerable people such as Street Drinkers, Rough Sleepers and Beggars can go for assistance. Councillors could then distribute such documents as appropriate.
- 3.6.16 From its site visit of the town centre, the Scrutiny Panel felt there is the need for continued training for Neighbourhood Wardens, particularly in relation to Street Drinkers. The Scrutiny Panel acknowledges that all newly recruited Neighbourhood Wardens have received training delivered by the University and all Neighbourhood Wardens have received training on handling confrontation situations.
- 3.6.17 Evidence received suggests that work shadowing between staff from partner organisations, with the aim of better understanding what partner Agencies powers involve and how they can be effectively used in tackling anti-social behaviour would be a useful exercise. An example of this is where trainee Police Officers shadow Officers at Northampton Partnership Homes (NPH).
- 3.6.18 Evidence received highlights that area based meetings at an operational level allows the sharing of information, intelligence and development of action plans at a local level to address issues of concern. It is felt this approach leads to a number of quick wins. The Scrutiny Panel acknowledges that it is apparent where perpetrators of ASB are youths or juveniles; a contributory factor is the lack of local facilities. It is often cited from those engaged in anti-social behaviour that they were bored and

had nothing better to do. This may also be linked to a lack of training and employment opportunities. The Scrutiny Panel realises that other towns provide areas for youths to congregate and that they have been successful.

- 3.6.19 Evidence received emphasises Street Drinkers and Beggars congregate around the town. It would be useful for these areas to be patrolled regularly by Neighbourhood Wardens. Some individuals also congregate on the Market Square at night.
- 3.6.20 The Scrutiny Panel is impressed by the work of “Hazard Alley” in Milton Keynes and commends its effectiveness. It is a unit that has a mock set up of various scenes such as fire safety, home safety etc. Hazard Alley is run by a Charity and a visit forms part of the Junior Warden Scheme in Northampton.
- 3.6.21 The Scrutiny Panel conveys its concerns regarding some licensed establishments serving small quantities of alcohol to Street Drinkers early in the morning. The Scrutiny Panel was pleased to note that two Off Licences in the town centre are not now permitted to serve alcohol before 10am and cannot sell less than four cans at a time.
- 3.6.22 The Scrutiny Panel acknowledges that alcohol and drug usage are a key factor to anti-social behaviour and there is a need to look at opening hours. The Scrutiny Panel would welcome support that can be provided through Partnership Grants for street based service to support substance abuse.
- 3.6.23 The Scrutiny Panel is aware that a wet area in the town for Street Drinkers is subject to discussion. Other areas in the county have such an area, for example Corby. It acknowledges that previously the town did have a wet area located near to the old Fish Market and it had been entitled “Tolerance area”. Drinkers became badly behaved and it impacted upon nearby businesses and it was removed. A wet area has to be supervised and can be resource intensive.
- 3.6.24 The Scrutiny Panel felt that issues such as times that shops can sell alcohol, such as early in the morning, causes such problems. There is a need for such conditions on certain licences to be reviewed, such as the sale of alcohol early in the morning. This would take away the problems of street drinkers that are present early in the morning in the town centre. It is acknowledged that licences can only be reviewed if there are issues with how a premise is operating. However, evidence received highlights that restricting alcohol early in the morning to those dependent on it can cause them to go into “dependency mode” and require medical assistance.
- 3.6.25 Psychoactive substances are sold in the town and are known nationally as ‘legal highs’. There has been a swift increase in the amount and range of new substances, with their open sale in retail outlets and through the Internet. Evidence received highlights these substances pose a serious risk to public health.

- 3.6.26 Evidence received highlights the need for awareness raising around the issues caused by psychoactive substances, such as the health implications and resulting anti-social behaviour. Evidence demonstrates the health consequences of using psychoactive drugs include people having panic attacks, feeling extreme paranoia or anxiety. Several young people and adults have been hospitalised with some needing mental health support. Some people have had severe nose bleeds or had severe cravings and withdrawal symptoms. Some individuals may develop short term mental health problems through the use of these substances.
- 3.6.27 Evidence received confirms that based on local knowledge of Northampton, the Anti-Social Behaviour Unit (ASBU) is currently aware of two outlets for psychoactive substances. The ASBU served a Community Protection Notice warning letter in relation to one of these premises in February 2015 due to the volume of people attending the shop and congregating outside causing disturbances within the street prior to the premises opening. Since that time, complaints regarding the issues surrounding the shop have ceased.
- 3.6.28 The Scrutiny Panel supports the Government Bill in relation to psychoactive substances. It realises that such an Act will stop retailing and wholesaling of psychoactive substances in the UK. The Act was published on 29 January 2016 but requires commencement Orders to give it effect.
- 3.6.29 The Scrutiny Panel felt that the hotline number of Network Rail would be useful for all ward Councillors to be aware of in respect of reporting issues such as graffiti on Network Rail land.
- 3.6.30 Evidence received confirms that due to spells of severe weather and reduced temperatures in the winter, more rough sleepers will choose to engage with advice and support services and ask for help during this time of the year. It does not necessarily mean that more people are sleeping rough.

4. Options

- 4.1 Cabinet will need to consider the possible options as part of its response to the recommendations.

5. Implications (including financial implications)

5.1 Policy

- 5.1.1 The work of Overview and Scrutiny plays a major part in the development of the Council's policy framework through its work programme.

5.1.2 The report and its recommendations have policy implications in relation the impact of anti-social behaviour on the town. Cabinet’s response will need to consider these issues in detail.

5.2 Resources and Risk

5.2.1 Cabinet will need to consider the resourcing issues for the recommendations made.

5.3 Legal

5.3.1 Legal issues will need to be considered as part of Cabinet’s response to the recommendations.

5.4 Equality

5.4.1 Equality issues will need to be considered as part of Cabinet’s response to the recommendations.

5.5 Consultees (Internal and External)

5.5.1 The Committee consulted and took evidence from a variety of sources as detailed in paragraph 3.5 of this report.

6. Background Papers

- Overview and Scrutiny Committee report – Impact of Anti-Social Behaviour on the Town
- Minutes of the meeting of the Overview and Scrutiny Committee – 11 April 2016

Report Author and Title: Tracy Tiff, Scrutiny Officer, on behalf of Councillor Jamie Lane, Chair, Overview and Scrutiny Committee

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Appendices



CABINET REPORT

| | |
|---------------------|--|
| Report Title | VULCAN WORKS REDEVELOPMENT – PHASE II |
|---------------------|--|

AGENDA STATUS: PUBLIC

| | |
|------------------------------------|-------------------------------------|
| Cabinet Meeting Date: | 11 th May 2016 |
| Key Decision: | YES |
| Within Policy: | YES |
| Policy Document: | NO |
| Directorate: | Regeneration, Enterprise & Planning |
| Accountable Cabinet Member: | Cllr Tim Hadland |
| Ward(s) | Castle |

1. Purpose

1.1 This report is seeking approval for an expansion and variation to the Vulcan Works project to encompass phase II and complete development of all the Council-owned land bounded by Guildhall Road, Angel Street, Fetter Street & St. John's Road by way of a joint project with the University of Northampton.

2. Recommendations

2.1 That approval is given to:

1. Enter into an agreement to grant a commercial lease of 30 years to the University of Northampton for the Vulcan Works premises (shown coloured blue on the plan at Annex A) in which to relocate their International Leather Centre, Leather Conservation Centre and associated teaching & administrative activities.
2. Amend the Capital Programme for 2016/17 to include £5m additional works to the Vulcan Works building as part of this important Alive Project. The works will consist of renovation of the building's shell and core, funded by the Council at a maximum cost of £3.5m, and the fit-out of the building for the University's use to be funded by the University at a maximum cost of £2m which will include any VAT liability. The exact split of costs will depend on the final detailed specification of works.
3. Grant the University an option to purchase the Vulcan Works (but not the Creative Hub) at any time during the lease for either the amount that the Council has spent on the site plus the original value of the land and buildings, or the market value, whichever is higher.
4. Contemporaneously with 1. above, enter into a separate agreement for lease with the University of Northampton for the managed workspace units (shown coloured pink on the plan at Annex A, under which the University will assume responsibility for delivering the economic benefits and financial return stated in the Council's Local Growth Fund application of October 2014.
5. To delegate to the Director of Regeneration, Enterprise & Planning Officer in consultation with the Cabinet Member for Regeneration, Enterprise and Planning, and the Chief Finance Officer, the approval of final terms for the leases and option arrangements identified above.

3. Issues and Choices

3.1 Report Background

3.1.1 At its meeting on 11th June 2014, Cabinet delegated authority to the Director of Customers & Communities to undertake redevelopment of the former Vulcan Works site to establish of a 'Creative Industries Hub' (CIH). This was subject to securing approximately £6.5 million of external funding.

3.1.2 An application in October 2014 to the Local Growth Fund resulted in an allocation of £6.3 million which covered the majority of then then estimated project cost of £7,827,651, the balance of which was made up as follows:

| | |
|----------|---------------------------------|
| £650,000 | NBC Cash Contribution |
| £494,651 | EZ Funding of Development Costs |
| £383,000 | PWB Funding of interest* |

**LGF funding is currently scheduled for 2018/19; NBC will forward-fund this, hence the estimated interest charge. However, SEMLEP has suggested that it might be possible to bring this investment forward, in which case the interest charge would be reduced.*

3.1.3 This project did not require the whole of the Vulcan Works site owned by this Council, leaving the south-west corner (Fetter Street / St John's Road) fallow pending future development (Phase II) as the Cultural Quarter becomes established. Opportunities for generating interim income from this asset without significant investment are limited.

3.1.4 Recently, an opportunity has arisen to assist the University of Northampton with relocating some of its facilities from Park Campus that cannot be accommodated within its new Waterside development to the former Vulcan Works. These include the world-renowned International Leather Centre (ILC) and Leather Conservation Centre (LCC) workshops, together with associated laboratories & teaching facilities.

3.1.5 Locating the LCC workshops with glazed frontages along the Angel Street frontage will animate this important thoroughfare and make a significant contribution to the interest and vitality of the Cultural Quarter. Further, the ILC represents an appropriate and sustainable use of an important heritage asset and one that is consistent with historical artisan activity in the locality.

3.1.6 This in turn would allow the CIH to be established on the western side of the site – thereby bringing forward development of phase II and accelerating regeneration of this prominent town centre site.

3.1.7 Collaboration with the University also creates an excellent opportunity to secure a training and business support partner for the CIH, with additional synergy coming from the sharing of ancillary facilities such as meeting rooms and social spaces. It will also secure the future for a number of fledgling businesses that would otherwise be displaced when the University's existing campus is redeveloped.

- 3.1.8 As the relationship between this Council and the University will be one of landlord and tenant rather than for the provision of business support services, it will not be necessary to undertake a procurement exercise as was originally contemplated.
- 3.1.9 Moreover, the proposed joint project will provide a catalyst for the fusion of cutting-edge technology & research in leathercraft with creative innovation and entrepreneurship. This in turn should help attract similar businesses which have synergy with the Cultural Quarter.
- 3.1.10 It is therefore proposed to grant the University a term of 30 years by way of two separate leases to reflect the different funding streams. As the University will be investing significant capital in specialist fitting-out, they will also be granted an option to purchase the completed development, but excluding the CIH due to funding implications.
- 3.1.11 Additional capital investment of up to £5.0m will be required for the joint development. The cost of the shell and core will be met by the addition to the Council's Capital Programme of up to £3.5m, and will be funded through Council resources (borrowing or reserves). Up to £2.0m of the costs will relate to the fit out and these costs will be met by the University of Northampton.
- 3.1.12 Up until the point that the University of Northampton take up their option to purchase the site, they will be charged a commercial level of rent on the site through the lease.
- 3.1.13 In respect of the Creative Industries Hub, the University will assume responsibility for satisfying the LGF grant covenants relating to job creation and economic benefit. It will also take the risk of rental voids. A base rental of £60,000 will be payable by the University (reflecting net income assumed in , with any surplus income being shared with this Council.
- 3.1.14 Such a joint project will require a fresh design and planning consent. As Wates was engaged in respect of the original project via the OJEU-compliant SCAPE framework, the appointment can be extended to include additional and revised works without the need for a procurement exercise. This conveys the benefit of retaining accumulated knowledge and understanding among the Wates team, together with an unbroken chain of liability in respect of survey and investigation work.
- 3.1.15 An independent cost consultant will be appointed to validate Wates' costs and drive maximum value for money. The whole project will be managed by this Council
- 3.1.16 Revisions to the original design necessary to accommodate the subject arrangements will make the need to extend the programme previously reported. However, completion will still be achieved in good time to (a) facilitate the University's planned vacation of buildings and (b) meet the timescale for LGF funding. The main milestones are as follows:
- Revised concept design & feasibility costs – July 2016

- Completion of lease arrangements with UoN – July 2016
- Demolition and clearance works start – October 2016
- Revised / additional planning consent(s) – November 2016
- Main works commencement on site – February 2017
- Construction completion – March 2018
- Lease completion – May 2018

3.1.17 Re-designing the project and accepting a slightly delayed delivery programme will result in a larger combined scheme that will (a) enhance the emerging Cultural Quarter, (b) secure comprehensive redevelopment of the Vulcan Works and associated land, and (c) further the objectives of encouraging enterprise by securing early commitment from an established operator for the CIH managed workspace.

3.2 Issues

3.2.1 Key deliverables required as a condition of the LGF grant – including job creation – and the regular reporting thereof will become the University's responsibility.

3.2.2 As SEMLEP's interest is economic output rather than real estate, locating the CIH on another part of the Vulcan Works site is not considered to be an obstacle.

3.3 Choices (Options)

Implications of not proceeding with original project (refurbishing Blue land for CIH)

I. Proceed with development of CIH on Fetter Lane / St John's Street independently of University.

| Implication | Quantification | Remarks |
|------------------|---|---|
| Capital cost | Not fully quantified, but likely to be within approved budget. | May need to find additional capital to subsidise alternative user for listed buildings as redevelopment unviable on commercial terms. |
| Capital income | None | Unless alternative user could be found for listed buildings |
| Revenue cost | Significant holding cost for undeveloped parts | Maintenance of heritage asset, insurance, business rates, etc. |
| | Running costs of premises likely to be less. | More modern and efficient buildings (part new-build) |
| Revenue income | No change | |
| Programme | Circa 9 months delay | Delay due to need for re-design & planning. |
| Regeneration | Danger of further deterioration of heritage asset | |
| Economic | Unchanged | Employment and enterprise objectives still achievable |
| Cultural Quarter | Undeveloped frontage to Guildhall Road will detract from Cultural Quarter | Unless another user can be secured |
| Other | Nuisance / disturbance | Resulting from development in two |

| | | |
|------------------|--|-----------------|
| | | separate stages |
| General comments | It will be extremely difficult to secure an alternative occupier for the former Vulcan Works on terms that would provide a suitable return on investment, with the risk that this important heritage asset could remain empty for the foreseeable future | |

II. Continue with approved option to establish managed workspaces in the Vulcan Works, leaving space on Fetter lane St. John's Street for future development

| Implication | Quantification | Remarks |
|------------------|---|---|
| Capital cost | Cost estimate previously assessed at £750k in excess of approved budget | Value engineering exercise failed to identify sufficient savings |
| Capital income | Additional investment would not generate additional income | |
| Revenue cost | Neutral | |
| Revenue income | Neutral | |
| Programme | 3 months | Need time to re-start stalled project |
| Regeneration | Objectives achieved | However, phase II land (Fetter Street / Amalgamated Tyres) could remain derelict for some considerable time to come |
| Economic | Objectives achieved | |
| Other | Nuisance / disturbance | Resulting from development in two separate stages |
| General comments | It would be necessary to undertake a potentially lengthy procurement exercise to secure a third party operator for the managed workshops, without the ability to secure operator input to the design process. | |
| | This represents the original development proposal that formed the LGF submission | |

III. Continue with approved option; disposing of phase II land to cross-subsidise funding gap.

| Implication | Quantification | Remarks |
|----------------|--|--|
| Capital cost | Cost estimate previously assessed at £750k in excess of approved budget | Value engineering exercise failed to identify sufficient savings. |
| | Circa £200,000 additional investment to clear site and obtain planning. | To maximise return and market appeal. |
| Capital income | Estimated at £500,000 | From sale of development site |
| Revenue cost | Neutral | |
| Revenue income | Neutral | |
| Programme | Indeterminate | Would be driven by time taken to realise the asset, for which site clearance and planning consent would be advised to maximise value. |
| | Risks of delaying the project beyond the funding window for the LGF grant. | |
| Regeneration | Objectives achieved | However, phase II land (Fetter Street / Amalgamated Tyres) could remain derelict for some considerable time to come as market sluggish |
| Economic | Objectives achieved | |

| | | |
|------------------|---|---|
| Other | Nuisance / disturbance | Resulting from development in two separate stages |
| General comments | It would be necessary to undertake a potentially lengthy procurement exercise to secure a third party operator for the managed workshops, without the ability to secure operator input to the design process. | |
| | This represents the original development proposal that formed the LGF submission | |

IV. Establish CIH through refurbishment of Fetter Street stores and new-build on Amalgamated Tyres site; University to take balance of site (Vulcan Works)

| Implication | Quantification | Remarks |
|------------------|---|--|
| Capital cost | Additional investment of £6 million | Of which £2 million contribution from University and £1m VAT recover; net £3 million to Council |
| | CIH should be affordable within approved budget | |
| Capital income | Potentially £3million+ | If University exercises option to purchase |
| Revenue cost | Running costs of premises likely to be less. Potential for additional debt services costs if funded by borrowing | More modern and efficient buildings (part new-build) |
| Revenue income | Rental income of circa £350k | Subject to valuation advice pending. |
| | | Until option exercised. |
| | | Rental income from CIH underwritten by University through head lease. |
| Programme | Circa 9 months delay | Delay due to need for re-design & planning. |
| Regeneration | Objectives exceeded | ILC and LCW will make a significant contribution to the vibrancy and vitality of the Cultural Quarter through more active frontages and historically relevant use. |
| Economic | Objectives exceeded | With risk of LGF KPI delivery being passed to university |
| | | University will bring some relocated embryonic occupiers to pump-prime the CIH. |
| Other | Construction risk | Shared in part with University (specialist adaptations and fitting-out) |
| General comments | <p>This is the preferred & recommended option, because it will deliver:</p> <ul style="list-style-type: none"> • Improved contribution to interest and vitality in the Cultural Quarter (3.1.5) • Earlier redevelopment of phase II (3.1.6) • A number of new business to pump-prime the CIH (3.1.7) • Capital investment from the University (3.1.11) • A pass-through of responsibility for LGF KPIs to the University (3.1.13/3.2.1) • Greater certainty of rental income from the CIH (3.1.13) | |

3.1.18 As demonstrated above, the preferred option will result in a lower-risk scheme that will (a) enhance the emerging Cultural Quarter, (b) secure comprehensive redevelopment of the Vulcan Works and associated land, and (c) further the

objectives of encouraging enterprise by securing early commitment from an established operator for the CIH managed workspace.

4. Implications (including financial implications)

4.1 Policy

4.1.1 No policy implications

4.2 Resources and Risk

Financial implications.

4.2.1 The financial position as set out in paragraph 3.1.11 above requires an increase to the Capital Programme of £5m. The profile of cost is forecast to be:

| | 2016/17 | 2017/18 | 2018/19 & beyond | Total |
|--------------|----------------|----------------|-----------------------------|--------------|
| Capital cost | £0.500m | £3.500m | £1.0m | £5.000m |

4.2.2 The additional costs of up to £3.5m will be funded from council resources (borrowing or reserves) and a contribution from the University of Northampton of up to £2.0m.

4.2.3 If the Council's element is funded from borrowing this would have a debt servicing cost (interest and capital repayment) of approximately £175k per annum. The Council will look at ways in which it can mitigate some of this cost through its MRP Policy review as part of setting the Treasury Management Strategy 2017/18.

4.2.4 The capital spending profile associated with this investment will generate a VAT liability in excess of the Council's partial recovery limit. To avoid generating an irrecoverable tax charge on construction and associated costs, it will be necessary to opt in for VAT charge on the property. Accordingly, figures quoted in this paper are exclusive of VAT. This will require the Council to levy VAT on both rental and capital income derived from the property.

4.2.5 There is still further work being undertaken to ensure that the Council is taking the most tax efficient way of working with the University to complete this project and to safeguard the Council's VAT position.

4.2.6 The foregoing is conditional on the Chief Finance Officer being satisfied that::

- (a) The latent value of the Council's asset is reflected in the level of rent payable (and potential option purchase price) by the University.
- (b) The Council's additional investment is also reflected in the level of rent payable (and potential option purchase price) by the University.

(c) The Council's VAT position is managed in the most efficient way and provides sufficient safeguards.

4.2.7 The Council has recently undertaken extensive due diligence on the University of Northampton's financial position as part of the drawdown of the loan for the Waterside Campus project.

Risk

4.2.7 An assessment of high-level risk commensurate with the stage of the proposed project's evolution has been undertaken and is summarised below:

| Risk | Likely | Impact | Blended Risk | Remarks / Mitigation | Residual risk |
|---|--------|---------|--------------|--|---------------|
| University unable to deliver its commitments. | Low | Acute | MED | Due diligence exercise has been undertaken as part of the Waterside project. NBC will own asset until option exercised, so could re-let or sell to a third party(ies) Up to 40% of development cost shared by University | LOW |
| Lease covenants are breached. | Low | Signif. | MED | NBC could forfeit lease & take possession; re-letting to third party(ies) as appropriate | LOW |
| University assigns lease to less favourable user | Low | Medium | LOW | Alienation and user controlled by lease provisions | V LOW |
| University exercises option and sells to less favourable user | V Low | Medium | LOW | Cost of stripping out highly specialised fittings peculiar to University and re-fit for alternative use make this unlikely | V LOW |
| Unable to agree final lease terms | Med | Acute | MED | University have agreed to the headline terms articulated in this report | MED |
| LGF allocation cancelled | Low | Acute | MED | Other funding streams may be available. Sell completed project to third party operator (albeit at a probable loss) | MED |
| Additional capital insufficient for project | Med | High | MED | Budgets reviewed by independent QS at all key stages | MED |
| Option not exercised | V Low | Low | LOW | University would continue to be liable for rent. NBC could sell / let to third party(ies) | V LOW |
| Risk that the most tax efficient way to complete the project is not taken | Med | Med | MED | Further VAT advice to be taken. | LOW |

4.2.8 Once the project has been instructed to proceed, a more detailed risk register will be produced at a workshop with all key stakeholders and kept under regular review by the project Board.

4.3 Legal

4.3.1 .

Legal aspects are covered within the body of the report. As this is a normal commercial arrangement there will be no state aid implications. Formal leases will be prepared to implement Cabinet's decision.

4.4 Equality and Health

4.4.1 Redevelopment of the Vulcan Works will be undertaken in full accordance with relevant equalities legislation and the Council's equalities policies. There are no specific equality implications at this stage.

4.5 Consultees (Internal and External)

4.5.1 The local business community was consulted as part of the LGF bid process and helped shape plans for the creative hub.

4.5.2 Further consultation was undertaken prior to the submission of a planning application for phase I that was subsequently granted.

4.5.3 The subject proposals will require planning approval for phase II (redevelopment of the Amalgamated Tyres building) and an amendment or fresh application for phase I. Additional neighbour, community and statutory consultation will form a part of this application process.

4.6 How the Proposals deliver Priority Outcomes

4.6.1 Northampton Alive sets out the Council's aspirations for the regeneration of Northampton. The development of the Cultural Quarter is one of Northampton Alive's priority regeneration programmes. The redevelopment of the Vulcan Works is a key project in the Cultural Quarter.

4.6.2 Redevelopment of the Vulcan Works will also assist the key priority of economic regeneration of the town through business growth and job creation.

4.7 Other Implications

4.7.1 None

5. Background Papers

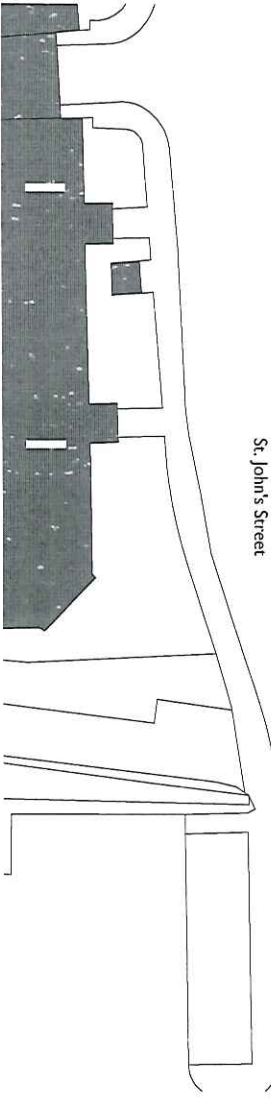
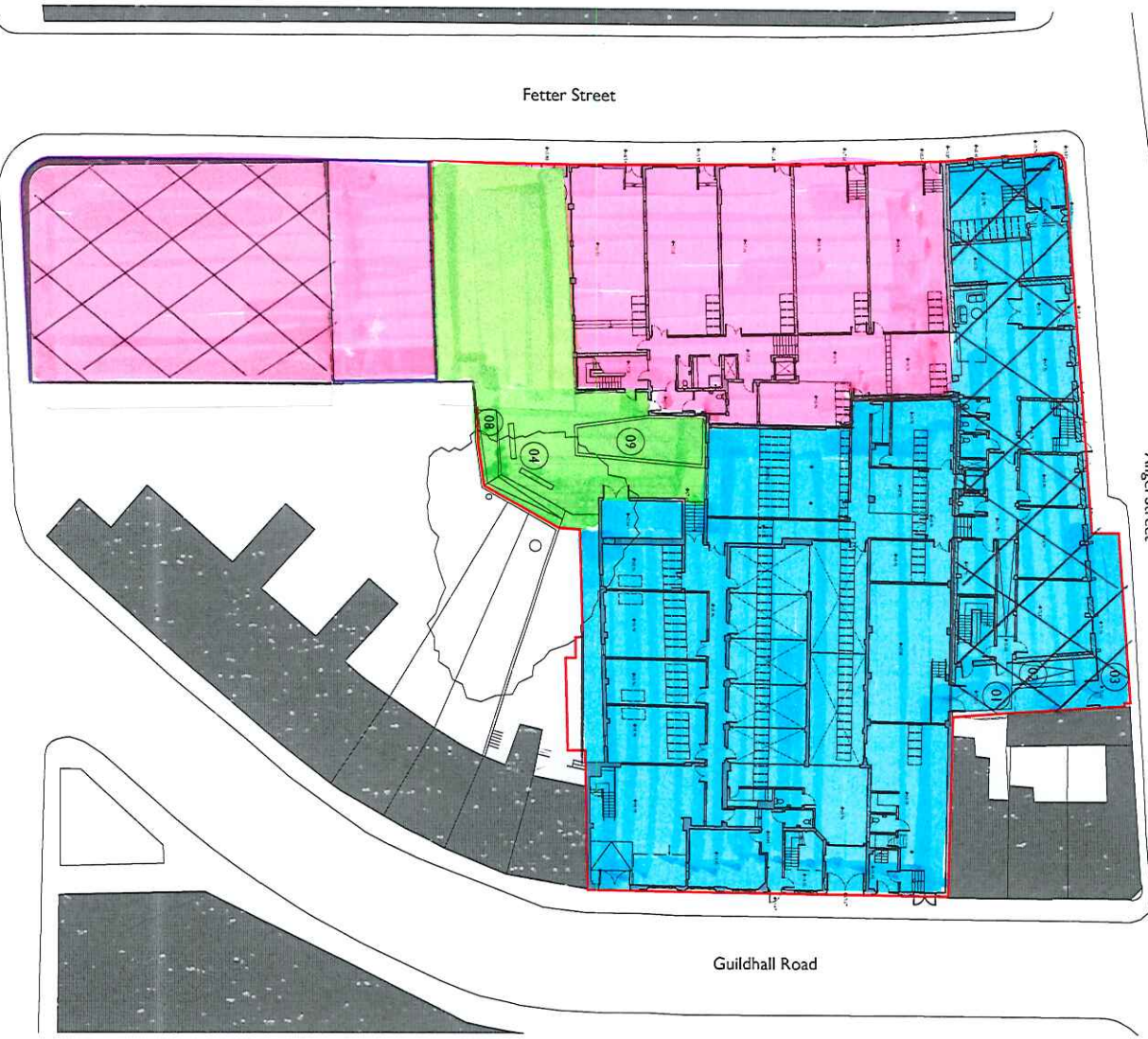
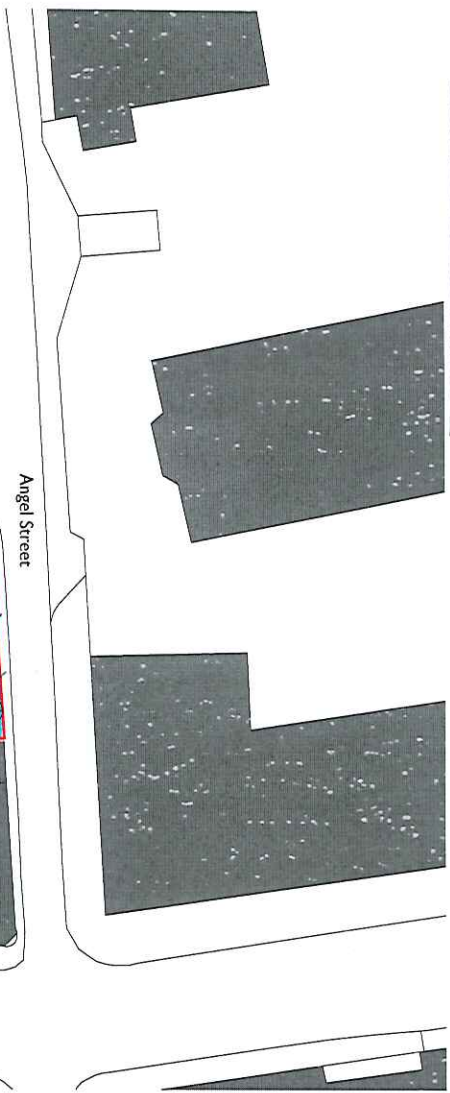
5.1 Report to Cabinet meeting of 11th June 2014

5.2 LGF funding application of October 2014

Steven Boyes
Director of Regeneration, Enterprise & Planning
sboyes@northampton.gov.uk ext. 8531

ANNEXES:

A. Site plan



01 Ground Floor Plan
211 1:200

Notes:

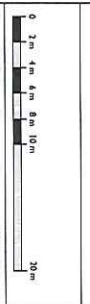
- Drawing is based on survey data and may not accurately represent actual physical presence.
- Do not scale from this drawing. All dimensions are to be verified on the site or provided with the work.
- All dimensions are in metres unless noted otherwise.
- North shall be indicated in writing of any discrepancies.

- Bin Store**
- 01- 1100mm height concrete wall around refuse and recycling area
 - 02- terraced sun ground surface
 - 03- 2100mm height pcc mild steel fence and gates, comprising full height vertical fins at 100mm centres

- Garden**
- 04- 5 no. hardwood timber benches
 - 05- 600x200mm concrete paving to garden area
 - 06- 2 no. thin-stem trees
 - 07- 2100mm height pcc mild steel fence and gates, comprising full height vertical fins at 100mm centres
 - 08- existing concrete ramped area and railings to
 - 09- soft landscape area

KEY

- VULCAN WORKS
- CREATIVE HUBS
- SHARED SERVICE YARD
- NEW-BUILD AREAS
- BOUNDARY OF NIG LAND



| PROPOS | CD | ZI | Amended Boundary | |
|--------|------------|----|------------------|----------------------------|
| B | 16/02/2015 | 08 | UH | Site boundary for proposal |
| A | 14/07/2015 | 03 | UH | |
| Formal | 16/03/15 | 03 | ZI | |

CLIENT: Focus Communities
PROJECT: Vulcan Works, Huddersfield
DRAWING TITLE: Proposed Site Plan
SIZE & SCALE: A1P 1:300
DRAWING STATUS: ISSUED FOR RAINING

JOB NUMBER: 235510
DRAWING NO.: 211
REVISION: C

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