

## Report of Director of Communities and Environment

### Report to Executive Board

**Date: 7<sup>th</sup> February 2018**

### **Subject: Potential Heritage Lottery Fund Bid for Temple Newsam Estate**

Are specific electoral wards affected? If yes, name(s) of ward(s): Temple Newsam	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

### Summary of main issues

1. This report outlines the prospect of a Heritage Lottery Fund (HLF) led bid to fund a restoration plan at Temple Newsam Estate, including three elements identified on the Leeds 'at risk' register.
2. The Heritage Grants programme would be the most suitable grant programme for a project on the scale of that required at Temple Newsam with a minimum grant of £100k up to a maximum of £5m.
3. The project will seek to focus on re-establishing the integrity of the Lancelot Brown landscape structure which would include conservation and restoration of historic features, improved visitor access, circulation and interpretation linking the house, park, farm and wider estate.

### Recommendations

Executive Board is recommended to approve the following:

- The submission of a bid to the Heritage Lottery Fund (HLF) Heritage Grants programme.
- The injection of £100k to capital scheme 32890 with authority to spend to support the bid submission.
- Note that the Chief Officer Parks and Countryside is responsible for implementing this decision with an initial deadline of August 2018 to consider round 1 submissions.
- That a future report is brought to Executive Board outlining detailed arrangements and match funding proposals if the bid is successful.

## **1. Purpose of this report**

- 1.1 This report outlines the prospect of a Heritage Lottery Fund (HLF) led bid to restore key features at Temple Newsam Estate thus enabling people to better engage with how the site has developed over many hundreds of years as well as secure these heritage features for future generations.

## **2. Background information**

- 2.1 Temple Newsam House is a truly impressive Tudor-Jacobean mansion famous as the birth place of Lord Darnley, notorious husband of Mary Queen of Scots. Whilst the House has benefitted from an HLF grant and been restored to its former glory the wider estate is also truly impressive and has a considerable amount to offer visitors of which there are around 2 million each year. There are a variety of rare breed animals at Home Farm, beautiful garden and woods to wander through as well as explore the bridle paths. The café has recently been refurbished and is part of the stable courtyard which acts as a focal point and includes a shop and visitor information. Temple Newsam Estate has held the prestigious and now international Green Flag Award since 2004 which recognises the presentation and management of the park along with the commitment to community involvement and work of volunteers at the estate.
- 2.2 It is important to note generally, that local communities make a significant contribution to improving parks and green spaces across the city. Volunteers provide an estimated 29,000 practical work days each year, equivalent to around 109 full-time equivalent staff. This includes over 50 'friends of' groups, over 50 'in bloom' groups, in addition to work placements, community payback, youth rehabilitation and corporate volunteers all of whom conduct practical work on a range of different sites. The Leeds Parks and Green Space Forum, established in 2012 also aims to engage more local people in caring for parks and green spaces and to support voluntary groups that care for green spaces in Leeds as well as raise funds for the benefit of parks and green spaces and their users.
- 2.3 The House plays host to exhibitions including 'The Vanity of Small Differences' Grayson Perry exhibition which boosted visitor numbers and more recently the estate hosted the Jurassic Kingdom exhibition. The estate is also host to parkrun each Saturday morning with up to 700 participants. There are over one hundred events that take place at Temple Newsam each year including music events like Leeds Let's rock and Cocoon, along with charitable events such as Race for Life and the Memory Walk in aid of those suffering from dementia. Temple Newsam is the venue for the English Schools' Cross Country Championships in 2018 where five thousand children are expected to participate in six races of varying distances.
- 2.4 The Home Farm attraction attracts around 110,000 visitors each year which also support conservation and education via the work of the Rare Breeds Survival Trust (RBST). In particular, Vaynol cattle are classified as 'critical' and at Home Farm they are only one of two breeding herds in the country. A report to Executive Board in October 2016 highlighted the opportunity to utilise the old milking parlour to introduce an indoor play facility with integral café and retail space for which it is anticipated that work will commence later this year.
- 2.5 As has already been highlighted, the House is an iconic feature at Temple Newsam Estate and as has been demonstrated at Lotherton, there is scope to take a joint-working approach between the Museums and Gallery service and Parks and Countryside. The principal aim of this is to develop an integrated approach to

managing the house and estate to maximise visitor experience. Adopting this approach will also provide an opportunity to review branding and introduce a fresh branding approach to complement work at Home Farm.

### **3. Main issues**

- 3.1 Temple Newsam is an important visitor attraction not least because of the significance of a number of heritage assets which require restoration. Furthermore, the site has already undergone significant analysis and research in the form of a cultural landscape management plan. As indicated, the house has already benefitted from HLF funding, although this did not include any heritage features on the wider estate.
- 3.2 Since the inception of the HLF the council has been successful in securing significant investment to support major projects. The Parks and Countryside service has contributed towards this success through the delivery of the following:
- The Roundhay Park Restoration project benefited from an HLF grant of £6.1m.
  - The Kirkstall Abbey Restoration Project benefited from an HLF grant of £3m.
  - The Middleton Park Parks for People Project benefited from an HLF grant of £1.4m.

### **3.3 Potential Project for Temple Newsam**

- 3.3.1 A potential project for Temple Newsam would be well suited to a Heritage Grant. Temple Newsam Estate has around 600 hectares of grade II listed parkland, farmland and woodland, and provides the setting for the grade I listed Tudor Jacobean country house. The park is rich in history with parts of the landscape, such as Grim's Ditch, dating back to before 1066. The park was redesigned in the 18<sup>th</sup> century by Lancelot 'Capability' Brown, the key features of which are a simple landscape structure in scale with the house and its topography creating spectacular views in and out of the estate.
- 3.3.2 This historic setting and design coupled with the need for restoration of key features alongside the impact of more recent activities such as open case mining provides an ideal opportunity to develop an HLF bid. A map illustrating potential heritage features is contained in Appendix One and the main features summarised in the following table.

<b>Feature</b>	<b>Description</b>
Fountain (on the Leeds 'at risk' register)	This Grade II listed fountain, made by Andre Handyside & Co in 1894 is of cast iron.
Temple Newsam House Victorian Garden	An ornamental south garden was introduced between 1841 and 1922 and incorporates formal floral features. The aspiration would be to restore this garden to the 1900 design.
Little Temple (on the Leeds 'at risk' register)	This Grade II listed structure in a pseudo classical style was designed and built in the second half of the 18 <sup>th</sup> century as part of Lancelot 'Capability' Brown's remodelling of the park.

<b>Feature</b>	<b>Description</b>
Site entrance arrangements	The aspiration would be to re-establish the Capability Brown entrance from the North Lodges removing recent landscape features and developments. Inclusive within this would be a complete revision of access and circulation plans in line with the principle landscape restoration objective whilst enhancing the visitor offer.
Interpretation and site furniture upgrade	Although the site benefits from a joined up site furniture and interpretation management plan, much of the site is in need of refreshment and enhancement.
Avenue Bridge (on the Leeds 'at risk' register)	This Grade II listed bridge dates from 1714 and carries the Avenue over ponds. It was part of a 5 year landscaping scheme undertaken by William Etty of York which created the East Avenue approach with its long views to the house between trees and the ornamental ponds which were stocked with fish. The scheme represents an early phase of the taste for showing the natural beauty of landscapes, later developed by Capability Brown.
Lake landscaping and cascade	This project would constitute the culmination of a three phase project to de-silt the lakes. Such a scheme would significantly improve biodiversity in the lake and improve the landscape surround of this major park landscape feature.
Walled Garden	The Walled Garden was developed in the 1820's and was reputed to be the first site in the country to successfully grow a pineapple. The current configuration is the product of initial design input following the development of the site as a public park in the 1920's. Restoration could include work to reinstate the 1920's configuration, including Pergola, with a view to creating a focal point for national plant collections or the restoration of the initial walled garden.

### 3.4 Heritage Grants Programme

- 3.4.1 The Heritage Grants programme would be the most suitable grant programme for a project on the scale of that required at Temple Newsam with a minimum grant of £100k up to a maximum of £5m. The grant is anticipated to be at the higher end of the spectrum and as this is likely to be more than £2m, a project enquiry has already been submitted to the local HLF office as is required under these circumstances. Applications go through a two-round process with the first round assessing whether the project is likely to be funded before more detailed proposals are drawn up. The deadline for round 1 submissions up to £5m is August 2018 so the application will be working to a tight timescale. Funding can be requested to develop the project in the first round.
- 3.4.2 It is important that any project over £2m meets two or more of the outcomes for each theme which are summarised as follows (outcomes in bold are weighted and therefore valued more when assessing bids):

Theme	Outcome
Heritage	<ul style="list-style-type: none"> <li>• <b>Heritage will be better managed</b></li> <li>• <b>Heritage will be in better condition</b></li> <li>• Heritage will be better interpreted and explained</li> <li>• Heritage will be identified/recorded</li> </ul>
People	<ul style="list-style-type: none"> <li>• <b>People will have developed skills</b></li> <li>• <b>People will have learnt about heritage</b></li> <li>• People will have changed their attitudes and/or behaviour</li> <li>• People will have had an enjoyable experience</li> <li>• People will have volunteered time</li> </ul>
Communities	<ul style="list-style-type: none"> <li>• <b>Environmental impacts will be reduced</b></li> <li>• <b>More people and a wider range of people will have engaged with heritage</b></li> <li>• The local area/community will be a better place to live, work or visit</li> <li>• The local economy will be boosted</li> <li>• The organisation will be more resilient</li> </ul>

**3.5** There is a match funding requirement and for grants greater than £1m, this must be at least 10% of the costs of the development phase and 10% of the costs of the delivery phase. Match funding can be made up of cash, volunteer time, non-cash contributions, or a combination of all of these, some of which must be from the applicant's resources. Assets within the vicinity of the estate could also be considered for sale with the capital receipt as a contribution to match funding requirements. If for example a grant was awarded to the full value available of £5m then there would be a need to identify a minimum of £500k match funding.

### **3.6 Project Overview**

- 3.6.1 The project will seek to focus on re-establishing the integrity of the Lancelot Brown landscape structure which would include conservation and restoration of historic features, improved visitor access, circulation and interpretation linking the house, park, farm and wider estate. Consideration will be given to future sustainability, security and maintenance through good design and planned community engagement.
- 3.6.2 The house setting will be re-established through the simplification of the south garden to its early 20<sup>th</sup> century appearance and to restore the western and southern vistas. An integral element will be restoring the grade II listed fountain, which has suffered some corrosion and cracking. The views will be reinstated to and from the four axes of the house along with the Brown-designed entrances from the North and East. To the North this will encompass conservation and restoration to the Sphinx gates and reinstatement of appropriate railings. To the east a new path will be created to reinstate the route from the end of the East Avenue sweeping up to the south eastern corner of the house. The restoration of the Menagerie Ponds and associated gardens and walks will be completed which include rebuilding the cascades, inlets and bridges, reinstating the paths, ha-ha and planting. Circulation and access improvements will make the entry to the estate in keeping with the original design with the network of roads and paths simplified to improve safety and enable visitors to enjoy a traffic-free sense of arrival.

- 3.6.3 In particular the Avenue Bridge will have structural elements conserved or restored, with the missing parapet and capstones replaced. Efforts will be undertaken to enhance the habitat within and around this former Site of Ecological and Geological Interest. The Little Temple will be renovated with the roof fixed and stonework repaired. Scrub and trees will be removed in order to restore views of the House and open parkland, and grazing reintroduced as part of the wider landscape restoration. The boundary wall adjoining the North Lodges will be repaired and section to the north-west rebuilt. Other historic features such as the ice-house and remnants of the wells and water systems would be fully surveyed and conserved.
- 3.6.4 The principal visitor facilities of the wider estate are located in the listed buildings and structures of the Stable Courtyard, Home Farm, and the Walled Garden. In common with the landscape reinstatement these buildings would benefit from restoration to reveal their original appearance with routes of circulation and a sense of connection between the buildings and the landscape beyond. The Courtyard will benefit from repairs to the south façade with the coaching lantern and other furniture refurbished and reinstated. Conservation work to the attached 18<sup>th</sup> century dairy and bake house would offer the opportunity to sensitively utilise the building. The Home Farm entrance yard will be transformed through the removal of later structures into a free to access circulatory space with additional visitor facilities suitable for a family audience. The Walled Garden will have the modern brick walls removed and community involvement will inform the design of the planted areas and replacement glasshouse.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The Friends of Temple Newsam have been consulted on this proposal and are in support. Ward members have been consulted and are in support of the need to develop a project to deliver the restoration goals. A broader consultation involving a range of stakeholders and the public will be undertaken as the project develops.

### **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 An equality, diversity, cohesion and integration screening has been completed and is attached as an appendix to this report.

### **4.3 Council policies and best council plan**

- 4.3.1 The proposals in this report support the Vision for Leeds 2011 to 2030 and in particular the aspiration that 'there are high quality buildings, places and green spaces, which are clean, looked after, and respect the city's heritage, including buildings, parks and the history of our communities' as part of the overall aim that 'all Leeds' communities will be successful'. The proposals contribute to the Best Council Plan outcomes to 'enjoy happy, healthy, active lives', and 'enjoy greater access to green spaces, leisure and the arts' and also priority 20 'enhancing the quality of our public realm and green spaces'.

## 4.4 Resources and value for money

- 4.4.1 The Heritage Grants programme has a minimum grant of £100k up to a maximum of £5m. The grant is anticipated to be at the higher end of the spectrum and the deadline for round 1 submissions up to £5m is August 2018 so the application will be working to a tight timescale. Applications go through a two-round process with the first round assessing whether the project is likely to be funded before more detailed proposals are drawn up. Funding can be requested to develop the project in the first round.
- 4.4.2 For grants greater than £1m, the match funding contribution must be at least 10% of the costs of the development phase and 10% of the costs of the delivery phase. In the short term there is a cost associated with developing a bid. It is therefore proposed that £100k is identified from the capital programme to support the development of the bid as outlined in the capital funding and cash flow summary below. For more substantial match funding, assets within the vicinity of the estate could be considered for sale with the capital receipt as a contribution.

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2017 £000's	FORECAST				
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 ON £000's
LAND (1)	0.0		0.0	0.0			
CONSTRUCTION (3)	100.0		0.0	100.0			
FURN & EQPT (5)	0.0		0.0	0.0			
DESIGN FEES (6)	0.0		0.0	0.0			
OTHER COSTS (6)& (7)	0.0		0.0	0.0			
TOTALS	100.0	0.0	0.0	100.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2017 £000's	FORECAST				
			2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021 ON £000's
Capital Programme	100.0		0.0	100.0			
			0.0				
Total Funding	100.0	0.0	0.0	100.0	0.0	0.0	0.0
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

- 4.4.3 The decision has no material effect on revenue as illustrated in the table below.

REVENUE EFFECTS	2017/18 £000's	2018/19 and SUBSEQUENT YEARS £000'S
EMPLOYEES	0.0	0.0
PREMISES COSTS	0.0	0.0
SUPPLIES & SERVICES	0.0	0.0

## 4.5 Legal implications, access to information, and call-in

- 4.5.1 Any successful funding application will be subject to a legal agreement with the Heritage Lottery Fund. There are no issues with access to information in respect of this report. The decision is subject to call in.

## **4.6 Risk management**

- 4.6.1 The fountain and Little Temple are on the Leeds heritage 'at risk' register. A funding application under the Heritage Lottery Fund represents a good opportunity to put in place a restoration plan for not only 'at risk' heritage features but to consider broader heritage issues to deliver a cohesive and engaging strategy to secure the sustainable future of the historic park infrastructure.

## **5. Conclusions**

- 5.1 Temple Newsam Estate is a park that is steeped in history with a Lancelot 'Capability' Brown designed landscape and grade I listed Tudor Jacobean mansion at the core. A Heritage Grant led bid is an opportunity to implement a restoration plan to improve the condition of heritage features and engage the community to deliver a sustainable future for the park.

## **6. Recommendations**

- 6.1 Executive Board is recommended to approve the following:
- The submission of a bid to the Heritage Lottery Fund (HLF) Heritage Grants programme.
  - The injection of £100k to capital scheme 32890 with authority to spend to support the bid submission.
  - Note that the Chief Officer Parks and Countryside is responsible for implementing this decision with an initial deadline of August 2018 to consider round 1 submissions.
  - That a future report is brought to Executive Board outlining detailed arrangements and match funding proposals if the bid is successful.

## **7. Background documents<sup>1</sup>**

- 7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.



## An aerial photograph of Temple Newsam Park, showing a mix of green fields, dense forests, and a large central building complex. Several specific areas are highlighted with red dots and yellow callout boxes. The labels include: 'Site Entrance arrangements' pointing to a road junction near the top center; 'Walled Garden' pointing to a rectangular garden area in the upper right; 'Lake Landscaping and cascade' pointing to a small body of water in the center; 'Temple Newsam Farm entrance' pointing to a road leading to a farm building on the left; 'Restoration of the Fountain' pointing to a small structure in a wooded area on the left; 'Temple Newsam House Victorian Garden' pointing to a garden area adjacent to the main house; 'Little Temple' pointing to a small building in a wooded area in the lower right; and 'Avenue Bridge' pointing to a bridge crossing a stream in the bottom right corner. The overall landscape is a combination of open parkland and mature woodland.