



**URN:** 21-089

**Subject:** Great Yarmouth Heritage Action Zone

**Report to:** Executive Leadership Team, 19 May 2021  
Policy & Resources Committee, 1<sup>st</sup> June 2021

**Report by:** Lou Robson, Heritage Action Zone Project Manager

## **SUBJECT MATTER**

To update Members on the four-year Historic England part-funded Heritage Action Zone scheme for Great Yarmouth.

## **RECOMMENDATION**

Committee is asked to:

- 1) Note the Heritage Action Zone progress update.
- 2) Delegate authority to any Strategic Director to sign off HAZ Scheme grants to third-parties, including items B, C, D, E, F and N from the main HAZ projects list which appears at paragraph 1.6 of this report, subject to approval of an application by the Officer Working Group and compliance with all relevant scheme criteria, conditions and checks.
- 3) Delegate authority to any Strategic Director to sign off HAZ Scheme expenditure on items A and G of paragraph 1.6, subject to approval of these items by the Officer Working Group and compliance with all relevant scheme criteria, conditions and checks.
- 4) Approve expenditure of HAZ Scheme funds on items H, I, J, K, L and M of paragraph 1.6 as incidental project costs which meet the Scheme criteria and conditions.

## **1. Introduction**

- 1.1 The High Streets Heritage Action Zone (HAZ) initiative is funded with £40 million from the Department of Culture, Media and Sport (DCMS) Heritage High Street Fund and £52 million from the Ministry of Housing, Communities and Local Government's Future High Street Fund. £3 million will be provided by the National Lottery Heritage Fund to support a cultural programme.

- 1.2 In 2019 Great Yarmouth Borough Council submitted a successful expression of interest and was invited to develop a programme design for a Heritage Action Zone. In January 2020 it was announced that GYBC was one of 68 high streets which had made a successful bid. Under the scheme, lead partners and Great Yarmouth Preservation Trust (GYPT) will work with Historic England (HE) to develop and deliver schemes that will transform and restore disused and dilapidated buildings into new homes, shops, workplaces and community spaces, restoring local historic character and improving public realm.
- 1.3 The Great Yarmouth Heritage Action Zone (HAZ) target area includes Market Place, King St and Market Row. The four-year scheme is funded 50% by HE and the remainder through GYBC and GYPT, with smaller sums of match-funding. The original budget was £1,961,485.
- 1.4 The scheme comprises a series of projects and workstreams which collectively tackle problems of empty, redundant and neglected buildings through repair and re-use, transforming dilapidated properties into new homes, shops and community spaces. Through capital projects, it will repair and restore the historic environment and public realm and encourage property owners to invest in conservation improvements to restore historic character through a scheme of small grants. The project strategically aligns with the Future High Street Fund and Town Deal Investment Plan actions and objectives and will deliver a significant community benefit.
- 1.5 Community engagement is embedded throughout the scheme. The major building projects include training and skills development in traditional construction methods. Other projects support heritage protection, through better design and local listing, and will engage people in learning and contributing to the historic record of the area. A separate cultural activities programme, through a consortium run by OutThere Arts, along with the HAZ community engagement activities will attract residents, shoppers and visitors. The scheme will increase footfall and encourage a better understanding of the historic importance of the buildings, townscape and heritage of the HAZ.

1.6 Main HAZ projects:

Project	Building/work stream	Ownership	Budget	Description
A	Town Wall	GYBC	£70,000	Full consolidation of Market Place section of wall
B	St Nicholas Priory School	Diocese of Norwich	£80,000	Full restoration of railings
C	Market Row	Private ownership	£50,000	Repairs/improvements to 15 buildings
D	145 King Street (vacant historic building)	GYPT	£800,000	Full repairs to make ancillary space for St George's Theatre and residential units
E	6 Market Place (vacant historic building)	Private owner	£300,000	Full repair for residential use
F	Shopfront repairs/improvements	Private ownership	£50,000	Third-party grants to improve shopfront
G	Landscaping/public realm	Public ownership	£170,000	Market Place
H	IT/Telecoms		£850	IT for HAZ officer
I	HAZ Officer		£135,671	Four years salary and on-costs (NI, pension)

J	Mapping		£50,000	Interactive digital mapping resource
K	Design guides		£15,000	Five design guides and umbrella guide. Support development of Supplementary Planning Documents.
L	Evaluation		£10,000	Independent evaluation
M	Community Engagement		£15,000	In addition to community engagement embedded in individual projects
N	Building repair grants (key buildings)	Private ownership	£200,000	Third-party grants for conservation repairs

### 1.7 HAZ Community engagement projects:

Project	Description	Content	Participants
1. Understanding	Of HAZ area, history, architecture, culture, heritage	Workshops with Norfolk Records Office, Library, Time & Tide etc; On-site surveys across all building projects; Conservation Planning and Conservation Area Appraisal workshops	360
2. Practical Conservation and Repair	Skills – traditional, future maintenance, employability	Workshops at building projects, Rows, Minster. Lime plaster, joinery, brick, metalwork, roofing etc	320
3. Taster sessions	Hands-on for people interested in conservation	Workshop-based. Town Wall and Rows.	100
4. Open Days	Site access	Historic buildings	250
5. GYPT Training	Community training, skills development and employability	On major building projects in line with GYPT practice	150
6. Local List	Heritage critical skills	Professional training in visual survey and recording	40
7. Community Archaeology	Buried section of town wall	Under discussion with Historic England (Scheduled Ancient Monument)	100
8. Digital	Range of digital media: film, audio, 3D, augmented reality, interviews etc.	Embedded into projects. Also skills training for and with students	20 (plus local, national and international reach)

## 2. Work to Date

2.1 A project manager started in post in November 2020. Due to the pandemic, HAZ schemes nationally were delayed from the April 2020 target start date. As a result, Historic England and DCMS agreed to timetable changes and to carry forward likely underspend from the first year. A revised 2020/2021 financial update was agreed. GYBC met the spend target for Y1 and when schemes were asked to apply for additional Y2 funding for new or existing projects, GYBC made 13 applications and an announcement is expected in the week beginning May 17<sup>th</sup>.

- 2.2 One of the additional applications has already been funded under an emergency award. Historic England has awarded an extra £24,820 against eligible costs of £129,639 for work to the St Nicholas School Railings project. This has been matched by the Diocese of Norwich, which is the project partner.
- 2.3 Work is under way by the HAZ Officer to progress capital works under third-party grants and develop non-capital workstreams (Design Guides, Mapping and a Community Engagement Plan). Individual heritage assets have been surveyed, mapped and characterised. Meetings have been held with stakeholders and routes for partnership support and working explored and progressed. Key partners include: St Nicholas Priory School, East Norfolk College, Enjoy Great Yarmouth Education Partnership, Time & Tide Museum/Norfolk Museum Service, Great Yarmouth Preservation Trust, Town Centre BID and Partnership, GY Civic Society, Yarmouth and District Archaeological Society and Young Archaeologists, GYBC culture and community/neighbourhoods teams, St Georges Trust, Freshly Greated and other interested groups and individuals.
- 2.4 A separate but aligned Cultural Consortium has been set up, for which the accountable body is OutThere Arts. Under the separate High Streets Cultural Programme, OutThere Arts has been awarded £120,000 by Historic England for a three-year cultural activities programme within the HAZ area.

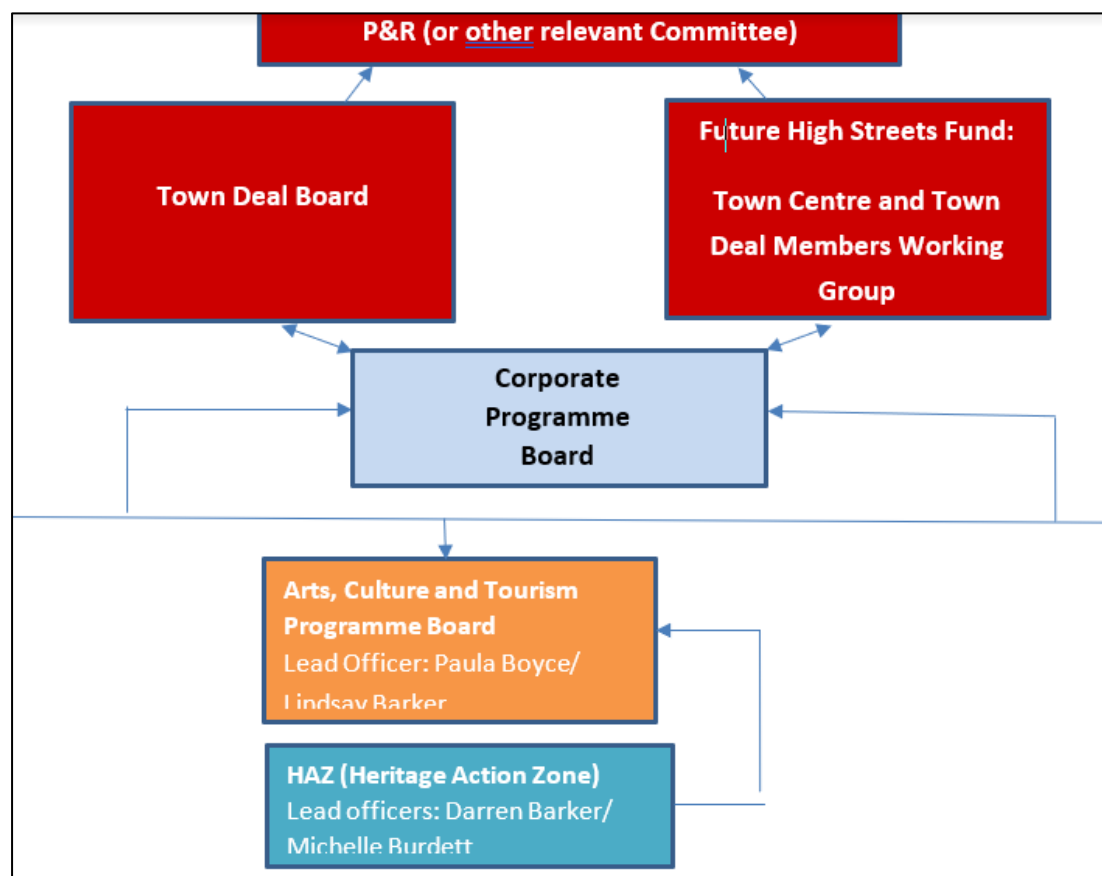
### **3. Next Steps**

- 3.1 The first phase of work on the Town Wall project has been completed. These were emergency works to stop masonry falling inside the school grounds. Preparation for the full second phase is under way with recording and surveying as the basis for Scheduled Ancient Monument approval by Historic England.
- 3.2 Work to replace and repair the railings on the Market Place frontage of St Nicholas Priory School has been fully tendered by the Diocese of Norwich and is due to start in June. The school is one of the main community engagement partners and all year groups are involved in creating a display for the temporary fencing on the Market Place frontage while construction work is under way. Pupils will also take part in a careers and heritage skills workshop with the blacksmith.
- 3.3 Two third-party grant schemes for building owners and tenants in the HAZ area will be launched at the beginning of June. A total of £250,000 is available to fund grants of up to £10,000 to building owners, or tenants with the support of their landlord. The grants will cover a maximum of 75% of total costs for shopfront improvements and 80% for building repairs. All works must be directly related to conservation or improvements that protect the heritage value of the building and wider HSHAZ area. Details of the scheme and eligible works will be posted on the council's website to invite expressions of interest.
- 3.4 The third-party grant scheme will be supported by the first of five design guides for the HAZ area, the Shopfront Design Guide. Capital projects involving repair, restoration or intervention will be inspected and approved by a Conservation Accredited Architect.

### **4. Scheme Management and Accountability**

- 4.1 Governance has been developed from the Programme Design which is the basis of GYBC's contract to deliver the HAZ scheme in partnership with Historic England. The Council is the grant manager for the scheme, which is governed by Historic England's HAZ Delivery Guidance.

- 4.2 Day-to-day management and operation of the scheme is the responsibility of the HAZ Operational Team, which comprises an experienced full-time Heritage Action Zone officer and the Heritage, Culture and Design Manager.



- 4.3 The Operational Team is responsible for day-to-day management, with decision-making taken by the Project Sponsor, or Executive Leadership Team as appropriate. The HAZ officer reports to Historic England's regional Project Manager and High Streets HAZ Project Officer, ensuring that the project meets contractual terms set out in the HAZ Programme Design and HE's Programme Delivery Guidelines. The two officers of the operational team are responsible for delivering project programme outputs; dealing with technical matters, permissions and quality assurance; financial and performance recording, monitoring, and grant management and grant claims; channelling messaging and information for the Project Board; and resolving delivery issues.
- 4.4 Under the direction of the Project Sponsor and the Culture, Heritage and Design Manager the HAZ project manager will: work with grant applicants and their representatives for capital works and take applications through to approval, confirming work is carried out to standard and on schedule; handle administration, reporting and fiscal oversight, including recording delivery and progress and claiming the HE contribution. The project manager will build relationships with partners, stakeholders and community representatives; promote the scheme locally; deliver the Community Engagement Plan and ensure community activities align to the scheme.
- 4.5 The HAZ project manager liaises with the local Cultural Programme Consortium to ensure it support the outcomes of the GYHAZ, attends board meetings as an observer, and oversees the consortium's claims to Historic England. This is fed back to the Officer Working Group and other groups as required.

- 4.6 The operational team will draw on a range of skills, departments and services within GYBC and external partners. Project working groups have been set up for the Mapping and Design workstreams. Each of these will report into the Officer Working Group with proposals being discussed and agreed at regular intervals, overseen by the Project Sponsor.
- 4.7 The operational team will report to an officer working group which will meet monthly/six-weekly to monitor progress, risks, financial updates and compliance with the reporting terms of agreed HE programme delivery and GYBC finance and governance structures and processes.
- 4.8 The operational team and officer working group will report into the Arts, Culture & Tourism Programme Board, which is a sub-committee of the Town Deal Board. The Arts, Culture and Tourism Board will be the senior management body for the scheme. It will provide accountable leadership, strategic guidance and oversight, champion the project and communicate key messages, and inform development and legacy.
- 4.9 The Historic England grant requires quarterly reporting of financial (forecast and spending) and outputs breakdowns; change and progress reports; risk register updating and a highlights report. These returns will also be submitted as regular reports through the GYBC governance structure. Periodic updates will go to the Council's Corporate Project Board, with updates to the Executive Leadership team as needed.
- 4.10 Drawdown is three-monthly. Historic England requires a quarterly payment claim, grants offers report, activity monitoring, risk summary and progress and financial expenditure update with evidence of spend as requested. By the end of the financial year, each scheme must supply an annual review, detailing progress against the programme design. Approval of the next year's funding is subject to a performance report with details of any proposed changes to allocation.
- 4.11 Historic England, via the delivery guidance, has supplied a suite of application and reporting documents and terms and conditions for capital and third-party grants. Any applications for building projects from GYBC or delivery partner GYPT must be submitted to HE's regional office for approval. Other criteria requiring HE approval include projects involving a Grade I or II\* listed building, any property owned by an elected member or employee of the Council, any projects over £50,000, public realm work; stand-alone reinstatement or works involving conversion, alteration or adaption of buildings
- 4.12 HE requires all procurement to comply with Public Contract Regulations 2015 and the Council's constitutional finance procedures. HE also requires that where a grant is offered for works to a building or public realm costing £20,000 or more in total, the recipient must employ a competent professional with specialist conservation knowledge and experience. For works to a Grade I or II\* listed building, or repairs to a Grade II listed building or an unlisted building, this must be a conservation accredited architect, chartered building surveyor or other architectural professional. Below £20,000 a conservation professional is recommended but not required.
- 4.13 Historic England HAZ guidelines set out three procurement methods for third-party grants building and repair works, depending on the project scope. The GY HAZ scheme will follow the first option for tendering: building owner procures and is required to obtain three quotations for all works (competitively tendered). GYBC contributions will be tendered in line with existing procedures.

4.14 The projects under the HAZ scheme range from major capital regeneration works such as 145 King St, with a proposed budget of £800,000 to smaller third-party grants of up to £10,000. The non-capital and community engagement projects will require procurement of contractors, conservation professionals, trainers, advice and small expenditure on equipment.

4.15 For third-party grants under £10,000, to ensure transparency and an open and competitive process, it is proposed that applications are taken with a recommendation to the Officer Working Group for decision. A detailed action and delivery plan for building works, including third-party grantees, will be signed off by the Officer Working Group. On completion of works a report for each finalised project will be taken to the board for approval and sign-off. Third-party grants over £10,000, in accordance with the Programme Design (see 1.6), will be signed off by a Strategic Director.

## 5. Financial Implications

5.1 The original total budget for the project was £1,961,485, with £980,742 (50%) funded by Historic England. Historic England grants are usually tied to financial years, but due to Covid, there is a one-off agreement that underspend from 2020/21 can be carried over to 2021/22. Around £1.6m of the total budget will be spent on capital and public realm works, mostly delivered through third-party grants. The increase for the St Nicholas Railings project takes the total budget to £2,011,125.

5.2 GYBC's financial commitment to the project is £250,472 or 13% of the total budget. This includes salaries, public realm, Town Wall and shopfronts capital works, community engagement and in-kind staff contributions. (£47,500 of the GYBC contribution is in kind, meaning a total outlay of around £200,000 towards the benefits of a £1.9m scheme.)

### 5.3 Funding sources breakdown

Funding source	Original Funding	Rate (%)	After May 2021 uplift	Rate (%)
Heritage Action Zone grant	980742.5	50	1005562.5	50
GYPT	577500	28.66	577500	28.72
GYBC	250742.5	13	250742.5	12.47
Delegated grant beneficiaries	112500	5.10	112500	5.6
St Nicholas Priory Primary School/Diocese of Norwich	40000	2	64820	3.22
<b>Total</b>	<b>1986485</b>	<b>100%</b>	<b>2011125</b>	<b>100</b>

## 6. Risk implications

The major risks relate to Covid. A delayed start was mitigated by spending and timetable revisions agreed with Historic England. Pressure from Historic England to deliver the first year's spending in a four-month timescale requires flexible and agile decision-making. (Reporting guidelines are detailed in the HE programme guidance and GYBC project guidance and it is important to minimise unnecessary duplication.)

Site-work planning includes safety measures including minimising meetings and contractors will be required to demonstrate insurance and compliance plans.

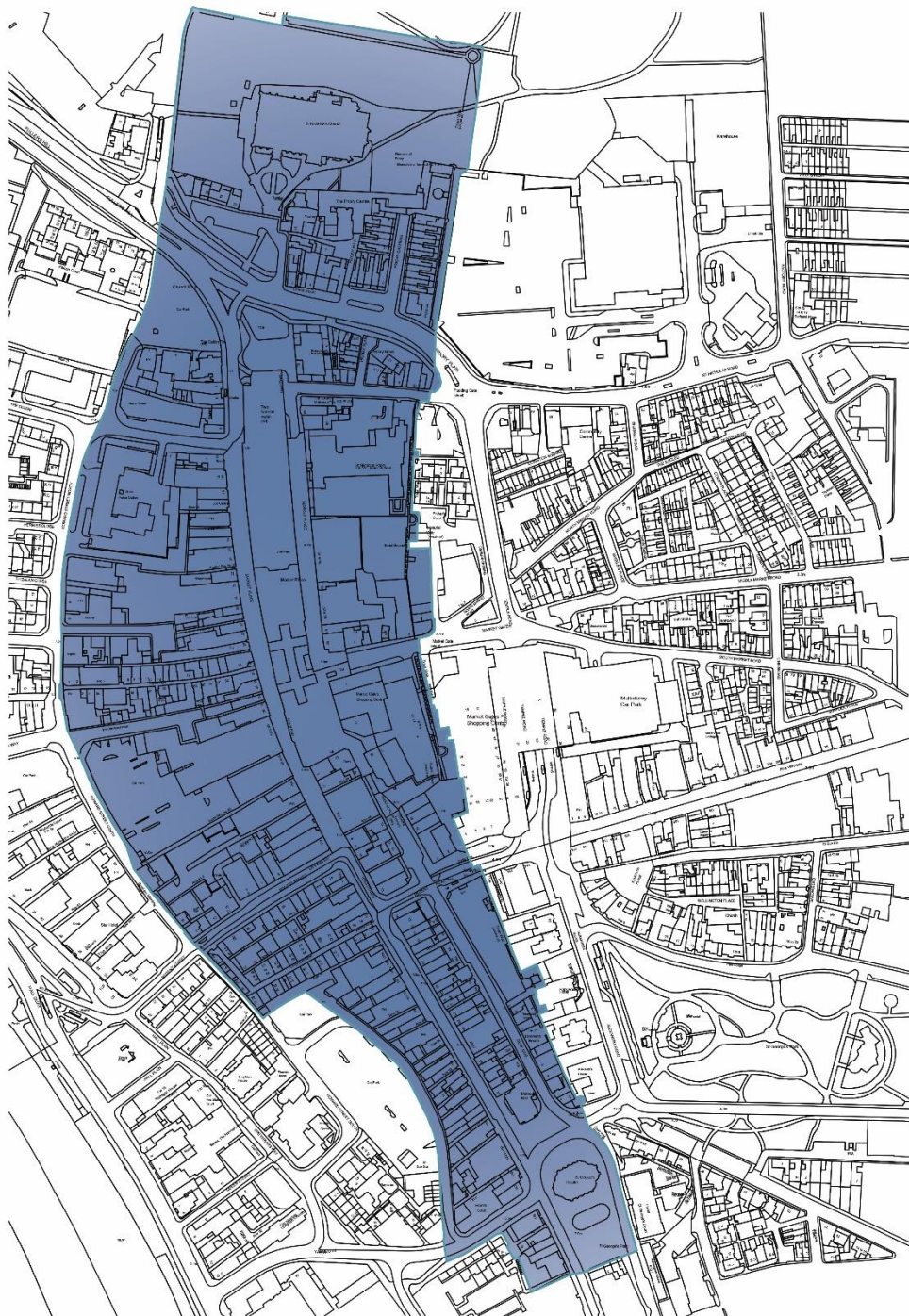
Community engagement relies on schools and museums, libraries and community/public spaces and organisations, all of which are daily adapting to closure or rapidly changing circumstances.

Risks will be mitigated by expanding digital elements and planning hybrid (digital and face-to-face) delivery of events, which may change audience/participant numbers. The smaller building repair and shopfront elements will rely on businesses feeling confident enough to invest their share of match-funding.

Area for consideration	Comment
Monitoring Officer Consultation:	
Section 151 Officer Consultation:	
Existing Council Policies:	Great Yarmouth Town Centre Regeneration Framework and Masterplan 2017, Economic Growth Strategy and Action Plan, Heritage and Tourism Strategy
Financial Implications (including VAT and tax):	As outlined in the report
Legal Implications (including human rights):	Consultation with GYBC legal team to ensure procurement and contracting aligns with GYBC procedures and HE contractual obligations
Risk Implications:	As outlined in the report
Equality Issues/EQIA assessment:	
Crime & Disorder:	
Every Child Matters:	



## 7. Map of Heritage Action Zone



 Proposed Heritage Action Zone