

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	TOURISM AND LEISURE COMMITTEE	26 JULY 2018	4
<b>FAIRHAVEN HLF PROJECT ROUND 2 SUBMISSION</b>			

### PUBLIC ITEM

This item is for consideration in the public part of the meeting.

### SUMMARY

The Fairhaven Lake & Gardens HLF project has now progressed to a stage at which Committee approval is required before the final bid can be submitted to the Heritage Lottery Fund (HLF) in August 2018.

A Round 1 masterplan and capital cost plan that was agreed by the HLF in December 2016, has been revised and developed, under the development stage of the HLF process. Further to extensive consultation and design revision, the proposal is now ready to be submitted to the HLF as a Round 2 submission.

The Round 2 submission needs to be as strong as possible according to the HLF. It was stressed by the HLF at the mid-term review meeting in May 2018 and more recently in written correspondence that any Round 2 submissions face significantly greater competition at Round 2, compared to recent years, due to a reduction in the purchase of lottery tickets, leading to reduced budgets. Therefore, the HLF have requested that any unsecured match funding, submitted as part of the application must be underwritten at the time of the Round 2 submission, by the grant applicant.

At the meeting of 16th July 2018 the Council approved an addition to the Capital Programme for 2018/19, should it become necessary, in relation to the underwriting of the Fairhaven Lake and Gardens Heritage Lottery Fund Round 2 submission in a maximum sum of £343,000.

The Committee is requested to approve the revised masterplan and the capital cost plan which includes the underwriting of £343,000 by the Council for the as yet unsecured match funding that will form part of the Heritage Lottery Fund Round 2 submission of the restoration of Fairhaven Lake and Gardens.

### RECOMMENDATION

1. To note the approval by the Council at the meeting of 16<sup>th</sup> July 2018 of an addition to the Capital Programme for 2018/19, should it become necessary, in relation to the underwriting of the Fairhaven Lake and Gardens Heritage Lottery Fund Round 2 submission in a maximum sum of £343,000;
2. To approve the detail and submission of the Fairhaven Lake and Gardens final masterplan included in this report, which forms part of the Round 2 submission to the Heritage Lottery Fund; and
3. To approve the detail and submission of the Fairhaven Lake and Gardens final capital cost plan included in this report, which forms part of the Round 2 submission to the Heritage Lottery Fund, which includes the underwriting of £343,000 as agreed by Council at the meeting of 16<sup>th</sup> July 2018.

## **SUMMARY OF PREVIOUS DECISIONS**

**Full Council** – Monday 4<sup>th</sup> March 2013 (in respect of the approval to the capital growth item for the Fairhaven Lake and Promenade Gardens Heritage Lottery bid in the sum of £20,000):

After a full and detailed debate, it was RESOLVED:

1. That approval be given to the following:

(e) The updated Five Year Capital Programme including the changes proposed by Cabinet, as set out in Appendix G;

“Funding to support a first round Heritage Lottery Fund (Parks for People programme) bid to work up restoration proposals for Fairhaven Lake and Promenade Gardens historic buildings, landscapes and structures. The Heritage Lottery Fund has a two round bidding process, the first round is the Development Phase and the second round is project implementation. Each bidding round is competitive and it is expected that a further application will be made dependant on the extent of support from the Heritage Lottery Fund”.

**Budget Council** Meeting 2 March 2016, it was RESOLVED:

1. To approve and adopt the recommendations of the Finance and Democracy Committee as follows:

(a) The revised estimates for 2015/16 and the revenue budget for 2016/17 as set out in Appendix E, which includes a transfer to the Funding Volatility Reserve in the sum of £3.0m and a transfer to the Capital Investment Reserve in the sum of £32k, the purpose of the Funding Volatility Reserve being described within the report as being:

*“For release to support the revenue budget as and when necessary to cushion the impact of future funding reductions and to fund investment in activity to stimulate Economic Development in the Borough, with the first call on this reserve being as match funding for the Fairhaven lottery bid should this be successful in the maximum sum of £400k”.*

*Note: At this stage of the project no further contribution is required by Fylde Council in addition to the £20,000 that was approved by Council in March 2013 (which has remained within the approved capital programme) and the Direct Revenue Financing from existing approved revenue budgets in the sum of £18,352. If the round two submission is successful the further £400,000 contribution would be required.*

**Tourism & Leisure Committee** 22nd June 2017, After consideration IT WAS RESOLVED to recommend to Full Council:

1. To approve a fully-funded increase in the total scheme value within the Capital Programme for 2017/18 in the sum of £200,336 in respect of the Fairhaven Lake & Gardens Restoration Project, to be met in full as detailed in the report.

2. To authorise the proposed expenditure in respect of the scheme in the total sum of £220,366 as detailed within this report, subject to the approval by Council to the increase in the scheme value (as set out at 1 above). The funding will be used to recruit the two officers, lead consultant and quantity surveyor to develop and to submit a second round capital bid to the Heritage Lottery Fund as detailed in the report.

**Council meeting 17<sup>th</sup> July 2017** – it was RESOLVED to approve a fully-funded increase in the total scheme value within the Capital Programme in respect of the Fairhaven Lake & Gardens Restoration Project for 2017/2018 in the sum of £200,336, to be met in full as detailed in the report.

### **Council meeting 16<sup>th</sup> July 2018**

To approve an addition to the Capital Programme for 2018/19, should it become necessary, in relation to the underwriting of the Fairhaven Lake and Gardens Heritage Lottery Fund bid in a maximum sum of £343k to be met from the Capital Investment Reserve.

CORPORATE PRIORITIES	
Spending your money in the most efficient way to achieve excellent services ( <b>Value for Money</b> )	√
Delivering the services that customers expect of an excellent council ( <b>Clean and Green</b> )	√
Working with all partners ( <b>Vibrant Economy</b> )	√
To make sure Fylde continues to be one of the most desirable places to live ( <b>A Great Place to Live</b> )	√
Promoting Fylde as a great destination to visit ( <b>A Great Place to Visit</b> )	√

## REPORT

### BACKGROUND

1. In December 2016 it was confirmed that Fylde Council had been successful with a first round funding application to the Heritage Lottery Fund for the restoration of Fairhaven Lake & Gardens. Two previous unsuccessful bids were made to the HLF in 2011 and 2014.
2. The HLF first round pass enabled the Council to employ two new staff members and to appoint a Lead Consultant to head a team of specialist consultants in order to progress the outputs required to make a full capital grant application of circa £1.5M to the HLF, in August 2018, as detailed in previous committee reports.
3. The outputs required through the development phase included full RIBA Stage 3 designs and masterplan, RIBA Stage 3 cost plan, 10 year Management and Maintenance plan, Conservation Management plan, Activity and Interpretation plan and 5 year Business plan.

### MASTERPLAN DEVELOPMENT

4. The Fairhaven Officers have managed a programme of further design and consultation in conjunction with the consultancy team and other officers of the council, with the aim of testing and developing the existing design in order to provide enhanced facilities that meet the aims and needs of local people and visitors.
5. Officers have provided regular updates on the design programme to the Fairhaven HLF Project Board on a monthly basis and regular Information reports have been presented at the Tourism and Leisure Committee meetings.
6. This has resulted in the finalisation of the proposed Round 2 masterplan, which can be found at Appendix A.
7. The key principles of the masterplan have remained the same from the Round 1 bid; which include
  - a. Completion of circular pathway around the lake
  - b. Restoration of 3 heritage buildings; Pavilion Café, Boathouse (now named the 'Watersports Centre') and Pagoda building (current RSPB Discovery Centre)
  - c. New Adventure Play area
  - d. Restoration of the Japanese Gardens
  - e. Lake edge pilot projects
  - f. Partial lake de-silting and new aeration system
  - g. Tennis Court improvements
  - h. Vegetation management and planting enhancements
  - i. Installation of new lake penstock by sea defence project
8. The key additions which have been incorporated during the development phase include:
  - a. 18 hole Adventure Golf course
  - b. Forest School Island

- c. Winter Wader Roost
- d. Boating Jetties
- e. Beach Area
- f. Boat storage park

#### **ACTIVITY AND INTERPRETATION**

9. The physical development on Fairhaven will allow a significant increase in the number of activities and events associated with heritage, environmental, sport & health, education and the arts. As with the capital works, the proposed activities have been developed from those proposed at Round 1 to those proposed for Round 2.
10. In summary there were 550 events planned during the 3 year delivery phase with an estimated 16,000 participants for the Round 1 bid. Currently, the planned Round 2 submission will contain less activities/events at 360 but with a 'fewer, bigger, better' philosophy, as agreed with the HLF. The 360 events should reach an estimated 26,000 participants. The Round 2 application will contain more activities/events focused around water sports, environmental, arts and outdoor learning following consultation in the development phase. These will supplement the main heritage events and activities planned and provide much needed income for the Council in the long term.
11. The key activities and events that remain from the Round 1 application include:
  - a. Heritage Regatta
  - b. Community Archaeology
  - c. Heritage Walks and Talks
  - d. Developed Friends' Group events
  - e. Memories Community Theatre
  - f. Work-in-progress tours
  - g. Xplorer trails
  - h. Photography skills
  - i. Pram/buggy and wellness walks
  - j. Sports and Recreation schools pass
  - k. Ecology ID Workshops
  - l. Conservation workshops
  - m. Self-led guide production
  - n. Work placements and training
12. The key additions incorporated into the Round 2 activity plan include:
  - a. Heritage Open Days (part of national programme)
  - b. Forest school
  - c. Autumn arts
  - d. Cultural exhibitions
  - e. Watersports
  - f. Adult learning
  - g. John Muir Award
  - h. Children's university
  - i. Youth steering group

## PROJECT FUNDING

13. This section of the report contains information to assist the Committee in supporting the capital cost plan that will form part of the proposed submission, including the details of the unsecured match funding that requires underwriting by the council to ensure a strong Round 2 submission to the HLF.

### ROUND 1 CAPITAL COST PLAN

14. The Round 1 bid in December 2016 originally included an application to the HLF for £1,476,664 set against a total project cost of £2,516,989. The remaining £1,040,325 was to be obtained from a number of sources including contributions from the Council, private/statutory/charitable organisations and a number of future speculative funding applications from varying external funding bodies. The HLF grant equated to 58.67% of the overall project cost. The following table shows a full breakdown of the project income at Round 1:

ROUND 1 CAPITAL COST PLAN			
Source of funding	Description	Secured?	Value
Local authority		Yes	£400,167
Other public sector			
Central government	Environment Agency - funding for inlet repairs and some landscaping/surfacing	Yes	£271,058
Private donation - Trusts/Charities/Foundations	RSPB	No	£8,000
Commercial/business	United Utilities and café operator fit out of kitchens and serveries	No	£87,000
Own reserves			
Other fundraising	See schedule of fundraising		£100,000
Increased management and maintenance Costs (maximum five years)	Committed extra revenue funding from Fylde BC - 5 years at £20,000 per year	Yes	£100,000
Volunteer time	Volunteer hours		£74,100
HLF grant request			£1,476,664
<b>Total</b>			<b>£2,516,989</b>

### ROUND 1 CAPITAL COST PLAN SUMMARY

Total delivery costs	£2,516,989
Total delivery income	£1,040,325
HLF delivery grant request	£1,476,664
<b>HLF delivery grant %</b>	<b>58.67%</b>

### ROUND 2 CAPITAL COST PLAN

15. During the development phase of the project a number of further relevant match funding sources were identified, which were previously not considered or did not exist at the time of the Round 1 bid submission. Officers have progressed applications to these funding bodies in order to strengthen the Round 2 submission.
16. The proposed capital cost plan that will form the Round 2 bid submission is shown in the table below. This position shows a decrease in the HLF grant funding to the match funding ratio from 59% to 49%, which will make the Fairhaven bid far more competitive against other bids at Round 2.

ROUND 2 CAPITAL COST PLAN			
Source of funding	Description	Secured?	Value
Local authority	Capital Contribution	Yes	£400,167
Local Authority	Council funding for Stannah bank re-grading and footpath formation	Yes	£120,000
Local Authority	Parks and Technical Services Budget for in-house landscaping	Yes	£72,930
Central government	Environment Agency - funding for inlet repairs and some landscaping/surfacing	Yes	£328,636
Private donation - Trusts/Charities/Foundations	RSPB	Yes	£8,000
Commercial/business	United Utilities	Yes	£60,000
Commercial/business	Café operator contribution to fit-out	Yes	£15,000
Other fundraising	See schedule of fundraising	£15k secured	£357,897
Increased management and maintenance Costs (maximum five years)	Committed extra revenue funding from Fylde BC - 5 years at £20,000 per year	Yes	£100,000
Volunteer time			£74,100
HLF grant request			£1,476,664
<b>Total</b>			<b>£3,013,394</b>

#### ROUND 2 CAPITAL COST PLAN SUMMARY

Total delivery costs	£3,013,394
Total delivery income	£1,536,730
HLF delivery grant request	£1,476,664
<b>HLF delivery grant %</b>	<b>49.00%</b>

#### UNSECURED ROUND 2 MATCH FUNDING

17. The match funding total (labelled as 'other fundraising') as referred to in the table above totals £357,897, £15,000 of which has been secured already from the Lytham Schools Foundation. The remaining unsecured match funding totals £342,897 which is detailed in the following table:

Funding Source	Amount	Summary of Funding	Decision Due
Sport England Community Asset Fund	£131,791	Match funding for the Watersports Centre and Community Facility. A two-stage decision process. First stage submission by Fylde Council was issued late March 2018 and will now progress to stage 2 after confirmation via Sport England on 27 <sup>th</sup> June 2018.	Stage one confirmation received June 2018. Stage two decision due August /September 2018.

Funding Source	Amount	Summary of Funding	Decision Due
Coastal Community Fund	£130,000	Match funding for the lake desilting package. Two-stage funding process. Funding guidance was issued late February 2018 and a submission was made by Fylde Council on 30 <sup>th</sup> April 2018.	Stage one expected – July 2018. Stage two due October 2018.
Lawn Tennis Association	£51,106	Pre-application for tennis improvements at Fairhaven in partnership with local Fylde clubs and Blackpool Council. This was submitted by Fylde Council at end May 2018 to be presented to the LTA June Board. If successful the bid will be developed in partnership with the LTA and will go to full LTA funding Board towards the end of 2018.	Stage one expected early July 2018. Stage two due September /October 2018.
Lancashire Environmental Fund	£30,000	Not applied to currently, due to the 6 month process restriction (grant must be expended within 6 months of application). The lead officers are confident of securing at least one LEF bid for the project and have been successful on many occasions for past projects working with friends groups.	2019
<b>Sub Total</b>	<b>£342,897</b>		

18. If the unsecured match funding total is not underwritten, the amount of secured funding to date would total £2,670,497 (including the proposed HLF grant) which would equate to 55% HLF to match funding ratio.
19. Although a scheme could be delivered for this amount, there would be a significant detrimental impact on the quality of the project and therefore the quality of the Round 2 submission. A number of strategic and specific consequences would result from the submission of a weakened application which are described in further detail below.

#### STRATEGIC

20. In the intervening period between achieving Round 1 development grant funding and the present position, the HLF have made significant changes to their funding allocations due to budget pressures resulting from a drop in lottery ticket sales, which in turn has led to a reduction in HLF grant awards.
21. The Parks for People programme (which the Fairhaven HLF project is funded through) is specific to public park restoration, but this is being discontinued as of December 2018, and therefore this project will be one of the last park projects to be considered for full capital funding through the Parks for People programme.
22. The current funding programmes will be rationalised by the HLF into a general heritage grants programme which will contain a much wider set of heritage projects for funding consideration – listed buildings, museums, theatres etc. and therefore public park projects will be in direct competition with these projects, thus making a successful bid even more difficult in the future.
23. This significantly reduces the chances of a parks restoration project like Fairhaven ever being considered for major capital funding in the future by the HLF.
24. Therefore this process should be considered as a last chance to secure circa £1.5m to act as the catalyst for the much needed restoration of Fairhaven Lake and Gardens, which is a borough wide strategic asset.

#### SPECIFIC

25. Without the underwritten match funding described in the proposed Round 2 capital cost plan above, the specific consequences would amount to the following reductions in the scheme:
- Rationalisation of current planned building works – potentially reducing down from 3 to 2 building refurbishments
  - Reducing overall architectural quality of the building restorations
  - Reducing the amount of dredging and improvements to the lake which will reduce the quality and range of water based activities

- Reduced tennis improvements (current overprovision and poor quality)
  - Removal of proposed boat storage yard and reduction of infrastructure improvements
  - Reduced number of events and activities
  - Reduced renovations to the Japanese Gardens and general landscape
  - Reduced play provision
26. Officers consider that the potential reductions to the proposed scheme will lead to a diminished HLF bid being submitted which would significantly impact the project's chances of approval at the extremely competitive Round 2 submission stage.
27. Underwriting of the unsecured match funding would significantly increase the chances of a successful Round 2 bid, as it underlines the strength of the Council's support for the project and addresses specific feedback made by the HLF Case Officer (that all unsecured match funding at time of Round 2 submission should be underwritten) along with the wider strategic context regarding overall HLF funding programmes. In addition to this, the total ratio of HLF funding would be 49% in comparison to 55% with no underwriting.

## **PROPOSED EXPENDITURE AND INCOME**

28. As part of the Round 2 submission, a Management and Maintenance Plan and a Business Plan will be submitted to provide the HLF with surety that the restored site will be managed correctly and be sustainable. The strength of these documents will be key to achieving a successful Round 2 bid.
29. The restoration of Fairhaven Lake & Gardens will provide a range of new and refurbished facilities that will allow an exciting diverse range of activities and events. The facility will need to be open 7 days a week, and inclusive to all that will require a dedicated team of staff to maximise its potential and achieve the HLF outcomes. Some of these posts exist, but new posts will need to be established e.g. Fairhaven Water sports centre.
30. Post physical completion, Fairhaven will have a designated team, based on the site that will be responsible for managing all aspects of the restored facility. The team will have the capacity to manage the increased demand on management and maintenance, including the delivery of an annual events and activities programme, that is stated in the Activity Development Plan.
31. The restored site will both generate additional income and incur additional costs as compared to the current facilities at the location. However the revised staffing and other revenue costs will be offset by the additional income that will be generated by the new range of activities such that the restored site will not create an increase in the annual net revenue cost to the Council.

<b>IMPLICATIONS</b>	
Finance	The Committee are requested to approve the Fairhaven Lake and Gardens final masterplan as described within this report, noting that Council have approved the underwriting of the unsecured match-funding within the bid to a maximum sum of £343,000, should it become necessary.
Legal	None arising from this report
Community Safety	Provision of modern recreational facilities is important in terms of providing diversionary activities
Human Rights and Equalities	None arising from this report
Sustainability and Environmental Impact	The new management and maintenance plan for the restored site will cover any potential changes to site management & maintenance and will ensure minimal environmental impact
Health & Safety and Risk Management	The tender requests detailed Health and Safety information which will be developed by the successful contractor prior to starting on site to safeguard the public and contractor personnel



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BACKGROUND PAPERS		
Name of document	Date	Where available for inspection

### Attached Documents

Appendix A – Fairhaven Lake & Gardens HLF Round 2 Masterplan