

# Cabinet



Date of meeting:	12 February 2024
Title of Report:	<b>Plymouth Sound National Marine Park - National Lottery Heritage Fund (NLHF) Horizons Programme.</b>
Lead Member:	Councillor Tudor Evans OBE (Leader of the Council)
Lead Strategic Director:	Anthony Payne (Strategic Director for Place)
Author:	Sharon Mercer
Contact Email:	Sharon.mercer@plymouth.gov.uk
Your Reference:	
Key Decision:	Yes
Confidentiality:	Part I - Official

## Purpose of Report

The Plymouth Sound National Marine Park (PSNMP) and the Horizons Delivery Programme is one of the council's key priorities, funded by primarily both the National Lottery Heritage Fund (NLHF) and PCC.

The delivery of Plymouth Sound National Marine Park (PSNMP) is a once in a lifetime transformational opportunity for Plymouth. A unique opportunity to pioneer a new approach to protecting and restoring the amazing heritage of the Sound and transforming the lives of Plymothians. Our vision states 'Our National Marine Park will value the environment, heritage and economy of Plymouth Sound and its estuaries. It is where people and planet will come together to realise a new, sustainable relationship with the sea.'

The purpose of this report is for Cabinet to agree to accept the grant of £11.6m offered by the NLHF and its associated conditions and confirm the allocation of the capital funding previously agreed at the beginning of the development stage in 2021 thus enabling the commencement of the delivery phase of this 5 year programme.

## Recommendations and Reasons

1. To accept and thank the National Lottery Heritage Fund (NLHF) for its grant offer to support the delivery of the Plymouth Sound National Marine Park.

*Reason* - Funding has been offered by the NLHF and we need to formally accept the grant.

2. To approve the Capital Investment Business Case.

*Reason* - Need to allocate the required cash match funding to meet the terms of the funding and enable NLHF to provide formal 'permission to start' on the delivery phase of the project.

3. Approve the addition of £10,658,600 to the Capital Programme, to be funded line with the NHLF bid submission by:

- a) National Lottery Heritage Fund Grant £6,158,600

- b) Corporate Borrowing £2,000,000 as previously agreed
- c) Fundraising £2,000,000 to be underwritten by Corporate Borrowing
- d) Partner Contribution £500,000, and

*Reason* - Allocate the capital element of project onto the capital programme to enable the delivery phase of the project to commence, including the project procurement.

4. To grant delegated authority to:

- a. Head of Strategic Programmes (as the appointed Programme Manager), to make all operational decisions regarding the delivery of the NLHF approved project, in consultation with the Programme Director; and
- b. Head of Environmental Planning (as the appointed Programme Director) to make all other relevant decisions for the Council as the body accountable to the NLHF, in consultation with the Leader (or in his absence, Deputy Leader) and the Service Director (Economic Development) as the Senior Responsible Officer for the Project

and for the avoidance of doubt, in the absence of such named officers, the relevant decisions may be made the Service Director (Economic Development), the Strategic Director (Place) or by any other officers to whom those powers have been subdelegated.

*Reason* – Provide delegation to the relevant programme officers to enable the programme to progress at pace.

#### **Alternative options considered and rejected**

1. Do not accept the grant – rejected because we would lose the funding from the NLHF, and we would be unable to deliver the PSNMP or any of the deliverables within the Horizons Programme as set out in the Area Action Plan.
2. Do not provide the required cash match funding – rejected because match funding is a requirement of NLHF, and therefore it would result in a loss of the funding from the NLHF.

#### **Relevance to the Corporate Plan and/or the Plymouth Plan**

The NLHF Heritage Horizons funding will deliver the City ambition to unlock the transformational ‘big idea’ of delivering the UK’s first National Marine Park in Plymouth Sound and lead a new generation of Parks. This project will deliver a vital change by, through and with people. It is a paradigm shift in thinking that recognises that we cannot save our planet without everyone being part of the solution. PSNMP will enable a grassroots movement, delivered through engaged marine citizens, changing long term behaviours and outcomes.

The programme will deliver against policies within the Plymouth Plan including policy ‘INT1 - Implementing Britain's Ocean City’. The NMP has been designed to support the City Vision as well as Plymouth City Council priorities: ‘unlocking the City’s potential’ by making more of one of our greatest assets and due to the focus on engagement and inclusion it will also support the priorities within ‘Caring for People and Communities’, particularly reducing health inequalities, by providing more opportunities for a wider group of people to access the health and wellbeing benefits the NMP can offer.

The project will be delivered on the ground through an integrated and collaborative programme. The different areas will work holistically together to bring the PSNMP to life. The project includes:

**An inclusive Activity Plan**, driving the marine citizenship programme, providing diverse opportunities to engage with the Park, discover and learn more about the PSNMP and support activities to help enhance and care for the PSNMP.

- Reconnecting Citizens to the Sea – Activities designed to inspire and engage including Activate, community archaeology, PSNMP Festival, mini – splashes, PSNMP Swim Safe, PSNMP Pathways, coastal cleans and art engagement.
- Marine Learning and Futures – Activities designed to enable learning and discovery including a 5 year schools programme with 30 schools, teach the teacher programme, digital curriculum platform, Blue pathways, FE/HE student programme and social enterprise support.
- Creating Marine Ambassadors – Activities to enable people to connect with the Park and to enable positive action. This includes a significant volunteer programme, volunteer pathways to enable growth and progression, internships skills development and work experience.
- Activating Communities – Place based activities to continue further work with Ernesettle and Firestone, plus support for three new communities to develop what they want from connecting with the PSNMP.

**Sensitive Capital enhancements to key our key Gateways along the waterfront;** gateways to the PSNMP. Centres of intensive engagement and outreach focused on the development of new audiences.

- Tinside Lido – The plans for the Tinside work with the fabulous art deco design of one of the City's greatest waterfront assets. The proposal will ensure it plays a key role in the PSNMP enabling more people to connect and engage with the heritage of the Sound. The terrace at the top of the Lido will be reimagined to provide a welcoming place to enjoy the amazing view of Tinside and the whole of PSNMP. The first floor of the main Lido building will be restored and repurposed as a multi-purpose space. It will support community use, income-generating events to sustain the outcomes and will have a focus on enabling youth led activities. In addition, 'Building B', located between the Lido pool and Tinside Cove, will be refurbished and brought back into use as a youth outreach/water sports hub. This will enable youth workers to support young people to build confidence, develop skills, undertake marine-related training and learn about blue sector career opportunities in Plymouth.
- Mount Batten Peninsula – the activity gateway to the PSNMP. The works will enhance and bring to life the heritage of the historic peninsula and make the outstanding nature more easily understood. Physical work will ensure the peninsula is more welcoming and inclusive. To remove barriers to access the Mount Batten Centre will undergo a transformation to enable more people to access the water and be inspired. Works include a new more accessible pontoon, changing room facilities that cater for all and significantly, enhanced public realm to ensure more people can experience the spectacular location. There will also be sensitive works to the Mount Batten Tower plateau, a scheduled ancient monument to improve access and interpretation of one of the best views of the PSNMP.
- Mount Edgcumbe - refurbishment and opening up of the Garden Battery building will provide improved access and enjoyment of this undiscovered and unexplored coastal fort defence. It forms part of Palmerston's fort defences for Plymouth. Works will enable the community and visitors to experience the extraordinary interior and hidden views of the Sound. This access will enable people to see this important part of the maritime heritage of Plymouth Sound. A digital version of a visit to the battery will ensure anyone not actually able to visit the site can experience the wonder of the place and get a real sense of the incredible importance of this Norman tower.
- Ernesettle Creek – the community have co-designed the sensitive interventions proposed at Ernesettle creek. Enabling better access, enhancement of the nature of the site and interpretation helping the community create a deeper connection to Plymouth Sound.
- Firestone Bay – also co-designed with the community, including interventions to support access to and activities in the water.

**Pioneering Nature Boost restoration initiatives;** re-building species and habitats and enhancing climate resilience.

- Habitat Boost – Supporting the restoration of key habitats across the Sound including, reefs. This work will include removal of non-native species, trialling new approaches to restoring biogenic reefs and helping people to love mudflats.
- Species Boost – Supporting the enhancement of iconic species of the Sound. Supporting species that are in decline, enhancing climate resilience and helping people understand why they are so important, so special.
- Community Nature Boost – Enabling communities to lead their own projects to enhance the wildlife of the PSNMP. This programme includes a small-scale community grants scheme that anyone from across the City will be eligible to apply for to support nature in the PSNMP.
- Nature Credit Boost - Building on our Natural Environment Investment Readiness Fund project we will continue work to develop a verifiable carbon and nature credit to enable greater levels of funding to be secured for seagrass meadows restoration from external sources. This pioneering natural capital approach to funding has huge potential to support large-scale sea grass restoration and in the future other marine habitats.

**An innovative Digital Park** to ensure the heritage beneath the waves is visible, accessible and inspirational.

- Be fully integrated with the new capital enhancements – enabling every hub to digitally link to the Park. The hubs will also be a place where people can connect with the Digital Park community and support digital inclusion.
- Deliver inspirational digital experiences to enable the city to be fully immersed in what the Park has to offer and how they can get involved. This will bring the hidden world of the Sound above the waves using technology, people and places across the city to deliver something transformational never seen before.
- Provide an inclusive platform to enable a community led digital NMP movement, including opportunities for individuals and groups to access technology, advice and training to support content creation.
- To provide an accessible platform for learning materials linked to the schools and learning programmes.
- Provide a digital twin for the physical PSNMP.

**An Interpretation Plan** that will tell the stories of the PSNMP, the past, present and future. Features will be located at the capital hubs, gateways and areas away from the waterfront, linking the stories of the Sound throughout the City. In all the interpretation points local stories from across the City will be included. The narratives for the interpretation include - Comings and Goings, Attack and Defence, Lost and Found, Work and Play, Wildlife and Wonder.

By removing identified barriers to access, the programme will enable communities across the city to engage with PSNMP in their own way. We will focus on working alongside communities that currently have little or no engagement with PSNMP.

The programme will deliver against policies within the Plymouth Plan including policy 'INT1 - Implementing Britain's Ocean City'. The NMP has been designed to support the City Vision as well as Plymouth City Council priorities: 'unlocking the City's potential' by making more of one of our greatest assets and due to the focus on engagement and inclusion it will also support the priorities within 'Caring for People and Communities', particularly reducing health inequalities, by providing more opportunities for a wider group of people to access the health and wellbeing benefits the NMP can offer.

The way the project will be delivered, with a focus on people and environment, will also support the protection and enhancement of the natural environment and contributing to net zero. The NLHF was the first large scale funding secured to support the NMP development.

### **PSNMP Governance & Horizons programme**

The PSNMP Board will ensure that all the key stakeholders are engaged in the strategic development of the Park and that there is a strong co-ordination of statutory functions between public bodies. The Board will also take over the leadership and the operation of the Park at the end of the Delivery Phase.

This will be a small overhead of a CEO who will also perform the role of deputy SRO of the Horizons project. The Board, which is currently operating in shadow form, will take the form of a Company Limited by guarantee which will be created in 2024. This will include a review of board membership and transition to an Independent Chair. The Board is currently chaired by the Leader of Plymouth City Council. There is also a Charitable Incorporated Organisation (CIO) that will sit alongside the company. Whilst the Board has no direct responsibility for the delivery of the project, it will provide an important advisory, assurance and oversight and scrutiny role which will benefit the project.

### **Implications for the Medium Term Financial Plan and Resource Implications:**

The proposals will require a £2m Capital Investment from the Council to support the £11.6m grant funding awarded by the National Heritage Lottery Fund. The fund raising (£2m), and partners contributions (£0.5m), set out in the NHLF bid are also a risk that require underwriting by PCC. Successful fundraising has resulted in the award of Levelling Up funding Autumn 2023, it is proposed that these funds are may available to support the PSNMP programme of works, thus reducing the risk.

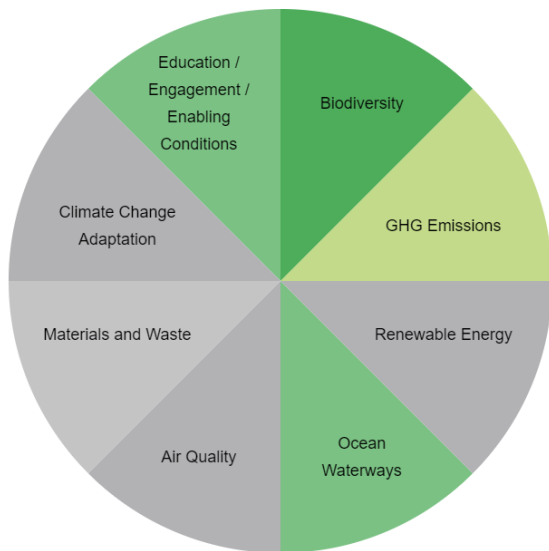
### **Financial Risks**

- Programme cost increase due to inflation and unforeseen factors that increase costs. To address this risk, significant contingency and inflation allowances have been built into the budget as this was a necessary requirement specified by the NLHF.
- Failure to meet the £2m fundraising target assigned to the project. The mitigation for the project income is provided by a PCC underwrite for this amount. Further to this, the successful fundraising that resulted in the LUF funding awarded to PCC in Autumn 2023, is being considered as the alternative funding source for the fundraising. The council therefore retains the risk should fundraising not be achieved, therefore the programme has a defined fundraising lead who will drive the fundraising agenda for the project to ensure this target is achieved.
- A detailed assessment has been undertaken and specialist legal advice obtained by the Council and the National Lottery Funding Board to satisfy themselves that the NMP project is deliverable in accordance with Subsidy Control Act 2022. It has been concluded that part of the funding does not amount to a subsidy, significant levels of the funding covering non-economic, free public access and educational activities. The remainder of the funding being below £10 million is compatible with the subsidy control principles under the relevant legislation (having been subject to formal assessment as part of this business case). Subject to the grant award (and its acceptance by the Council) this subsidy element of the funding will be subject to the required administrative / publication procedure. NLHF have confirmed they will publish the details of the subsidy on their website and the BEIS transparency database in accordance with the transparency provisions of the Subsidy Control Act 2022.

### **Carbon Footprint (Environmental) Implications:**

Plymouth Sound National Marine Park Horizons project will kickstart the first National Marine Park in the UK. The vision for this National Marine Park is as follows:

Our National Marine Park will value the environment, heritage and economy of Plymouth Sound and its estuaries. It is where people and planet will come together to realise a new, sustainable relationship with the sea.



**Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:**  
Health and Safety (H&S)

H&S lead for the programme will be the Partnership & Inclusion Manager (currently Engagement and Inclusion Manager). A full internal H&S audit is booked for April 2024 to determine practices, process and procedures that will be incorporate within the programme to ensure H&S is addressed in all aspects to ensure the programmes commitment goes beyond just compliance.

Risk Management

Within the programme, risk management is taken seriously and monitored at a programme and project level. Risks are reviewed by the leads and programme manager on an ongoing basis, as well been part of the governance process through team meetings and programme board sessions.

Equality of Opportunity & Child Poverty

The programme aims to focus on the target audiences identified to enable more and more diverse people to engage with heritage. The target audiences identified are low income families and young people, people with health condition or impairment, over fifty five from low-income neighbourhoods and people from ethnic minorities. To achieve this the programme with engage with the appropriate organisations and community groups, including the PCC living well programme to ensure effective engagement with our target audiences can be achieved.

A full assessment of this is included in our EIA.

**Appendices**

\*Add rows as required to box below

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
		1	2	3	4	5	6	7
A	PSNMP Business Case v1.0							
B	PSNMP EqIA 240212 v3							
C	Plymouth Sound National Marine Park Horizons project_PLY864 CIA Report							

D	OL-19-03781 Plymouth Sound NMP Bespoke Contract - v2 (PCC Amended)							
E	PSNMP Programme Summary							

**Background papers:**

\*Add rows as required to box below

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	1	2	3	4	5	6	7

**Sign off:**

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Originating Senior Leadership Team member: David Draffan (Service Director for Economic Development)											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 01/02/2024											
Cabinet Member approval: Councillor Tudor Evans OBE (Leader of the Council)											
Date approved: 02/02/2024											