

CABINET

DATE	15 th January 2025
REPORT OF	Councillor Philip Jackson, Leader and Portfolio Holder for Economy, Regeneration, Devolution and Skills
RESPONSIBLE OFFICER	Carolina Borgstrom, Director for Economy, Environment and Infrastructure
SUBJECT	Kasbah Regeneration Programme
STATUS	Open
FORWARD PLAN REF NO.	CB 10/24/02

CONTRIBUTION TO OUR AIMS

The Partnership Scheme in Conservation Areas (PSiCA) programme for The Port of Grimsby will make a significant contribution to the Council's strategic objective of a 'Stronger Economy' by supporting the economic re-use of heritage assets, including both listed and unlisted buildings within the Kasbah Conservation Area. This will support the effective management and maintenance of heritage assets within the Conservation Area, and help to sustain the development of specialist heritage skills.

The programme will also make a significant contribution to the Council's 'Stronger Community' objective by creating new employment opportunities in the area, by continuing to improve the area so that it is one that people are proud to work and invest in, and by supporting local businesses to ensure that they can be sustained and grow.

The economic re-use of historic buildings, utilizing their embodied energy rather than replacement with new buildings, also contributes to the Council's sustainability objectives.

EXECUTIVE SUMMARY

The report seeks approval for the Council to receive, and act as Accountable Body for, Historic England capital funding of £300,000 and revenue funding of £86,000, as well as Associated British Ports (ABP) revenue funding of £47,313.02. This grant funding has been awarded to the Council to deliver a new Partnership Scheme in Conservation Areas (PSiCA) programme for the Kasbah Conservation Area over three financial years from 2024/25, as part of a wider programme of regeneration in the Kasbah area.

RECOMMENDATIONS

It is recommended that Cabinet:

1. Approves the proposal for the Council to act as Accountable Body for the Historic England grants in connection with the PSiCA programme and authorises receipt of funds.

2. Authorises and delegates responsibility to the Director of Economy, Environment, and Infrastructure, in consultation with the Leader of the Council to implement the PSiCA programme as set out, to finalise the project appraisal, approval and claims processes for the award of grants to third party property leaseholders, and to carry out all actions reasonably arising.
3. Authorises the Director of Economy, Environment and Infrastructure, in consultation with the Leader of the Council to identify and secure, where possible, subject to extant internal governance measures, further external funding to support delivery of the Kasbah Regeneration Programme.
4. Authorises the Assistant Director Law and Governance (Monitoring Officer) to execute all documents arising.

REASONS FOR DECISION

Acceptance of funds from Historic England and ABP, and accountable body status for the delivery of a new Partnership Scheme in Conservation Areas (PSiCA) programme as part of a wider, ABP-led regeneration programme for the Kasbah Conservation Area, will make a significant contribution to the achievement of economic, community and health and wellbeing outcomes. The new PSiCA scheme will support additional businesses and not-for-profit community organisations to set up work spaces, generating employment opportunities whilst also supporting and safeguarding jobs in the construction industry, and helping to create a high quality environment to work in.

The economic re-use of heritage assets will contribute to a low carbon North East Lincolnshire by utilizing their embodied energy, rather than replacement with new buildings, and the programme will also support and sustain specialist heritage construction skills, seeking opportunities to make use of apprenticeship and training opportunities where possible.

Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Council to formulate and publish proposals for the preservation and enhancement of Conservation Areas, and the new PSiCA will facilitate this. The PSiCA programme will support the conservation and economic re-use of heritage assets within the Kasbah Conservation Area. The provision of grant support to businesses and not-for-profit organisations will de-risk and stimulate private investment in the restoration and re-use of further historic properties in the area.

1. BACKGROUND AND ISSUES

- 1.1 The Council has been working proactively with Associated British Ports (ABP) and Historic England (HE) to explore the continued conservation and regeneration potential of heritage assets at the Port of Grimsby. In October 2017 the Council secured ABP's agreement for the designation of a Conservation Area covering the historic Kasbah area, which is described by Historic England as the most important representation of industrial scale fishing in England.
- 1.2 Following the designation of the Conservation Area, a five-year Heritage Action Zone (HAZ) programme of heritage-led regeneration projects across

Grimsby was granted by HE and launched in 2018. This included a five-year Partnership Schemes in Conservation Areas (PSiCA) programme for the newly designated Kasbah Conservation Area, which was launched in 2019 (see NEL0065). The HAZ and the PSiCA have now completed, and were successfully delivered, with works to 24 of the 93 buildings in the Conservation Area being supported by the PSiCA (and other funders).

- 1.3 In order to maintain the positive momentum of regeneration that the HAZ and PSiCA have generated, a follow-on regeneration programme for the Kasbah area has been proposed by HE and ABP in consultation with NELC. This includes a new three-year PSiCA scheme, and a new Funding for Capacity Building grant to support NELC officer time to deliver this and to develop further projects. Scheme partners would again be NELC, HE and ABP. This will form part of the broader ABP-led regeneration programme for the Kasbah area, which includes the Ice Factory's redevelopment by a private investor, repairs to the iconic dock tower by ABP, and a Master Plan and Conservation Area Management Plan for the Kasbah also funded by ABP, all in close consultation NELC and HE.
- 1.4 PSiCA schemes are a partnership between HE, the Local Authority, and other delivery partners. The LA must be the lead partner / accountable body. Schemes are designed to ensure the long-term sustainable future of conservation areas through repair grants made available on an open application basis to building owners and leaseholders. Works which are eligible for grant support under a PSiCA scheme include external and structural repair, reinstatement of lost historic features and professional fees. Eligible costs do not include internal works or fit-out.
- 1.5 The PSiCA scheme will, therefore, establish a grant fund for the repair and re-use of historic buildings in the Kasbah Conservation Area, including the reinstatement of lost historical features and external architectural details. This will operate over three financial years, starting in 24/25.
- 1.6 The scheme will operate on the same basis as the previous PSiCA, with a simple grant application process aligned with the relevant stages of the planning/listed building consent application process. The Council's Heritage Project Manager will work with applicants to develop their application, which will then be reviewed by the existing independent heritage grants panel. Following this, the proposed grant offer will be considered and approved by the delivery partners.
- 1.7 Like the previous PSiCA scheme, grants will be awarded to leaseholders in the Conservation Area who have a long-term, full repairing and maintaining commercial lease, and are thus wholly responsible for keeping their building in good repair. The intervention rate will vary according to whether it is a new or existing leaseholder, and whether the applicant is a commercial company or a not-for-profit charity or CIC.
- 1.8 As part of the wider regeneration programme for this area, the new PSiCA will focus on projects that will help to maintain the momentum of heritage-led regeneration in this at risk Conservation Area; strengthen existing

relationships with stakeholders and partners; generate additional interest in the area, and the Borough; and will help to lever in additional public and private investment into the area.

- 1.9 The overall aim of the programme is to continue to stimulate demand, thus supporting partners and stakeholders in the wider regeneration of the Conservation Area, and thereby improving market conditions to the point that it becomes commercially viable for both landowner ABP and their leaseholders to invest in more medium/long-term projects without the need for public funding.
- 1.10 The overwhelmingly positive interaction with HE, partners and key stakeholders during the previous PSiCA scheme has already begun to transform the way in which we view our cultural heritage and its role in achieving transformational change. A new PSiCA will ensure that this continues.
- 1.11 Wider public benefits of the scheme include:-
 - Supporting the effective management and maintenance of heritage assets within the Kasbah Conservation Area, thereby improving the quality of the environment for those who work in and around the Port of Grimsby.
 - An enhanced physical environment will address negative perceptions associated with vacant / derelict property, with an associated reduction in crime and anti-social behaviour.
 - Providing opportunities for new businesses and jobs, thus increasing employment opportunities. Due to the size of premises, this project supports micro, small, and some medium-sized businesses.
 - Providing opportunities for new and existing businesses, with specialist support given to grant recipients, including capacity building for project management to enable them to confidently progress further projects in the future.
 - The creation and safeguarding of jobs through new businesses moving into the area, and the retention of current leaseholders through support for urgent structural works and/or grants for works to additional buildings enabling businesses to expand.
 - Supporting and sustaining specialist heritage craft skills in the construction industry. The scheme will promote the use of traditional, specialist heritage skills, seeking opportunities to make use of apprenticeship and training opportunities where possible.

2. RISKS, OPPORTUNITIES AND EQUALITY ISSUES

2.1 Risks

Having successfully delivered the HAZ programme and previous PSiCA scheme in partnership with HE, ABP and other key stakeholders, which has stimulated interest and investment in Grimsby's heritage assets and highlighted the importance of culture and heritage-led regeneration, there would be a reputational risk to the Council should it fail to accept this funding, and the opportunity presented by Historic England. This would also risk the

positive strategic partnership developed with HE and ABP over the last five years, would significantly reduce the likelihood of new businesses and locating here, and without organisations refurbishing buildings and bringing them back into use, would mean that the Conservation Area remains on the national Heritage at Risk register.

2.2 Opportunities

The new PSiCA is a follow-on scheme, which will use existing application forms and processes that are already in place. In addition, a large number of expressions of interest for grants have already been received. This means that the project can commence as soon as cabinet approvals and delegations are in place, should cabinet decide to accept accountable body status.

- 2.3 The previous PSiCA scheme was very successful, with all funds defrayed and 24 buildings supported with grant-funding. As noted above, interest continues to grow, and expressions of interest from local organisations continue to be submitted. The new PSiCA will enable the momentum of regeneration to continue, and ensure that interest continues to grow. Grant-funding is still required at the present time while the area is being improved, to ensure that high quality works are undertaken, and to enable provision of specialist historic buildings advice to new leaseholders. The new scheme will further reduce the perceived risks associated with the area being in poor condition, encouraging more organisations to set up here and thus improving the area to the point where public support is no longer required.

2.4 Impact Assessment

An Equality Impact Assessment for this scheme has identified that it will not have an impact on equality. Leaseholders (grant applicants) may of course have any of the protected characteristics, but this information is not requested from them, does not form part of the application, and will not be used to assess their applications.

- 2.5 Whilst the grant scheme cannot fund internal alterations, and the buildings and 'public' realm around them remain in the ownership of ABP, leaseholders who apply for grants will be encouraged to make their buildings as accessible as possible, including the installation of ramps, changing places / accessible toilets, and where possible passenger lifts to upper floors. Decoration schemes and floor treatments which are dementia and autism friendly will also be encouraged.

3. **OTHER OPTIONS CONSIDERED**

3.1 Option 1 – Take no action.

The Council could choose not to accept the funding, and thereby not support the Kasbah Regeneration Programme. This would mean that the buildings will continue to deteriorate, the Conservation Area will remain on the National Heritage at Risk Register, and the cost of repair will continue to escalate leading to higher repair bills in the future. Due to the poor condition of many of the buildings it is likely that many of them will, without intervention, deteriorate to a point where they become unsafe and the damage to their significance, the Conservation Area and the Borough's fishing heritage would be irreversible. This would cause further reputational damage to the Council and

partners.

- 3.2 The NELC / HE / ABP strategic partnership was developed due to the previous Partnership Scheme in Conservation Areas. Through this, an ABP-funded programme of urgent works to 12 priority buildings has been agreed, and ABP are also preparing a long-term strategy and investment plan, in close consultation with NELC and HE. Without a new PSiCA scheme, the partnership is put at risk, and without some public investment to help bridge the conservation deficit viability gap for new leaseholders, it is unlikely that the proposed regeneration programme would be delivered.

3.3 Option 2 – Statutory Action

The Council could require ABP to carry out work to the buildings using its statutory powers set out in the Planning (Listed Buildings and Conservation Areas) Act 1990. However, the Council, Historic England, and colleagues at ABP would prefer to work in partnership to improve and enhance the area. This has already been successful in delivering the previous PSiCA scheme, and in developing a new strategy for the area under ABP's leadership. Statutory action is not, therefore, the preferred option, although this remains available to us if progress is not maintained.

3.4 Option 3 – New PSiCA and Capacity Funding

This is the preferred option, which involves a follow-on PSiCA scheme, and continuation of a dedicated project manager to deliver the scheme and to support the development of further heritage-led regeneration projects. This option forms part of, and indeed enables, a wider regeneration programme for the Kasbah area. This option is most likely to result in premises being brought back into use, and as a result a long-term uplift in market conditions to stimulate further private investment in the area beyond the three-year lifespan of the PSiCA. This option will also leverage significant investment from ABP and will enable delivery partners and grant recipients to leverage additional investment from other funding bodies, the PSiCA being used as any necessary match funding.

- 3.5 This option will result in NNDR (business rate) uplift to the Council and the attraction of new investment and jobs. It is also the only one of the three options that will help to deliver the Council's Creativity Strategy in this area, the only option which will deliver the ambitions of the adopted Local Plan (2018) for the Kasbah Conservation Area, and the only option to fulfil the Council's duties under the 1990 Planning (Listed Buildings and Conservation Areas) Act to formulate and publish proposals for the preservation and enhancement of the Conservation Area.

4. REPUTATION AND COMMUNICATIONS CONSIDERATIONS

- 4.1 There are potential positive/negative reputational implications for the Council resulting from the decision. An action plan has been agreed with the Council's communications service, in consultation with project delivery partners, covering the following issues:
- Launch of the scheme following Cabinet decision
 - Information to be published on the Council's website and/or www.InvestNEL.co.uk about the scheme

- Communications RE grant awards and project completion
- Communication channels to be utilised.

4.2 Existing leaseholders and tenants will be involved, engaged and consulted with throughout the programme.

5. FINANCIAL CONSIDERATIONS

5.1 Funding for the PSiCA scheme which will be received and managed by NELC is as follows:

Source	Type	Amount
NELC Capital Programme	Capital	£300,000
HE PSiCA Grant	Capital	£300,000
HE Capacity Grant	Revenue	£86,360
ABP contribution to Project Management costs	Revenue	£47,313
TOTAL		£733,673.00

5.2 Match funding for a PSiCA scheme must be provided by the Local Authority as the Lead partner in a scheme. This is usually on a 50/50 basis with Historic England. An allocation from the Council's capital programme has thus been approved for this of £300,000. Combined with the funds from Historic England, this provides a total grant pot of £600,000.

5.3 Landowner ABP will contribute to projects funded by the scheme via rental holidays to grant recipients, and pre-lease works including vermin removal, asbestos surveys, minor works, and installation of water and electric supply. Grant recipients will also contribute match funding for each project, with recipients being responsible for all internal works and fit-out costs.

5.4 ABP are also committing a significant capital sum for an agreed programme of 'PSiCA-eligible' works across 12 buildings at risk.

5.5 No Council match is required for the capacity funding from HE and ABP.

5.6 Procurement will be governed by NELC's constitutional Contract Procedures Rules (CPRs). However, it is unlikely that the Council will undertake any procurement, as the PSiCA scheme funds will be defrayed through the award of grants to third parties. The terms and conditions of the grants require the recipient to competitively tender for the works in line with the Council's CPRs.

6. CHILDREN AND YOUNG PEOPLE IMPLICATIONS

There are no impacts on Children and Young People as a direct result of this proposal.

7. CLIMATE CHANGE AND ENVIRONMENTAL IMPLICATIONS

This project will support the economic re-use of heritage assets. Sympathetically upgrading and reusing existing buildings, rather than demolishing and building new, dramatically improves a building's energy

efficiency and makes substantial energy savings because the CO₂ emissions already embodied within existing buildings will not be lost through demolition.

8. CONSULTATION WITH SCRUTINY

This proposal is for the acceptance of funds and accountable body status, scrutiny consultation is not, therefore, required.

9. FINANCIAL IMPLICATIONS

The Council's contribution of £300,000 is funded through a capital scheme within the Council's current approved Capital Investment Programme.

10. LEGAL IMPLICATIONS

10.1 The appointment of the Council as Accountable Body as outlined in this report will be achieved through a contractual relationship and signature of a funding contract. The recommendations sought are consistent with this approach.

10.2 Legal team colleagues are available to advise on and support the completion and signature of the funding contract and ensure that risk to the Council is fully understood and mitigated through appropriate governance. Further, they will offer support in the delivery of the project as and when required by the anticipated project team.

10.3 The appointment to Accountable Body status will enable the Council to be directly and indirectly involved in the delivery of the objectives stated within this report.

10.4 Any procurement exercise will be conducted so as to comply with the Council's policy and legal obligations, specifically in compliance with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015, and supported by relevant officers.

10.5 The delegations sought are consistent with an exercise of this nature

11. HUMAN RESOURCES IMPLICATIONS

There are no direct HR implications arising from the contents of this report.

12. WARD IMPLICATIONS

The Kasbah Conservation area sits within the East Marsh Ward, although the programme will result in borough wide benefit.

13. BACKGROUND PAPERS

Minutes of 10th April 2019 Cabinet Meeting, [CB.131](#)

Cabinet Decision, 12th April 2019, [DN.129](#)

14. CONTACT OFFICER(S)

Damien Jaines-White – Assistant Director Regeneration
Richard Dowson – Head of Project Management
Stella Jackson, Project Manager (Grimsby Heritage projects)

COUNCILLOR PHILIP JACKSON
LEADER OF THE COUNCIL AND
PORTFOLIO HOLDER FOR ECONOMY, REGENERATION, DEVOLUTION
AND SKILLS