

<b>Subject:</b>	<b>Stanmer Estate, Parks for People Approval of Grant Application</b>		
<b>Date of Meeting:</b>	<b>28/06/2016 - Environment, Transport &amp; Sustainability Committee</b>		
	<b>14/07/2016 – Policy, Resources &amp; Growth Committee</b>		
<b>Report of:</b>	<b>Acting Executive Director of Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Rob Dumbrill</b>	<b>Tel: 29-3007</b>
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<b>Ward(s) affected:</b>	<b>Hollingdean and Stanmer</b>		

**FOR GENERAL RELEASE.****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1. Stanmer Estate and Country Park is an important 18th century landscape with many historical features and buildings. The Park is used for recreation, sport and leisure space as well as land for food growing. In addition, the Park is home to residents in Stanmer Village and is an operational base for a number of businesses and organisations including Cityparks. Stanmer Park lies within the South Downs National Park (SDNP), has significant conservation value and is home to four Scheduled Ancient Monuments and ten Archaeologically Sensitive Areas and 29 listed structures. See Appendix 3 “Heritage designations”.
- 1.2. The land was purchased by the Brighton Corporation (now BHCC) in 1947 principally to protect the aquifer water supply.
- 1.3. Stanmer Park is on the Historic England “At Risk” Register and in need of significant investment together with more coherent management arrangements. The council was successful in securing a development or Stage 1 grant of £291,400 from Heritage Lottery Fund (HLF) Big Lottery in December 2015. Since then the council has been working with Plumpton College and the SDNPA (as well as other stakeholders including Historic England) on the future of the Park. This is to prioritise restoration and improvement works and to develop a long term vision for the estate over the next 10 years.

- 1.4. It is proposed to submit the Heritage Lottery Fund (HLF) Big Lottery fund Stage 2 grant application in August 2016. The area of the Park to be improved from this grant is limited to 20 hectares of the 485 hectare estate. This includes the main entrance, formal parkland and walled garden areas. This report summarises the progress made to date on the project and seeks approval for grant submission of the HLF bid. The bid is supported by a range of documents placed in the Members' room and the work by Property Services Estates team in progressing work on the regeneration of the Traditional Agricultural Buildings .
- 1.5. A previous Environment, Transport and Sustainability Committee (ETS) in January 2014 approved consultation and development of bids to the HLF for Stanmer Park.
- 1.6. Policy and Resources Committee (July 2014) approved:
  - Submission of stage 1 bid to HLF
  - The funding package (Feb 2016) required to deliver the proposals set out in the bid, including re-location of Cityparks depot
  - Researching alternative governance arrangements to manage the estate.
  - The process to re-examine development opportunities for the Traditional Agricultural Buildings in Stanmer (Home Farm)
- 1.7. To support the Masterplan and Conservation Plan (protecting the heart of the conservation area and improve access to the Park and its facilities) it is intended to put in place a Traffic Regulation Order (TRO). This will allow charges for parking to be implemented at an appropriate point during the delivery stage. This is proposed to fund parking management, overcoming current frequent obstruction issues, provide additional income to implement the business plan associated with the PfP bid and for the ongoing improvement of the estate. The request to consult for the TRO will be brought to the October 2016 ETS committee.

## 2. **RECOMMENDATIONS:**

### That the Environment, Transport & Sustainability Committee:

- 2.1 Notes the progress made on the HLF bid outlined in this report and recommends that Policy, Resources & Growth Committee approve the submission of the HLF application for the Stanmer Project due to be made in August 2016.

### That the Policy, Resources & Growth Committee:

- 2.2 Agrees the approach outlined in this report to apply for grant funding for the Stanmer Project to Heritage Lottery Fund/Big Lottery Fund Parks for People in August 2016.
- 2.3 Delegates authority to the Acting Executive Director of Environment, Development & Housing and the Executive Director of Finance & Resources to oversee the completion of the Stage 2 funding bid and to sign off the final documents prior to submission to HLF.

## 2. CONTEXT/ BACKGROUND INFORMATION

- 2.1. Stanmer Park is a popular, historic country park. It is a significant gateway to the South Downs National Park and has potential to encourage tourism, promote sustainable growth and create new jobs linking in closely with the the City's Vision and Values and those of the UNESCO Biosphere.
- 2.2. There is no Conservation Plan for the estate and historically important features of the park landscape and the Conservation Area are on Historic England's "At Risk Register". The SDNPA (planning authority) has reviewed all listed buildings and designated the Well House as "At Risk" and the Long Barn as "vulnerable to risk". The Estate contains 29 listed buildings or structures and four scheduled monuments.
- 2.3. In April 2012 Cabinet approved proposals to carry out a development appraisal for the council managed traditional agricultural buildings, and the report also confirmed work had commenced on a Masterplan to ensure a holistic approach to any development proposals. The development appraisal was jointly funded with the SDNPA.
- 2.4. In January 2014 ETS Committee agreed governance arrangements for the project and granted permission to consult on a Masterplan in preparation for submission of a funding bid to the Heritage Lottery Fund. The project is being managed by Cityparks Project Team.
- 2.5. In October 2014 Policy and Resources agreed submission of the stage 1 PfP Bid
- 2.6. In August 2015 the council submitted a successful development or Stage 1 grant bid to Parks for People (PfP) funding Heritage Lottery Fund (HLF) Big Lottery. Since January 2016 the following progress has been made:
  - A Masterplan developed with the key elements summarised below.
  - The Masterplan has been costed and grant funding identified along with BHCC funding. Partnership agreements are being negotiated with Plumpton and SDNPA.
  - Public consultation on the Masterplan has been completed and supported.
  - Engagement with key stakeholders has continued, in particular with Stanmer residents and businesses, Stanmer Organics, The Platform (formerly the Care Co-ops) and Plumpton College.
  - Draft documents produced to support the HLF application, including business plan, interpretation plan, activity plan outline and detailed designs together with further supporting evidence from surveys, consultation and development of a sustainable travel plan.
  - Plumpton College have agreed in principle to manage and maintain the walled Garden on a lease from BHCC delivering HLF outcomes including public access, high quality horticultural displays and education.

- 2.7. The March 2016 ETS committee agreed the next steps in the “The Big Conversation” – An Open Spaces Strategy for Brighton & Hove. This included the commitment to review a wide range of management arrangements including those for Stanmer Park.
- 2.8. Management options for the estate are currently being considered with internal teams and external partners to ensure that the estate is better managed and less reliant on BHCC budgets. Legal, procurement and finance colleagues are part of the delivery team working on this. In the short term, in order to support the bid and re-assure HLF and HE that BHCC are committed to improving the management of the estate, an interim arrangement will be in place. There is currently a management group comprising Property and Design Estates and Cityparks along with the managing agent Savills. This group meets monthly and will be expanded on a quarterly information sharing basis to include our partner organisations i.e. SDNPA and Plumpton, this will be in place until the delivery phase is complete.
- 2.9. The PfP project will deliver aspects of the Masterplan across key areas of the estate encompassing 20 hectares :

The 18th century parkland and approach to Stanmer House; the Walled Garden including Nursery and adjacent depot area.

The aims of the Masterplan are to:

- Restore the designed landscape and its assets and restore heritage features. Not all of this work is covered in the PfP bid due to the scale of the estate and limits on funding.
- Address traffic and parking issues and improve access to the park, including improved sustainable transport links to and within the park.
- Relocate the Cityparks depot and other structures or uses which are not in keeping with the historic context of the park and restore the landscape.
- Restore the walled garden nursery and surrounding area.
- Deliver horticultural and heritage gardening training and food production.
- Engage people in the understanding of the historic landscape and in volunteering and training.
- Provide interpretation and learning facilities for the heritage of the estate and South Downs.
- Deliver a financially sustainable park management plan and a new coherent management structure including additional staff funded by the business plan and HLF to ensure future maintenance to a high standard.
- Outside of the bid and to support the aims of the Conservation Plan and Masterplan a woodland management plan is being developed.

2.10. Alongside the proposals within the Parks for People bid the Estates team are working towards additional aims of the Masterplan to:

- Restore the council owned traditional agricultural buildings, which are at risk and return them to viable uses including office space for SDNPA, visitor/Interpretation Centre, appropriate retail and small businesses and community use.

A separate report on this matter will be considered by the Policy, Resources and

Growth Committee at the July 2016 meeting.

## 2.11. Traffic & Parking

There are no parking controls in Stanmer Park. This is resulting in displacement from other areas, particularly the University of Sussex during weekdays which operates a pay and display system within its own car parks. During the weekends the high number of cars results in access problems for bus and emergency vehicles. On a number of occasions the bus service has been suspended. Locations for car parks have been developed balancing the need to protect the main conservation area of the park, (as advised by Historic England and SDNPA planners). The access needs for residents, visitors and organisations based in the Park have also needed to be taken into account.

The PfP business plan includes using income derived from parking operations to pay for improved management and maintenance of the estate and further improvements over time in line with the conservation plan.

It is intended to come back to ETS committee in October for permission to consult on a Traffic Regulation Order once the grant application has been submitted.

## 2.12. Masterplan costs and funding strategy

The PfP project has been costed in detail by the project consultants and quantity surveyor. The total cost to deliver the PfP Project is £5,833,804 with a match funding requirement from BHCC and partners of £2,047,324. The costs include:

- £4,111,447 capital repair and conservation costs and fees to manage this.
- £604,035 for the delivery of activities, interpretation and staff costs to deliver the management plan once the works have been completed.
- £652,853 allowance for contingency, inflation and management costs.
- £300,000 increase in maintenance costs covered by the business plan, (based on 5years @£60,000 p.a.)
- £165,469 volunteering and in kind costs and benefits

The balance of figures in the cost plan may change slightly as the project progresses but the overall figures and match funding will stay the same. Sufficient contingency and inflation has been built in to the costs such that they are not expected to increase.

The match funding for the PfP Project, along with providing capital for the redevelopment of the Stanmer Traditional Agricultural Buildings, was approved at Policy and Resources committee in Feb 2016. It is to be provided by the disposal of non-core assets identified from the Agricultural portfolio and potential development sites within Stanmer.

The value of the grant application and the match funding requirement is set out in the table below, volunteer and in kind support is shown as a cost and income.

	<b>Parks for People Grant</b> 65% grant 35% Match
	Landscape, roads, car parking, walled garden
Potential HLF Grant	£3,786,480
Match Funding Requirement from BHCC	£1,419,580
Capital Match Funding Sought From Other Partners (inc £100k secured from Plumpton College)	£192,244
Revenue Match funding to be delivered by new income sources as part of business plan, to cover increased maintenance costs and volunteer costs and in kind contributions	£435,500
<b>Grand Total</b>	<b>£5,833,804</b>

### 2.13. Alternative Options

The proposed Masterplan requires significant investment and a holistic approach to managing the park is proposed. The alternative options, Do Nothing or Fund Essential Works Only have been considered below.

#### Do Nothing

- Stanmer Park including Home Farm is on the Historic England “At Risk Register”. As a minimum the council is required to prevent further deterioration to the Park and the buildings and it can be subject to enforcement action from the SDNPA as the planning authority.
  - Some of the offices in the Park, accommodating the SDNP, animal welfare and pest control need to be replaced as they are no longer fit for purpose. If no new offices are provided it is likely that the SDNPA will relocate elsewhere.
  - Traffic and parking is having a detrimental impact on the heritage, access to the Park and its infrastructure.
  - Unmanaged car parking has also impacted access for the 78 bus causing withdrawal of service on occasion and potential problems for emergency vehicles on weekends.
  - The access road, car parks and walled garden are in a poor state of repair.
  - Public expectation is that Stanmer will be improved.
  - This may impact plans to improve Traditional Agricultural Buildings and find new uses by restricting access.

- HLF lose confidence in BHCC potentially jeopardising future bids across the city.

#### Fund Essential Works Only

- The authority could fund essential works to address the immediate conservation concerns from the funding identified and fund some improvements to parking through the implementation of parking controls.
- The access road will need to be resurfaced properly in the medium term with an estimated cost of £660,000.
- HLF lose confidence in BHCC potentially jeopardising future bids across the city
- Public and partner disappointment and subsequent media attention.

### 3. COMMUNITY ENGAGEMENT & CONSULTATION

Three stages of consultation have been carried out to inform the Masterplan.

- 2013 - consultation found out how residents use the park, what is important to them and what would improve visits. Over 1500 people responded to the consultation.
- 2014 - respondents were asked their views on proposed physical improvements to the parkland, uses for Home Farm, restoration of the Walled Garden and activities they would like to see in the park. Over 1,100 people responded to the consultation.
- 2016 -the developed Masterplan and activity plan were consulted on with over 500 responses.

The consultations have shown that there is overwhelming support for the high level proposals and significant interest in some of the proposed uses and activities in the park.

Throughout the project engagement has taken place with key stakeholders and numerous workshops and meetings have been held on specific aspects of the project, including parking, Stanmer Church, Stanmer Nurseries and Home Farm.

### 4. NEXT STEPS

- 4.1. Subject to the decision by this Committee, the next steps in the project are summarised in the table below.

<b>Date</b>	<b>Milestone</b>
July 2016	P, R & G report - Traditional Agricultural Buildings development review
August 2016	Submission of Stage 2 Parks for People Bid (Final date 1 <sup>st</sup> Sept 2016)
October 2016	Report to E,T,S requesting to consult on Traffic Regulation Order
January 2017	HLF decision on Stage 2 bid
Spring 2017	Detailed design and development of specification procurement for contractors
Jan 2018- Jan 2019	Site works

## 5. CONCLUSION

- 5.1. Submitting a bid for delivery of the Masterplan will create a one-off opportunity to receive nearly £4m of external funding to invest in the City's largest park. This will help us in creating new employment and enjoyment opportunities for residents and visitors. It will also contribute to raising the profile of the City as a visitor attraction, celebrate the City's location as a gateway to the South Downs and raise the profile of the Brighton and Lewes Downs Biosphere..

## 6. FINANCIAL & OTHER IMPLICATIONS:

### 6.1. Financial Implications:

Stage 1 HLF of £291,400 was received in December 2015 to support the development of the project and the application for £3,786,480 Stage 2 grant will provide approximately 65% of the funding toward the total project cost estimated at £5,833,000. The remaining match funding will be met through a combination of contributions from Brighton and Hove Council, external partners, volunteer contributions and in kind contributions. The Council has identified their proportion of the match funding to come from the disposal of a number of surplus assets and these were detailed to Policy & Resources Committee on 11 February 2016.

*Finance Officer Consulted: Rob Allen*

*Date: 27/05/16*

Legal Implications:

- 6.2. At the stage when it is proposed to proceed with a TRO, further Committee authority will be required prior to public consultation. If objections are received, ETS Committee will be required to consider such objections. Where it is proposed to proceed with the procurement of works or services, the Council's Contract Standing Orders will need to be followed.

*Lawyer Consulted: Elizabeth Culbert*

*Date: 15/06/16*

Equalities Implications

- 6.3. The overall Masterplan for the PFP project area will be subject to an Equalities Impact Assessment during the delivery phase if the grant funding is approved.

Sustainability Implications:

### 6.4. Saving Energy:

Conversion of buildings within the project area will be carried out to ensure energy use is kept to a minimum to provide suitable spaces for a small café and converting offices to classrooms.

**Reducing Waste:** A waste reduction plan will be produced as part of the process to develop and restore the site.

**Sustainable Transport:** A sustainable travel plan will be produced to encourage users to consider all means of transport when accessing the park, support the bid to HLF and to support the planning application.

**Sustainable Materials:** Wherever possible construction materials and methods will be sourced with low embodied energy and sourced locally.

**Local and Sustainable Food:** One of the aims of the project is to develop a food growing operation as part of the ongoing legacy.

**Sustainable Water:** Part of this project aims to manage surface water catchment within the estate using sustainable drainage and illustrate the importance of water in the heritage of the estate.

**Land Use and Wildlife:** The wider project has produced a Conservation Plan looking at ecological, archeological and heritage significances across the estate. Setting out policies which include measures to protect, manage and enhance wildlife habitats and create new space for biodiversity.

**Culture & Community:** The project aims to nurture a culture of sustainability, community and a sense of place which builds on local heritage, physical and cultural, by engaging with a range of audiences and developing interest in Stanmer, particularly in groups of people under represented on site at present.

**Equity & Local Economy:** New employment will be developed as part of the project both in the core project and through partner organisations on site, trading opportunities will also be developed for local artisans and producers through retail opportunities.

**Health & Happiness:** The project and associated activity plan will encourage active, sociable, meaningful engagement with the life of Stanmer and will promote good health and well being.

Any Other Significant Implications:

- 6.5. The management of the Estate will be improved with new staff on site and a strong set of guidelines to steer future development and investment.

Public Health Implications:

- 6.6. Improvements to the area of the PfP project along with a full activity schedule and improved marketing and presence will encourage more people to take advantage of this important heritage site. Offering fresh air, beautiful scenery and gardens, the chance to relax and to volunteer with likeminded people are known to have positive health benefits. Incorporation of improvements for walking and cycling within the project will also encourage more people to become physically active.

Corporate / Citywide Implications:

- 6.7. Stanmer Park represents approximately one third by area of the whole City's parks assets and as such is a citywide and regional resource that has been recognised corporately as requiring a step change in management and investment to secure its long term future. The investment would enhance the park's role as a major destination for visitors and residents to the City.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Plan showing area under direct influence of Parks for People bid
- 2 Stanmer Heritage Designations

### **Documents in Members' Rooms**

1. Landscape Masterplan and Proposals report
2. Activity Plan (draft)
3. Activity Action Plan (Draft)
4. Business Plan (draft)
5. Interpretation Plan(draft)
6. Conservation Plan (Summary and policies, draft)
7. Sustainable Travel Plan

### **Background Documents**

1. Policy and Resources Committee report and decision papers Feb 2016 (P1 only)
2. Policy and Resources Committee report and decision papers July 2014
3. Environment, Transport and Sustainability Committee January 2014