



Brighton & Hove  
City Council

# Overview & Scrutiny

Title:	<b>Culture, Tourism &amp; Enterprise Overview &amp; Scrutiny Committee</b>
Date:	<b>4 February 2010</b>
Time:	<b>4.00pm</b>
Venue	<b>Council Chamber, Hove Town Hall</b>
Members:	<b>Councillors:</b> Randall (Chairman), Davis, Drake (Deputy Chairman), Harmer-Strange, Hawkes, Kennedy, C Theobald and Turton
Contact:	<b>Julia Riches/Karen Amsden</b> <b>Scrutiny Support Officer</b>  julia.riches@brighton-hove.gov.uk/karen.amsden@brighton-hove.gov.uk

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## CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE

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Date of Publication - Wednesday, 27 January 2010



## Agenda Item 47

### 1. PROCEDURAL BUSINESS.

#### A Declaration of Substitutes

Where a Member of the Committee is unable to attend a meeting for whatever reason, a substitute Member (who is not a Cabinet Member) may attend and speak and vote in their place for that meeting. Substitutes are not allowed on Scrutiny Select Committees or Scrutiny Panels.

The substitute Member shall be a Member of the Council drawn from the same political group as the Member who is unable to attend the meeting, and must not already be a Member of the Committee. The substitute Member must declare themselves as a substitute, and be minuted as such, at the beginning of the meeting or as soon as they arrive.

#### B Declarations of Interest

- (1) To seek declarations of any personal or personal & prejudicial interests under Part 2 of the Code of Conduct for Members in relation to matters on the Agenda. Members who do declare such interests are required to clearly describe the nature of the interest.
- (2) A Member of the Overview and Scrutiny Commission, an Overview and Scrutiny Committee or a Select Committee has a prejudicial interest in any business at meeting of that Committee where –
  - (a) that business relates to a decision made (whether implemented or not) or action taken by the Executive or another of the Council's committees, sub-committees, joint committees or joint sub-committees; and
  - (b) at the time the decision was made or action was taken the Member was
    - (i) a Member of the Executive or that committee, sub-committee, joint committee or joint sub-committee and
    - (ii) was present when the decision was made or action taken.
- (3) If the interest is a prejudicial interest, the Code requires the Member concerned:-
  - (a) to leave the room or chamber where the meeting takes place while the item in respect of which the declaration is made is under consideration. [There are three exceptions to this rule which are set out at paragraph (4) below].
  - (b) not to exercise executive functions in relation to that business and
  - (c) not to seek improperly to influence a decision about that business.
- (4) The circumstances in which a Member who has declared a prejudicial interest is permitted to remain while the item in respect of which the interest has been declared is under consideration are:-

(a) for the purpose of making representations, answering questions or giving evidence relating to the item, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise, BUT the Member must leave immediately after he/she has made the representations, answered the questions, or given the evidence,

(b) if the Member has obtained a dispensation from the Standards Committee, or

(c) if the Member is the Leader or a Cabinet Member and has been required to attend before an Overview and Scrutiny Committee or Sub-Committee to answer questions.

**C** Declaration of Party Whip

To seek declarations of the existence and nature of any party whip in relation to any matter on the Agenda as set out at paragraph 8 of the Overview and Scrutiny Ways of Working.

**D** Exclusion of Press and Public

To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

*NOTE: Any item appearing in Part 2 of the Agenda states in its heading the category under which the information disclosed in the report is confidential and therefore not available to the public.*

*A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls.*

**BRIGHTON & HOVE CITY COUNCIL**

**CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE**

**2.00PM 14 DECEMBER 2009**

**COMMITTEE ROOM 3, HOVE TOWN HALL**

**MINUTES**

**Present:** Councillors Randall (Chairman); Davis, Drake (Deputy Chairman), Marsh, Hawkes, and Taylor

**Co-opted Members:**

**PART ONE**

**44. PROCEDURAL BUSINESS**

**44a. Substitutes**

Mo Marsh for Craig Turton  
Keith Taylor for Amy Kennedy

Apologies from Averil Older  
Apologies from Carol Theobald

**44.b Declaration of interests**

Mo Marsh declared that she was a member of the Brighton Dome Board.

**44.c Exclusion of press and public**

In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if member of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I(1) of the said Act.

**44.c Resolved** – *That the press and public be not excluded from the meeting.*

**45. CHAIRMAN'S COMMUNICATIONS**

45.1 The Chairman said it was the first time that CTEOSC had considered the budget prior to Council. The Committee's comments would be forwarded to the Overview and Scrutiny

Commission for its budget meeting on 26<sup>th</sup> January 2010 and then on to 11th February Cabinet.

45.2 He explained that Ian Shurrock was here from the Environment Directorate as sports and leisure fell under the remit of CTEOSC. Also present were both the Cabinet Members for this area, Councillor David Smith and Councillor Ted Kemble, who would make short presentations on the budget and their areas of responsibility.

#### **46. BUDGET UPDATE & DIRECTORATE BUDGET STRATEGIES FOR 2010/11**

46.1 Cllr David Smith began by emphasising that the Culture & Enterprise Directorate was one of the best known and positively regarded in the city. However, it was facing cash limits. It was responding to this by focussing on customer care and improving its ICT. The Directorate wanted to concentrate on its core activities and increase value for money, for example by increasing sponsorship. It was also looking at innovative ways of delivering services such as transforming community libraries into hubs.

46.2 The service was hoping to achieve a 6% level of savings which represented £722,000. This would be achieved by increasing efficiency to save £495,000 and increasing income by £227,000. They would then reinvest £236,000 into the services, with £190,000 for the Pavilion and museums services and £46,000 into the library service.

46.3 The Directorate faced a number of service pressures including a £360,000 shortfall because of the downturn in the economy. In addition they had service pressures in the area of Supported Employment because of the grant funding from the Department for Work and Pensions coming to an end. A one off corporate allocation from reserves of £180,000 had been provisionally allocated to fund a transitional period from the end of the grant funding.

46.4 Tourism & Venues had already undertaken a review of their back office in order to save £68,000 and there would be reductions in the costs of senior management and administrative staff. Other reductions would be found from introducing timed tours at Preston Manor and reducing the opening hours of the Booth Museum (Thursday to Saturday, from 10am to 5pm and Sunday 2-5pm), alongside opening for pre-booked times. The Brighton History Centre services would be moved to the Jubilee Library, in anticipation of the development of The Keep. This relocation to Jubilee Library would enable access to limited local and family history resources across seven days a week. The re-location of the Centre would also free up exhibition space, which could be used to house exhibits from the Booth Museum.

46.5 Cllr Ted Kemble then told the Committee that his service areas were seeking to make the following savings:

- Reducing the contribution to the Brussels office to £4,000, making £2,000 savings
- Fund the Business Forum with external funds and make a core budget saving of £40,000
- Taking advantage of the low Retail Price Index (RPI) inflation on the Dome contract to generate savings of £25,000
- Streamline the Major Projects Team to save £70,000
- Reducing supplies and services budgets by £30,000



- 46.6 Scott Marshall, Director of Culture & Enterprise told the Committee that firstly, for staffing in the current year they were holding posts which had become vacant, in order to offset against the current overspend. Then the proposals for 2010/11 would affect 22 posts, of which 6 were vacancies and there were 12.38 (full-time equivalent) posts which would be deleted.
- 46.7 When asked how the deletion of these posts would be managed, Mr Marshall explained that, in line with council policy, on the 10<sup>th</sup> December they had issued two staff consultation documents. The first outlined the general pressures facing the Directorate. The second document contained detailed implications for each team and a timetable for consultation. Copies of these consultation documents were issued to the Unions at a Departmental Consultative Group meeting on 10<sup>th</sup> December 2009.
- 46.8 The results of the consultation will be presented to staff on the 18<sup>th</sup> of January 2010. It was then confirmed that all staff were aware of the proposed changes, with the exception of staff who had been unwell and not at work in the last week. The Committee heard that the Directorate would do all it could to minimise the number of potential redundancies.
- 46.9 Sally McMahon, Head of Libraries and Information Services clarified what would be the process of transferring the Brighton History Centre services (managed through Museums and Libraries) to Jubilee Library and then to 'The Keep'. The Centre was jointly funded from both the Museum and Libraries budgets. The service was already looking forward to the move which would see all the archived material transferred to 'The Keep'. They wanted to preserve a limited level of access to local and family history resources in the city centre and the Library was the logical place. The main resources to be transferred to Jubilee Library would include online resources, microfiche and microfilm resources, and some of the book stock and heavily used archive materials. Storage there would be possible in spaces such as the rare books room. Access to the bulk of the archive would still be possible by ordering items in advance.
- 46.10 Mr Marshall explained that on the income side they had identified £190,000 in recognition of the tough financial climate and the need to offset reduced financial income. Janita Bagshawe, the Head of Royal Pavilion & Museums said that they had explored other income generation areas, including the selling of expertise. The intention was to generate £20,000 e.g. through the Security & Fire Manager. However, opportunities were limited in most areas and would provide little return. The service was lucky to have the Royal Pavilion as an attraction, as it allowed for the generation of so much more income that other local authorities could rely on. However, the targets were very high and the achievement of these had been very difficult over the last two to three years. To achieve the targets, service improvements had taken place including a new ticketing system, which would allow for on-line booking in the New Year and also a contact centre, which had led to a reduction in the percentage of calls.
- 46.11 Ms Bagshawe felt that the service had explored all the key areas for income generation, and it was generally agreed that the focus needed to be on:
- Admission price
  - Function hire

- Catering
- Retail

Ms Bagshawe also pointed out that sponsorship and funding through Trusts and Grant giving bodies had become harder to find. Therefore, the Royal Pavilion & Museums was looking to secure funding through individual giving. This would lead to a mixed economy for the budget, comprised of:

- Local authority
- Earned income
- Individual giving

Already, nearly 60% of the budget was earned income, which compared very well to other local authorities. Anne Silley, Head of Financial Services, explained that when setting corporate fees and charging systems they were trying to be as innovative as possible. The Committee felt that they would like to receive a paper in the New Year on the future direction of funding.

46.12 The Committee asked for confirmation of the proposed reduced opening hours for the Booth Museum and the proposals to move items to either the History Centre or other museums. It was an educationally important site that could benefit from a holistic approach rather than piecemeal one. Although the future of the museum had already been looked at before, it was felt to be such a gem and deserved to be the subject of a Scrutiny.

46.13 Mr Marshall said that since 1990 the number of visitors had dropped by 10,000 from c35,000 in 1990 to c25,000 in 2009. He confirmed that the average daily visits (non-school) were as follows:

- Monday – 52
- Tuesday - 42.7
- Wednesday – 39.6
- Friday – 55.6
- Saturday – 96
- Sunday - 46

46.14 Therefore the intention was to maximize the peak days for visiting.

46.15 Ms Bagshawe told the Committee that this issue was in the Museums Strategic Forward Plan and they would be starting a collections review of Natural History in January 2010. The museum housed very significant collections and it was important to look at the, educational use and best places for display.

46.16 Ms Bagshawe explained that there had already been three previous plans to develop the Booth Museum. In the 1980s, the Council explored the possibility of extending the Booth through the purchase of the adjacent house. The cost of this redevelopment would have been £3.5m. In the 1990s a plan to reconfigure the Booth was aborted as it became Listed and the significant alterations would not have got List Building Consent. Funding was then secured in 2000 for a feasibility study. The study concluded that the

stored collections were moved out of the Booth, leaving the Booth for display only. The capital costs for this project were £2.5m and there would have been additional revenue costs for the displaced Booth collections. Only 1% of Booth collections are displayed.

- 46.17 The service planned to re-explore the collections by different themes and could potentially secure funding to pilot this as some funding had recently been announced for Designated Collections. Expressions of interest in the funding had to be submitted by the end of December 2009.
- 46.18 The Committee felt that it would be useful to have a scrutiny into the Museum, for example looking at issues such as its Natural History Collection, next year.
- 46.19 Paula Murray, Head of Culture & Economy then confirmed to the Committee that the funding was in place for the Business Forum next year.
- 46.20 The Committee asked for more detail on the proposed improvements to the modernisation of Jubilee Library services. Ms McMahon said that while it was yet to be decided, they were currently looking at the business case for buying e-books and downloadable music and audio books.
- 46.21 The Committee enquired what would happen to Castleham Supported Employment Service in one year following the loss of the DWP funding. Ms Murray explained that the budgetary implications of this issue had been included in the budget strategy to Cabinet. It had been agreed to fund a one off allocation of £180,000 to keep the service open during 2010/11 for a transitional period, while careful consideration was given to the options for the future of the service and employment of its staff. For example, to work closely with the proposed kitchen production centre to find alternative employment for staff. Members praised this example as a good piece of partnership working.
- 46.22 Mr Marshall explained that when proposing the deletion of posts in the Royal Pavilions and Museum, the focus was on delivering Value for Money. This would be assisted by the new ticketing system and, where possible, maintaining front line services. In contrast the efficiency savings last year had focussed on senior staff, which had achieved about £236,000 savings.
- 46.23 When asked if he had been able to preserve services while making these savings, Mr Marshall told members that our performance in National Indicator 11 was the highest outside London. Our performance was also very good on other customer satisfaction measures. The Committee then asked him if he was confident that the service could perform satisfactorily in 2010/11, given that it depends so heavily on generating income. Mr Marshall drew their attention to the cuts the service had made in order to reinvest, for example to make improvements into the library service.
- 46.24 Ms Silley explained that systems thinking consisted of looking at all aspects of the service from the point of view of the customer. Each process was examined from the initial inquiry to the outcome, to check whether any task that we had undertaken did not have a purpose. It was a specific management technique which focussed on the customer.

- 46.25 Adam Bates, Head of Tourism & Venues confirmed that his service could also improve its performance in the areas it has set. It had delivered efficiencies last year, while improving income generation and performance. For example, they had renegotiated catering contracts and improved partnership working on the ticketing system. They have discontinued the premium rate for contacting the visitor centre and believed they could compensate by achieving increased bookings.
- 46.26 Members raised the issue of the marketing of venues. Ms Bagshawe informed them that the Old Courthouse was used a reasonable amount, primarily for lectures, due to the way it was funded. Last year the venue was used 64 times, of which 24 were educational events. There were planning restrictions on its conditions of use, regarding opening hours and no amplified noise which could leak to other buildings, that had led it to being primarily used by the Universities.
- 46.27 The Members were told that there was insufficient space in the venue to build a value generator such as a café. The venue was promoted alongside the Pavilion and the Theatre and the on line ticketing system would give it a presence on the web. The fees and changes for the Old Courthouse had been agreed by the Culture Cabinet in autumn. When asked if the venue broke even, Ms Bagshawe confirmed that the corporate hire fees were set to recover full costs, but not the educational hire charges. The committee agreed that it should consider at a later date the use of the Old Courthouse and other council owned venues, by the Council.
- 46.28 Mr Marshall said that consultation on these budget proposals had focussed on the management team and cabinet members. Since the information had become publicly available, they had been informing stakeholders such as the Arts Council and the Brighton Dome and Festival.
- 46.29 Members asked whether increased energy costs had been taken into account. They heard that these costs are looked at monthly and would form the basis of future contract negotiations. Ms Silley had been told by colleagues in Property Services that energy costs are likely to go down.
- 46.30 Ms Murray described the work that had been done to share support teams in the Directorate. Both her teams had been relocated together and were sharing a number of support staff. A review had been carried out into how the teams could be better supported and the findings have been reported to them. For example, looking at pressurised times in the year, such as two weeks before the White Night Festival.
- 46.31 Ms Murray told members that the draft Executive Response to the Environmental Industries Scrutiny had informed the allocation of posts. They had just appointed a junior research post and a Section 106 post and were re-examining other posts. The current thinking was that to appoint a sub-sector specific post, every time attention was needed for a particular business sub-sector was not sustainable. Therefore they were more likely to re-cast the Creative Industries Officer post, to give the replacement post responsibility for specific sub-sectoral development such as creative and environmental industries. The findings of the Panel had demonstrated that the needs of both sectors were similar, even though the sectors were at different stages of development.

- 46.32 Ms Murray then explained that the contract with the Brighton Dome was linked to the RPI, which allowed them to make the saving. Brighton Dome and Festival Ltd were aware of these figures, were making their own significant savings, had appointed a new Head of Development and were planning well for the future.
- 46.33 David Fleming, Assistant Director of Major Projects, described the collaborative approach being taken between the Falmer Community Stadium, Falmer Academy and the Universities. The individual project managers met as a group on a regular basis to discuss issues such as common footpaths, emergency routes, highway works and proper access. When asked if this could lead to joint procurement, Mr Fleming couldn't see why not, but to some extent this would be determined by timing. Members asked if this good practice could be transferred to Preston Barracks.
- 46.34 Councillor David Smith stated that the last two years had been difficult for the Sports and Leisure service, particularly due to energy costs which had hit the King Alfred especially hard. They had managed to introduce the free swimming for under 16s and over 60s. They also expected to raise £80,000 from the sale of new beach huts. Ian Shurrock, Head of Sport & Leisure confirmed that the huts are currently subject to a planning application and could sell in the region of £10,000 each.
- 46.35 Mr Shurrock explained that the rent reviews for the sea front businesses were undertaken individually. They now had an in-house surveyor to carry out the rent reviews of small businesses but needed the specialist expertise of an external surveyor for the large clubs. He explained that the practice of using an external surveyor had been incorrectly reported. The external surveyor had been paid by either a fixed retainer or a fee linked to the increase in rent on certain properties.
- 46.36 When asked if the businesses had been informed of the rent rises and if they could reach up to £80,000, Ian Shurrock confirmed that the rent increases only applied to those businesses who were due to rise this year, or had rent reviews outstanding. Members emphasised that this could be a sensitive issue for small businesses if they faced a rent increase due to the council not carrying out this task.
- 46.37 Mr Shurrock told the Committee that Mytime Active (a Social Enterprise not-for-profit trust) from Bromley had been awarded the contract to manage the council's golf courses. They also ran courses in Bexley and Maidstone. This was a ten year contract and could ensure that the savings could be met while securing the future of two golf courses. An exciting part of the contract was a golfing programme it would run for both young people.
- 46.38 **RESOLVED** – *that the above comments on the proposals go onto the Overview and Scrutiny Commission on 26<sup>th</sup> January 2010.*

The meeting concluded at 16.15pm

Signed

Chair

Dated this

day of

**BRIGHTON & HOVE CITY COUNCIL**

**CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE**

**4.00PM 23 NOVEMBER 2009**

**COUNCIL CHAMBER, HOVE TOWN HALL**

**MINUTES**

**Present:** Councillors Randall (Chairman); Drake (Deputy Chairman), Harmer-Strange, Kennedy, Marsh, Older and Turton

**Co-opted Members:**

**PART ONE**

**32. PROCEDURAL BUSINESS**

**32a Substitutes**

32.1 Councillor Mo Marsh for Councillor Pat Hawkes and Councillor Averil Older for Councillor Carol Theobald.

**32b Declarations of Interest**

32.2 Councillor Davis and Councillor Older both expressed an interest in Item 38 as a member of the Board of the Arts Commission.

**32c Exclusion of press and public**

32.3 In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be a disclosure to them of confidential or exempt information as defined in section 1001(1) of the said Act.

32.4 **RESOLVED** – *that the press and public be excluded from the meeting for the discussion of Item 43 under Category 3.*

**33. MINUTES OF THE PREVIOUS MEETING**

33.1 It was noted there was an incorrect figure in paragraph 24.3. The figure 22,5000 to be amended to read 22,500.

**RESOLVED** – *that the minutes of the meeting held on 7 October be approved and signed.*

#### **34. CHAIRMAN'S COMMUNICATIONS**

34.1 The Chairman told the Committee that he had attended the White Nights festival, which had been very successful. He had also attended the photo bi-annual in the Piers Gough building in Black Lion Street and the annual Sports Awards. It was noted that Andy Glover, the Economic Development Officer, had won an award for his work with the Portslade Cricket Club.

34.2 There had also been the first tripartite meeting between the Chairman of the Committee, the Director of Culture and Enterprise, the Cabinet Member for Enterprise, Employment and Major Projects, and the Head of Scrutiny. The Chairman suggested that the Committee should pursue a more structured dialogue with the Local Strategic Partnership and that this should be incorporated into the future work programme.

34.2 Councillor Davies informed the Committee that she had attended some of the Osaka film showings which had been very impressive.

#### **35. QUESTIONS AND LETTERS**

35.1 There were none.

#### **36. BRIGHTON MARATHON - VERBAL UPDATE**

36.1 The Chairman welcomed Tim Hutchings and Tom Naylor of the Grounded Events Company to the meeting. They updated the Committee on the Brighton Marathon.

36.2 There had been tremendous progress and the 12,000 places for the Marathon had filled very quickly. 9,000 of these were own place runners and the remaining 3,000 were charity places going to around 140 charities. They were confident that the event was reasonable economically viable for this year.

36.3 A map of the route was circulated (for copy see minute book). From around 11am the Marathon was a coastal race, and by noon at the latest it would be out of the city. This had allowed them to move forward with the emergency services. Mr Hutchings went through the route, which now goes around the Shoreham Power Station. There was 16 miles of road with lots of 'out and back' which meant that the places reserved for the medics, refreshments, water stops etc would all get the runners twice. The race was currently 6 metres too long but it would be exactly 26.2 miles.

36.4 Discussions were underway with Channel 4 for a highlights package that would be broadcast around 2 weeks after the race. It would be a blend of the Marathon and the culture of the city.

36.5 Runners could only enter the Brighton Marathon on-line. Around 25% of runners not showing is average so they will work towards a maximum of 10,000 participants. The



Grounded Events Company recently sent out a questionnaire asking participants how many people they planned to bring with them and the average response was three. They were talking to all the hotels as around a third of participants were expected to stay in the city. They were also talking to Churchill Square about the possibility of changing the Sunday opening hours to 12pm until 5pm. There would inevitably be transport issues, but there would be a 'blue light' lane in place along the sea front for the emergency services. All homes in the area would receive a leaflet detailing what was happening.

36.6 The planning was still underway with the events and entertainment sites still work in progress. There were 25 marathons in the UK and they were confident that they would be the number 2 marathon, after London.

36.7 Councillors then asked questions. In response to a question, it was expected that the Brighton Marathon would attract a number of top runners. It was also explained that the timing had been related to the London Marathon but the demand for places had been great and places had filled up even before London had released its list of failed applicants. They had offered to refund money for applicants who had also got into the London Marathon, but out of 350 runners, only 68 had asked for a refund: the others were either running both marathons or had deferred their London place.

36.8 Following a question on the trains, it was confirmed that they had regular meetings with the train companies and confirmed that Preston Park would remain open. Discussions were underway over the possibility of a special London-Brighton Marathon train. They would also encourage park and ride and train and ride schemes, parking at Gatwick or Haywards Heath.

36.9 There were 5 members of staff, but around 1200 volunteers were expected on the day. There was a lot of goodwill and excitement in the city. In terms of working with local businesses, they were looking at offering local businesses the option of putting their logo on the Brighton Marathon website with a printable voucher that could be used as a 'Marathon special' – for example, buy-one-get-one- free offers.

36.10 They were in negotiations with a blue chip company that may sponsor the event. There were differing levels of sponsorship, for example, Frosts were providing a fleet of cars for the day. Other companies were supplying cereal bars or other items for the goody bags for runners at the end.

36.11 The Chairman thanked Mr Hutchings and Mr Naylor for their useful and informative update. He noted that the event would be good for both the city and the economy.

## **37. VISITBRIGHTON CONTACT CENTRE REVIEW**

37.1 The Visitor Services Manager, Suzanne Mantell introduced the report. She explained that since 2000, the VisitBrighton Contact Centre had operated a premium rate line. Prior to this, only about 51,000 of 500,000 attempted calls were being answered. Following the introduction of the premium rate line, all calls were answered. The number of calls and income had dropped by around a third year-on-year. There were six options. Option 1 was to keep the premium rate line but it was suggested that this was unsustainable. Option 2 was to keep the line but change the costs but this would further reduce income. Option 3 was to increase the cost of the calls

but this may lead to a drop in call volume. Option 4 was to use an 0871 number. Option 5 was the favoured option – to relocate to the Royal Pavilion and work with that team. This option would enable the Visitor Centre to charge a local rate and use the system in place for the Pavilion. They could have different numbers for different aspects of the service. Option 6 was to cease call handling but this would send out a negative message.

37.2 A question was asked about what contingency plans were in place to deal with the danger that the number of calls might grow and there would not be sufficient people to answer the calls. In reply, Ms Mantell explained that they would work with the Pavilion staff and the new system allowed the manager to see the volume of calls and act accordingly. It was hoped that more inquiries could be converted into bookings as more people would use a local number.

37.3 In response to a question, it was confirmed that there were currently 3 or 4 counter staff at the Visitor Centre but the telephone calls were answered at Brighton Town Hall. 1 or 2 people would be relocated to the Pavilion Contact Centre. It was confirmed that no posts would be lost under Option 5.

37.4 Further information was requested on why VisitLondon had ceased to offer a call handling service. It was explained that this stopped around 8 years ago as it was felt that they were not influencing businesses in the city. VisitLondon were now solely a marketing organisation.

37.5 The report stated that when the premium line service was introduced, it was supported by the Brighton & Hove Hotels Association. Elaborating on that, it was explained that the Association were pleased that calls were no longer missed. They contributed to the work of the Visitor Centre through the partnership scheme. Also the Visitor Centre took a 10% deposit when a hotel room was booked, the other 90% was paid later to the hotel.

37.6 During the discussion of the report, of those members who expressed a preference, Option 5 was supported.

37.7 **RESOLVED** – (a) that the Review and its recommendations are noted; and (b) that the comments of the Committee are forwarded to the Cabinet Member Meeting on 8 December.

## 38. UK CITY OF CULTURE PROPOSAL

38.1 The Chairman gave apologies on behalf of the Head of Culture & Economy, Paula Murray, who was unable to attend the meeting due to ill health. The Chairman outlined the current situation in UK City of Culture bid and explained why the decision had been taken that the initiative was not right for the city. One of the main reasons was that Brighton & Hove does not have the same 'step change' to make as other places that were bidding which meant there would not be a massive difference between the activity now and that going on under the City of Culture initiative. The Council and its partners were also unwilling to sign up to a much larger speculative budget in the current economic climate, and the timing was possibly not right for the city. There had been the feeling that trying to tailor events to someone else's agenda was a restriction rather than an enabling device.

28.2 The feedback from the initial outline proposal submitted to the Department for Culture, Media and Sport (DCMS) was that the emphasis would be on new and additional events and that may result in destabilising the existing cultural calendar in the city. There had been discussions about the idea of supporting other bidding cities and this may be a way forward.

28.3 It was noted that there had been a feeling during discussions that the pace was not one that was natural for the city. It was also about money: it had cost Liverpool City Council around £70m when it was the City of Culture.

28.4 It was remarked that most people had been supportive of the initial idea but that the costs were now too high. It was agreed that it was right to express an interest, but the decision not to proceed was the right one.

### **39. LOCAL AREA AGREEMENT 09/10 MID YEAR PROGRESS**

39.1 The Corporate Performance Officer for the Culture and Enterprise Directorate, Lisa Shaw introduced the report. The data had yet to go to Cabinet on 3 December and the comments of the Committee could be forwarded to Cabinet, if required. The report detailed 10 delivery plans for the priorities within the Local Area Agreement, of which 3 are red, 1 amber, 4 green and 2 grey. The red indicators were the number of people on out of work benefits (22,970 four quarter average to May 09) and GVA per capita (detailed information was presented about these indicators to the Committee in October 09). Another area off target is the number of 16-18 not in education, employment or training (NEET). When looking at the NEET figure in August 08 and again in August 09, there had been almost a 25% increase in numbers. The amber figure concerned adult participation in sport which has seen a slight drop in performance between surveys. Targets on track included engagement in the arts, children in organised visits to museums, engagement in Libraries and the business registration rate.

39.2 The Head of Libraries & Information Services, Sally McMahon, introduced the remainder of the report which focused on three areas of performance for that service. Indicator NI9 measures members of the adult population who had used a library service and Brighton & Hove were scoring well (52.3%), being in the top quartile of performance nationally. The cost per visit statistics showed Brighton & Hove had a lower than average cost per visit to libraries compared with our 15 nearest statistical neighbours. The satisfaction figures were going well, despite a drop from 80.3% to 73.3% which may be accounted for by the use of different surveys. The effect of the Jubilee Library development may also have accounted for a steep rise in previous years which was now wearing off.

39.3 The percentage take up of available ICT time in libraries was a red indicator. Up to the end of September 2009, 45% of available time and computer space was taken up, against a target of 50%. Lower performance was attributed to inconsistencies in data collection, for example not recording the use by Homework Clubs. Statistics for usage showed that 68% of users had no home internet connection; this was 48% in 2006. Over 90% of users were satisfied with staff support. Ms McMahon explained that the intention was to change this performance measure to one that measured user satisfaction with the facilities. Current performance would give a 77% satisfaction level.

39.4 A question was asked about the restriction of usage to one hour slots, and whether time could be extended to, for example, two hours. The time slot was available at time of booking but it was possible to stay for longer in the community libraries if there was no following

booking. There were also some computers that, for 15 minutes, offered drop-in access. However, Ms McMahon agreed that the issue of longer time slots could be considered. Following further comments on the issue and whether it was signposted in the Jubilee Library to signpost the community libraries, it was agreed that further could be done to advertise the community libraries and the additional staff support available there. Computers were due to be replaced and further marketing would be undertaken when the new computers were in place. In terms of the figure showing a fall in home internet usage, a report that looked at the data from a range of surveys was going to be produced in the New Year.

39.5 Following a question on who were Brighton & Hove's comparator authorities, Ms Shaw agreed to provide that information. Ms McMahon noted that CIPFA decided who the comparator group were, and no one local authority had the same group. A question was asked on what the performance grant available was: the Performance Officer commented that this was around £1.5m across the whole of the LAA and it would be worked out in 2011, depending upon meeting targets set.

39.6 Concerning indicator NI152, a more detailed matrix of what benefits were being claimed was requested: Ms Shaw agreed to look into the available figures and supply this information to the Committee.

39.7 The Chairman thanked Ms Shaw and Ms McMahon and commented that the city was still doing well on new business registrations. It was agreed that the next performance report should focus on this data.

38.8 **RESOLVED** – *that the next area of focus for the performance report would be business registrations in the city.*

#### **40. BUSINESS RETENTION AND INWARD INVESTMENT STRATEGY**

40.1 The Economic Development Officer, Andy Glover, introduced the Business Retention and Inward Investment Strategy (BRII) update report. The Action Plan for the first year was broken down into seven key areas and Mr Glover updated the Committee on what had happened in each area for the last six months. The Welcome Pack was in the final stage of production and would be a folder with individual inserts. A database for information on investor information has been purchased by FDI Markets and the appropriate officer would be trained. The commercial property database had been reviewed and improved and would be launched on the Council's website at the end of November. This also included revised monitoring and reporting procedures. Inward investment inquiries were now being handled more proactively and an Inward Investment Board had been formed. SEEDA had promised to develop a proposition paper for Brighton & Hove to send to overseas representatives. SEEDA were also reviewing their sector support programme: five of SEEDA's key sectors were also Brighton & Hove's key sectors. A new Research Officer had been appointed. A number of events had been held with the Economic Partnership and the University of Sussex to promote the BRII.

40.2 Following a question, Mr Glover outlined the key sectors as including environmental industries, digital media, creative industries, financial sector, and food and drink manufacturing. The issue of cabling and data was raised and how to encourage landlords to update premises? Queensbury House was an example of a building that had been upgraded. On the Welcome

Pack, a question was asked about how it would be available and timescale. Mr Glover informed the Committee that there would be 16 inserts and it had been a long process with different authors involved. Following a question on why buildings such as the Piers Gough building were empty, Mr Glover noted that the rental prices were high compared to West Sussex and Crawley. For example, a building in Lancing was £10 per square metre less than the Queensbury Building in Brighton.

40.3 The Chairman suggested that it would be helpful to have a report on commercial accommodation and it was agreed that it would be interesting to invite a commercial agent to attend that meeting.

40.4 Mr Glover offered to send a link to Councillors to the Welcome Pack when it was available. Queries were very wide ranging and people wanted office space for 7 or for 150 people.

40.5 **RESOLVED** – *(a) that the Committee continued to receive updates on the BRII strategy and (b) that a report on commercial accommodation was brought to a future Committee meeting.*

#### **41. WORK PROGRAMME**

41.1 The Chairman informed the Committee that the next scrutiny panel on children and culture would start in 2010. It was agreed to include archaeological sites to the report due in July 2010 on the historical artefacts in the city. It was confirmed that Councillor Davis would liaise with the Arts Commission and the Brighton Institute of Music.

41.2 The Director of Culture & Enterprise updated the Committee on the response to the Scrutiny Report on Environmental Industries. The response was almost complete and an additional Cabinet Member Meeting would be scheduled in January 2010 to consider the report and the Executive response.

#### **42. ITEMS TO REFER TO CABINET MEMBER, CABINET, OR COUNCIL**

42.1 **RESOLVED** – *that the Item 37 on VisitBrighton Contact Centre be referred to the Cabinet Member Meeting in December with the Committees' comments.*

#### **43. PART TWO MINUTES FROM 7 OCTOBER 2009**

43. **RESOLVED** – *that the minutes of the Part Two session of the meeting on 7 October 2009 be approved and signed.*

The meeting concluded at 6.00pm

Signed

Chair

Dated this

day of

<b>Subject:</b>	<b>Royal Pavilion Garden Strategy</b>		
<b>Date of Meeting:</b>	<b>4 February 2010</b>		
<b>Report of:</b>	<b>Director of Culture &amp; Enterprise</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Janita Bagshawe</b>	<b>Tel: 29-2840</b>
	<b>E-mail:</b>	Janita.Bagshawe@brighton-hove.gov.uk	
<b>Key Decision:</b>	No		
<b>Wards Affected:</b>	All		

**FOR GENERAL RELEASE**

**1 SUMMARY AND POLICY CONTEXT:**

- 1.1 This purpose of this report is to present to Culture, Recreation & Tourism Overview & Scrutiny Committee an updated draft of the Royal Pavilion Garden Management & Maintenance Plan and set out the next steps in the process of finalising the overall Royal Pavilion Garden Strategy. It should be noted, that the Plan has been developed to also assist in the achievement of a Green Flag award in the future.

**2 RECOMMENDATIONS:**

- 2.1 For Members to note the draft Garden Management & Maintenance Plan for this significant historic Garden, as detailed in (Appendix A) including its key purposes.
- 2.2 To note the vision and aims for the management of the Garden.
- 2.3 To note the events policy recommendations for the Garden.
- 2.4 To note the next steps in the process of finalising the Strategy.
- 2.5 To ask that the Cabinet Member for Culture, Recreation & Tourism considers comments and recommendations made by this Committee for the Garden Strategy.

**3 RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:**

- 3.1 Work has been underway since the summer of 2009 to prepare an updated Management & Maintenance Plan for the Royal Pavilion Garden.

3.2 As the Culture, Tourism & Enterprise Overview & Scrutiny Committee will recall, a workshop was held in September 2009 to inform and involve Members in the development of the Management & Maintenance Plan. The main issues covered were: the volunteers, horticultural and arboriculture management, anti-social behaviour; Garden interpretation; events and funding.

### 3.3 Vision and Management Aims

The vision and aims for the management of the Garden are:

*'to achieve a balance between conserving its high heritage significance as the foremost, fully restored Regency Garden in England, while enhancing its value, as the most popular Garden in the heart of the City, for public understanding of the Pavilion Estate as a whole and for the enjoyment and involvement in its care through programmes of promotion, community engagement, education and events'.*

- Positively welcome people into the Garden in terms of physical, social and intellectual access.
- Ensure a healthy, safe and secure experience for all Garden users.
- Provide a well-maintained and clean Garden by maintaining its plantings, buildings and infrastructure to a consistently high standard.
- Improve the environmental and ecological quality of the Garden and the sustainability of practices carried out in the course of its maintenance.
- Maintain and conserve the restored historic character of the Garden and increase awareness and understanding of its heritage significance.
- Provide opportunities to increase community involvement, particularly through education, interpretation and activity/events and volunteer programmes.
- Develop an events and marketing strategy appropriate to the Garden's historic character, capacity and role as a public space but which will enable a robust, stable generation of income, enhance the Royal Pavilion Estate experience as a whole and promote it effectively as a community resource.
- Establish an effective, co-ordinated partnership approach to the Garden's management and funding; ensure all those involved including the community representatives in the management and maintenance of the Garden use the Management plan effectively as a working document.

### 3.4 Events Policy in the Royal Pavilion Garden

3.4.1 A key area that the Royal Pavilion Garden Management & Maintenance Plan addresses is that of the staging of events. To date, there have been no clear agreed criteria or guidelines for the type of event deemed appropriate for the Royal Pavilion Garden. Decisions are taken at the discretion of officers. Historically, due to lack of city centre open space, there can be demand to use the Garden for events that are not appropriate to its historic nature. (A Grade II on English Heritage's Register of Parks and Gardens of Special Historic Interest in



England). In planning events, the issues of the historic nature of the Garden, the recovery periods from structures that are placed on the lawns, additional noise and crowding in the Garden are currently not clearly taken into consideration. Commercial events are charged for and other events are allowed free.

3.4.2 A vital aspect of a sustainable and successful events strategy is understanding the Garden and its historical development significance, as well as its current character and use, will help to underpin policies on aspects such as zoning for different levels, types and frequencies of events and, therefore, the standard of repair and maintenance different areas will need (and therefore necessary fee/charging scale) as well as their capacity. As an internationally-iconic site in the city, an event in the 'Royal' Garden should be capable of attracting, and charging proportionately, top-end and exclusive cultural events.

3.4.3 The draft Royal Pavilion Garden Management & Maintenance Plan makes a series of recommendations for the policy, which are included below for Members' consideration.

- The need to identify locations for income-generating events of various types, levels and frequencies within the Pavilion Garden, partly for combined visitor 'offers' (of 'historic house and garden') and partly to increase the understanding and enjoyment of the Garden, through interpretation and educational activities/events (free and paid), for both visitors and local community.
- The need to use the tool of character area analysis (as set out in section 3.2 of the draft Plan - see Appendix A) as the basis for guiding capacity for events. So that the strategy ensures that events are selected and managed to sustain and enhance the fabric and significance and values of the 'heritage asset' ie it should build upon the asset rather than risk damaging it.
- The need to conserve and reveal the historic designed character and role of the East and North-East lawns as demonstrating the picturesque principles Nash and George IV chose for the Pavilion's setting.
- Recognition that the different historic character and current public informal use of the North-East lawn limits its capacity for temporary closure, structures and large crowds.
- Recognition that any event agreed for the King's Apartment lawn must enhance its closed and exclusive character to allow visitors to experience something of the Garden's original purpose.
- The opportunity for achieving some significant income-generating events that re-establish the tradition of cultural entertainments on the main East lawn while, with careful siting and control, retaining much of the open façade as the principal vista for city visitors arriving along the A23.
- The opportunities for developing small-scale events on the West lawns which recognise their present, intensive level of informal use and their value for such by the majority of visitors.
- Consideration of whether the height of the railings should be increased to indicate a clear perimeter for the Pavilion and to allow the area to be secured on

occasions when there is an event taking place on the East lawn. (Consultation and appropriate advice would be needed to resolve this point).

#### 3.4.4 The events agreed for taking place in the Royal Pavilion Garden should take into account the following criteria:

- Acknowledge the historic tradition, established with public ownership in 1850 and continued into the early-mid C20, cultural events on the lawns by developing an events strategy which responds to the points identified above and which is integrated into the overall management strategy for the Garden.
- Define the criteria for the type, level and frequency of events based on those of the C19 and early-mid C20 which appear to have been less intensive and to have complemented the historic character of the Garden as defined in the 'Site Significances' and the above-described historic characters.
- Re-establish the Eastern lawn, as the largest open space and least used by the public, as the preferred location for the more extensive events as C19 and early C20 tradition. The strategy will include the Royal Pavilion & Museums specifying criteria defining the nature, size and frequency of the events, preferred locations for all structures and servicing facilities and the management of event visitors, preferably retaining a significant length of East façade open to view from the Steine and avoiding impact on the remaining areas of the Garden. All events on the East lawns would be agreed on a commercial hire basis – no free events would take place there.
- Publication of events strategy, once it has been agreed, including the reasons for vigorous control of its implementation; advance notice event programme.
- Restrict events on the west lawns to those which are more appropriate to community preferences (as per survey findings) and which are inclusive and do not require areas to be closed off. Avoid large, intrusive and heavy structures and any installations which might cause damage to lawns and blight their everyday use.
- Undertake appropriate/additional public/stakeholder consultation specifically as part of developing the events strategy, building on past recent user survey and Pilot Garden's Events Programmes, with particular exploration of views on the acceptable nature and frequency of events and attitudes to lawn closure.
- Apply capacity analysis to lawns to guide frequency and intensity of events and allow lawns to recover. Build in budget (and/or by charging deposit/upfront payments to event sponsor) to pay for lawns to be maintained to a higher quality and density of sward throughout the year than is presently the case.
- Acknowledge that more frequent use and heavier structures and footfall will require more intensive and more expensive maintenance and, in the case of the East lawn, renovation to counter previous years' neglect and compaction from building repair activity.
- Explore and evaluate the capacity of the Garden as a whole to manage access for major events on East lawn; measure acceptability of event against outcomes from this.

## 4 **CONSULTATION**

- 4.1 The Plan has benefitted from the active involvement of members of the Culture, Tourism & Enterprise Overview and Scrutiny Committee, through a workshop held in September 2009 to look at the main areas of the Management & Maintenance Plan.
- 4.2 Royal Pavilion Garden Volunteers.
- 4.3 Users of the Royal Pavilion Garden and other stakeholders through surveys.
- 4.4 Further consultation to be carried out with other key stakeholders before the Plan, including the Events Strategy is finalised.

## 5 **FINANCIAL & OTHER IMPLICATIONS**

- 5.1 The first phase costs for the preparation of the revised management and maintenance plan are expected to be approximately £2k. Currently the Royal Pavilion Garden is maintained by one gardener (funded by CityParks) supported by a team of volunteers. During the summer months the RP&M funds two security staff to patrol the area. In recent years, monies received from events which have taken place in the Royal Pavilion Garden has averaged approximately £2kpa. The development of a programme of appropriate commercial events alongside charitable and community events, could help generate a stable income stream for the service, to assist with future achievement of income targets.

Finance Officer consulted: Peter Francis, Accountant – 26/01/10

### 5.2 **Legal Implications**

- 5.2.1 Apart from the suggestion that a revision take place to the current Dog Control Order to include the Royal Pavilion Garden within its powers, there are no legal implications arising from this report.

Lawyer Consulted: Bob Bruce Principal Solicitor 25.01.10

### 5.3 **Equalities Implications**

With proper of the kind of events which should take place in the Royal Pavilion Garden there is an there is an opportunity to broaden the age range of the volunteers by developing new partnerships.

Equalities Officer Consulted: Maureen Pasmore – 26/01/10

### 5.4 **Sustainability Implications**

The Garden is managed on organic principles. The sustainability and conservation of these historically significant Gardens is dependent on the implementation of a proper management plan.

### 5.5 **Crime & Disorder Implications**

In carefully considering the kinds of events which take place in the Garden there may be opportunities to reduce the current levels of anti-social behaviour within it.

5.6 **Risk and Opportunity Management Implications**

None

5.7 **Corporate / Citywide Implications**

The actions from the report are necessary in order to ensure the ongoing maintenance of the Royal Pavilion Garden.

6 **EVALUATION OF ANY ALTERNATIVE OPTION(S)**

None were considered.

7 **REASONS FOR REPORT RECOMMENDATIONS:**

7.1 To enable the Division to progress with the work, complete the report and to produce both a budget strategy and an events strategy.

8 **SUPPORTING DOCUMENTATION**

8.1 Appendices: The Royal Pavilion Garden Management & Maintenance Plan.

8.2 Documents in Members' Rooms: None

8.3 Background Documents: None

# DRAFT

## MANAGEMENT AND MAINTENANCE PLAN FOR ROYAL PAVILION GARDEN

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- 3.2 Definition of the Garden's Various Character Areas, their Use, Condition & Significance
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- 4.1 A Welcoming Place
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- 4.3 Sustainability
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- 4.6 Marketing & Events
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**5 MANAGEMENT VISION & AIMS**

- 5.1 The Management Vision
- 5.2 Management Aims
- 5.3 Management Objectives

**MANAGEMENT (to follow)**

**MAINTENANCE (to follow)**

This chapter will provide guidance for the maintenance of all elements of the restored garden, both soft and hard features. It will be designed to accommodate the Garden Manager's and Royal Pavilion & Museums' forward action plan as a schedule of tasks with times/date etc.

**6 MONITORING AND PLAN REVIEW**

**APPENDICES:**

- Appendix 1: Royal Pavilion Estate Bylaw
- Appendix 2: Royal Pavilion & Museums Gardens Week 2009 - Audience Survey Summary

## Item 52 Appendix A

More Appendices will be added at a later date. Accompanying illustrative maps, plans and figures also to be added as necessary.

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### 1 INTRODUCTION

**1.1** Background: The garden of the Royal Pavilion is a grade II garden included on the English Heritage '*Register of Parks and Gardens of Special Historic Interest in England*' and is therefore of national interest and significance. It is a garden of Royal origin, designed and laid out for the Prince Regent, later George IV, by the King's Deputy Surveyor John Nash and the Royal gardener William Aiton. The garden, restored from about 1984 in phases over a period of some 16 years forms the Estate and intimate setting for the grade I Royal Pavilion which is the most iconic building in the City of Brighton and Hove, attracting thousands of visitors annually.

### 1.2 Purposes of Plan

The purposes of the plan are to:

- ◆ Develop a criteria-based, coherent and robust strategy for the staging of events which will be appropriate to the historic but public nature of the site and which will generate a stable income and deliver a community/visitor activity and education programme.
- ◆ Establish a partnership for the management of the gardens with clear lines of responsibility which draws on the different skills and knowledge of the parties involved.
- ◆ Explore ways to overcome resource constraints while delivering a high standard of maintenance.
- ◆ Provide a benchmark against which delivery of identified objectives can be measured.
- ◆ Support an application to the Green Flag and Green Heritage Award scheme.

### 1.3 Structure of the Plan

- ◆ The plan starts by describing the historic development of the garden; this is provided in summary form as it is already extensively researched and written up in Mike Jones's very valuable account in '*Set for a King*' (published in 2005).
- ◆ It then reviews the original impetus and reasons for the restoration being undertaken.
- ◆ The condition and current management of the various elements comprising the garden (soft and hard landscape, staffing, events, funding etc) are described.



## Item 52 Appendix A

- ◆ The significance or importance of the garden, its character areas and the ways in which it is valued are defined in this section.
- ◆ This is followed by an exploration of the issues surrounding the conservation of those significances and values and of both the problems and opportunities which are presented in managing them. The headings follow the recommended format for a Green Flag Award management plan.
- ◆ A concise vision and series of aims for the garden's management is then set out followed by the management objectives, presented in a tabular form with tasks, timescales and persons responsible for delivery.
- ◆ The management and maintenance arrangements detail the organisational responsibilities with an organogram showing the management structure. To be added.
- ◆ The final sections provide the detailed guidance and forward plans for the maintenance of all elements of the restored garden, both soft and hard features, a funding plan and arrangements for monitoring and reviewing the plan. To be added.

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## 2 **UNDERSTANDING THE GARDEN: ITS HISTORIC DEVELOPMENT, CURRENT MANAGEMENT & CONDITION**

### 2.1 **Summary of the Historic Development of the Garden**

To follow.

### 2.2 **The Need for Restoration & Restoration Works**

2.2.1 Following the completion of its structural restoration in the 1980s, the grade 1 listed Royal Pavilion has been restored as closely as possible to its appearance in 1822. The next logical step was to recognise the significance of the garden both intrinsically and as the setting for the Pavilion by re-creating its Regency appearance and thus restoring the historic unity of garden and buildings as conceived by its architect John Nash.

2.2.2 The restoration works: The first phase of the restoration took place in the early-mid 1980s with re-creating the beds on the east lawn. This was initiated and sponsored by the Historic Garden Trust (Sussex) with support from John G McCarthy and East Sussex County Council. The second, main phase followed in 1992-4 with construction of the carriage drive, path system and the remaining planting beds. This phase was funded as a joint project by The Hove and Brighton Urban Conservation Project comprising the then Boroughs of Brighton & Hove, English Heritage and East Sussex County Council, with works designed and supervised by ESCC's landscape team. Research was undertaken by the Garden History Society under Mavis Batey and the design of the shrubberies by Virginia Hinze of East Sussex County Council. The final phase, comprising the areas immediately adjacent to the Dome and Museum was completed in 2001/2 following their refurbishment and new entrance arrangements.

### 2.2.3 **Progressive Loss of the Regency Layout & Planting from c1850 Onwards**

- ◆ The 'Picturesque' style in which Nash worked required the buildings to be treated as features contributing to an overall scenic effect and not, as previously in the C18, exposed and dominating bare open lawns. Nash's plan and illustrations show the typical forms of Regency gardening - serpentine paths weaving through lawns and beds containing an informal mixture of shrubs, occasional trees and herbaceous plants in imitation of 'forest' scenery. The layout of the beds created a series of 'open' or 'closed' vistas across the garden and along serpentine paths which introduced the element of surprise and discovery - a key to aesthetic enjoyment.
- ◆ Following the purchase from the Crown of the Pavilion Estate by the Town Commissioners 1850 the Royal, once-private, garden was opened to the public. Their maintenance by the Recreation Committee, later to become

## Item 52 Appendix A

Brighton Parks Department led to a very different style of care, reflecting their much broader public role and use.

- ◆ Both function and fashion in planting displays altered and gradually - and inevitably - their original Regency layout and form were lost. The Pavilion no longer sat within its scenery but became fully exposed to view from all approaches. Colourful and spectacular displays of low-growing, bedding plants became the norm from June to October requiring over 60,000 plants to produce vast displays of massed flowers.
- ◆ The need for guidance on the intervention of new, often essential features into the garden such as park furniture - seats and bins, storage etc and functions that would be suited to the setting of the Pavilion. As Brighton centre's main open space the garden began to host events such as concerts and garden parties to complement the use of the Pavilion itself as the Town's assembly rooms. From the 1970s the Brighton Festival and other celebratory events have used the garden increasingly as a venue, often with large marquees. Many donated trees were planted with no regard to the designed Regency views and vistas.
- ◆ Use of the roads and hard-standing for all-day parking: the isolation of the Pavilion from any form of historical setting was compounded by its separation from the garden on the west front by a tarmac-surfaced road which also functioned as a car park. Parking also took place outside the former Dome entrance (now the Museum entrance).
- ◆ A lack of investment in the garden's fabric: its entrances, paths, fencing, walls and balustrading. By the 1980s budgetary constraints and the outsourcing of both management and maintenance under CCT caused even the intensive bedding to be vastly reduced to a few beds of seasonal colour and areas of low-maintenance lawns dotted with trees.
- ◆ High quality archival sources: The lack of physical evidence of the original layout and no planting plans (the design would have been set out on site, possibly by the Royal Gardener William Aiton) was compensated for by a wealth of archival sources, the most important being John Nash's plan and illustrations in his *Views of the Royal Pavilion* published in 1826, the preliminary watercolours and drawings for this in the archive of the Royal Pavilion and also the lists of plants supplied to George IV for the Pavilion found in the National Archives. The books of a contemporary gardener and horticultural writer, Henry Phillips provided fine detail on how plants should be selected, arranged and associated together ('*Sylva Florifera*' (1823) and '*Flora Historica*' (1824)).
- ◆ The survival of the Pavilion estate's original boundary lines (and actual boundaries in a few cases) with only minor alterations caused by later C19 and C20 development allowed the Nash layout to be achieved with only

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moderate amendments. Some compromises were required between historical authenticity and current needs such as the low fencing to protect the shrubberies, access for the Emergency Services and ensuring that security cameras have a clear sight line.

- ◆ The loss of a significant number of mature trees in the storm of 1987 opened up the garden from its previous quite heavily tree-planted and shaded character enabling the Regency character to be re-created without major tree removal.
- ◆ Naturalism is emphasised by unedged lawns and the grass is kept longer to provide the softer character in keeping with Regency gardening customs.

### 2.3 Current Site Condition

#### 2.3.1 Land Ownership & Bylaws

The bylaw which sets out the regulations for the use of the Royal Pavilion Estate was revised in 1997 – this is shown at Appendix 3. In addition, a Street Drinking Bylaw, which includes the Royal Pavilion Garden, came into force in 2001.

#### 2.3.2 Physical Condition of Site

This section is not yet complete and will follow.

#### 2.3.3.1 Conservation Designations

This section is not yet complete and will follow.

#### 2.3.4 Archaeology

Photographs do show some structure having been on the perimeter of the garden rather than in the garden itself. Any future re-planning work would require an archaeological survey to be carried out.

#### 2.3.5 Ecology & Organic Principles

Garden is run on organic principles; this approach is supported by Cityparks who use is as a 'beacon' indicator.

The shrubberies are also managed for ecological benefit through an organic approach. The management of Regency style can work in harmony with increasing wildlife demonstrated by the habitats which have developed.

#### 2.3.6 Regency Design & Current Condition of Shrubberies

The garden is laid out, planted and managed according to the principles of Regency design which re-introduced flower gardens around the house in the form of decoratively 'dressed' flowery shrubberies set within open lawns with a light scatter of

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trees. The style is best described as 'mixed and mingled' with trees, shrubs, herbaceous plants, annuals and bulbs grown together in a balanced arrangement. Plants are placed to achieve picturesque, asymmetric and apparent naturalness in imitation of nature, in particular the scenery of the New Forest with its promontories and islands of furze (gorse) and tree clumps enclosing bays of grazed turf. Shrubberies are managed to display a shaggy, windswept profile, again to imitate natural scenery albeit using a palette of ornamental species. Surprise vistas appear along the winding paths, created by planting large shrubs to overhang or enclose a sombre, shaded length which then opens into sunlight.

In order to maintain the relative proportions of each plant type within shrubberies, they are managed in a state of arrested maturity. Shrubs are replaced or alternatively coppiced or pruned according to species, to maintain light and space for the colourful and seasonal herbaceous plants. Otherwise, the planting is maintained according to standard horticultural principles ie tasks undertaken include weeding, watering, mulching, feeding, splitting and dividing, pruning and replacing, planting bulbs and sowing annuals etc. Plants are selected from a list of species available up to 1825 The list was compiled from a range of sources including those mentioned in Royal archive records, recommended by contemporary writer Henry Philips and offered for sale in contemporary nursery lists.

On the whole the shrubberies are horticulturally in good condition and are being maintained to Regency principles but their current height and density is beginning to compromise the required openness and light, airy character of the garden. A number of beds to maintain the regency principles need refurbishment through replacement, some removal and hard pruning or coppicing. Shrubberies were planted in several phases from the 1980s though the bulk dates from the mid 1990s. It is especially the older shrubberies eg those along the balustrade wall with the Steine that now need attention. A few are beginning to loose their 'Nash' profile as shown on the 1820s illustrations (eg beds either side of path from Princes Place) and others contain plants which now block out key views. There are also a few beds which still need their non-Regency period plants replaced (eg at Princes Place and Pavilion Buildings entrances).

### **2.3.7 Lawn Management & Current Condition**

Regency-style lawns in the garden are generally not clipped short or edged with an edging tool, to maintain a natural character. Bays of lawn 'retire into the shrubberies' in imitation of New Forest scenery. The approach adopted in the garden is to allow grass to grow longer on the lawns where public access is discouraged for both conservation and aesthetic reasons (mainly the King's lawn) and to cut more conventionally on the rest.

A programme of lawn reinstatement has commenced Hooped-top railings prevent edges from being mown and a few areas have suffered grass loss through tree shading and intensity of use. Where areas have restricted access grass condition is much better; resting areas (currently the Dome lawn) also has a beneficial effect.

### 2.3.8 Trees - Role in the Design & Current Condition

The character of the garden should be of an open landscape lightly dotted with trees. Currently tree density on the lawns is greater than Nash's plan indicates. The age and specie range is however very varied (with a few mature elms probably of C18 origin) and of considerable historic, horticultural and ecological interest. Trees appear to be in good condition relative to their age. Trees within shrub beds are being managed to maintain the relationship with the shrubs – pines and laburnums having been removed and replaced in recent years. Trees in lawns in correct positions are allowed to grow to mature size. A small number of donated trees have been accommodated in recent years though space is no longer available for more. Royal Pavilion & Museums are responsible for any tree works. An up-to-date survey to record species and condition etc is required.

### 2.4 BUILDINGS, STRUCTURES & HARD LANDSCAPE (including boundary fencing, walls and balustrade)

**The Café:** The café has a long-standing relationship with the Pavilion garden. A temporary café was established there in 1941 by Herbert Tennent. Mr Tennent's daughter took the café over in 1976 and it has been run by the Sewell family since. The café opens during the summer season only and runs the deck chair concession on the West lawn. From the 2009 season the income from this service will be donated to RP&M. The current building was established following a competition run by Brighton Art College to design a new café. Construction started in March 1950 and the Art Deco-style building took seven months to be completed.

**Siting:** As a building in an historic garden the café is not badly sited in terms of its visual impact; an early C19 proposal was for a glasshouse or conservatory/orangery to be constructed at this end of the garden. The café acts as a hub to draw visitors away from the main entrance and immediate setting of the Pavilion itself, thus relieving traffic there. It also is in a good position to serve activities on the main west lawn and to a limited extent in New Road itself although it is screened by vegetation. Views from the Pavilion entrance and to an extent from the King's Apartments are also screened by the re-created planting – which it was designed to do. In aesthetic and historic terms the building is a legacy of 1950 and represents a typical feature of the garden's C20 municipal history of the garden rather than of its Regency or indeed Victorian period. The style of operation is that of a typical, busy, family park café with robust dark green plastic chairs and tables. It is a busy business, a garden 'hub' and a popular facility.

**Public Lavatories:** These are situated in Princes Place and are the responsibility of BHCC's Environment directorate. They are open from 08.00-20.00 in the winter and 08.00-22.00 in the summer. There is an attendant present daily.

**William IV Gatehouse:** An office is provided here for the Garden Manager and also space for the garden volunteers to have a break during their morning's work.

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**Education Pavilion:** The Education Pavilion was built in 2000/01 during the redevelopment of Brighton Museum & Art Gallery. Activities include lectures, presentations, seminars and object handling sessions. It is accessed either from the Museum itself or through a group entrance door from the garden. The building was sited among trees and its surroundings planted and landscaped to integrate it successfully with the Regency style of the garden.

**Lighting Standards:** Cast iron lampposts were introduced into the garden by King William IV and were the first gas streetlights in the country. The originals were refurbished and a number of additional columns installed in 1993.

**Path System & Surfacing:** The paths in the garden have been laid out according to Nash's plan of 1826. They are constructed to highway pedestrian-use standards: the coach drive, turning circle beneath the Porte Cochère and route around the Museum and Dome are constructed to vehicle weight standards. All are top dressed in 'Fibre-dec' using Ringwood gravel to resemble the likely original consolidated natural gravel surface. Paths are edged in yellow engineering brick-on-edge; the Fibre-dec is applied to cover the brick.

**Services including Irrigation:** An irrigation system was installed as part of the restoration scheme. It is served by an artesian well which runs under the Old Steine and also provides water for the Victoria Garden and Dolphin Fountain in the Old Steine. This source supplies both the irrigation pop-up heads and water hydrants on the site (site plan showing locations will follow). The pump is located underground in the east lawn and the control box for the irrigation system is sited in the south east corner of the garden. The nature of the site's ground conditions – light and relatively poor soils – and the public profile of the site requires at least beds on west lawn to be watered in dry periods to ensure healthy growth and appearance of perennials in particular.

### 2.5 CURRENT MANAGEMENT

#### 2.5.1 Departmental Organisation, Responsibilities & Staffing

The gardens are managed by the city council. Since 1995 the Royal Pavilion & Museums has undertaken the lead role in the maintenance, presentation and interpretation of the Pavilion Garden. The Gardener is employed and supported by Cityparks. There is no dedicated budget identified from within Royal Pavilion & Museums' budgets for the garden. The Cityparks' budget covers a number of city centre locations ranging from the Old Steine to Queen's Park. The Gardener is the public face of the garden and his role includes interpretation of the garden with the support of the Garden Volunteers' Group which was established in 1995.

Responsibility for running and managing the Royal Pavilion sits with the Royal Pavilion & Museums Division of Culture & Enterprise.

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Brighton Dome/Brighton Festival is responsible for the maintenance and operation of the service road from New Road to the Stage Door of the Dome Theatre. The refuse bins are emptied by Team Waste.

### **2.5.2 Role & Duties of Gardener**

Cityparks employs a full time 45 hour a week garden manager (08.00-16.00 pm for six winter months, 07.30-17.00 summer high season). The Gardener has sole responsibility for the garden and works only within it and in the adjacent planting areas in South Victoria Garden/east end of Church Street. He currently carries out the following duties:

- ◆ all normal horticultural tasks on a daily basis including weeding, watering, mulching, pruning, replacement of plants etc
- ◆ cutting of all grass areas on roughly a week/10 day cycle
- ◆ on-horticultural tasks of collecting and disposing of litter within all shrubberies, on paths and lawns including sweeping of paths when necessary (broken glass etc)
- ◆ emptying the rubbish bins on the site twice a day (occasionally three times in busiest periods). Garden Manager estimates these latter tasks take up 2-3 hours of each working day.

The Gardener also receives additional ad hoc assistance with cleansing tasks (emptying bins and litter picking) on average between a half and a whole day per week, and/or as he requests.

While the Gardener undertakes refurbishment works to shrubberies. Responsibility for purchase of any new plants and materials lies with the Garden Manager's line manager.

### **2.5.3 Volunteer Roles & Management**

Day-to-day management of the group is undertaken by the Gardener. Working times are Tuesday and Friday mornings from 10.00-13.00. Some people may choose to finish earlier than others. Volunteers meet outside the front entrance of the Pavilion at 10.00. The maximum number of volunteer at any time is 20.

The Volunteers work alongside the Gardener, who plans the day's work, supervises and provides some training. Previous tasks have included dead-heading weeding, raking, pruning, removing suckers and planting.

As well as garden maintenance, the group provides a first welcome for visitors and exchanges information about the garden and service.

The group comprises mostly senior citizens; they are an industrious, enthusiastic, knowledgeable and fun group. They say that gardening keeps them fit and learning.

### **2.5.4 Training (including Health & Safety)**



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The Gardener receives health & safety training and training in managing his public interface role.

### **2.5.5 Budget**

The current budget held by Cityparks includes:

- ◆ the Garden Manager's salary
- ◆ refuse collection
- ◆ litter picking carried out by Cityparks' City central team staff at weekends and during the week
- ◆ the cost of removal of green waste, provision of compost
- ◆ a very small amount for protective clothing and equipment and tools

In the past there was an apprentice working with the Garden Manager but the last one left earlier in 2009 and has, to date, not been replaced.

Cityclean spends an additional sum on cleansing.

Royal Pavilion & Museums, despite having no dedicated budget for the garden, spent funds on various urgent maintenance works in 2008/09.

There is no dedicated budget for tree maintenance within the gardens.

### **2.5.6 Security & Access to Site**

#### **2.5.6.1 Security**

The Royal Pavilion & Museums deals with matters of grounds security and funds two security staff to patrol the grounds April-September, six days a week for twelve hours per day. This has helped to manage the level of anti-social behaviour in the grounds.

#### **2.5.6.2 Monitoring of Incidents**

During the summer season the Royal Pavilion & Museums employs seasonal security staff to work in the grounds. Any incidents in the gardens are logged. The gardens are covered by a Street Drinking Bylaw which became effective in 2001.

Separate to this, the Royal Pavilion day security team also deal with any security issues that may arise.

#### **2.5.6.3 Physical Access**

The main entrances for vehicles and pedestrians directly into the garden are via the north and south gates and, for pedestrians only, two gateways off New Road and an unfenced gap adjacent to the public lavatories off Princes Place. Vehicle access is restricted and is by pre-arrangement and permission only. A controlled vehicle access road from New Road serves the Dome and although discouraged from using it, pedestrians and cyclists can access it freely.

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Under the terms of the bylaw, cycling is not permitted within the Garden but it does occur regularly and can put pedestrians at risk. Several temporary-style sandwich boards with this message in red stands on the turning circle by the Pavilion's main entrance and at two other locations. These signs have had some success in persuading cyclists to walk their bikes through.

The south, Indian, gate has chest-high vehicle and pedestrian gates that can be closed; the vehicle gates are now permanently closed mainly to discourage cyclists from approaching at speed. The north, William IV gate, has its vehicle access controlled (access is by pre-arrangement). Pedestrians use the gap and the gateway in the boundary fencing to its immediate south. Boundary fences and walls comprise balustrading on the east front with additional hooped-top railing on the Steine side and a belt of now-tall shrubbery within the garden. A low retaining wall encloses the garden along New Road. The south boundary has a short length of full height railings with a pedestrian gate currently kept closed and locked.

All gates/gateways for pedestrians have 24 hour open access.

**Approaches to Pavilion site from City:** As part of the survey carried out in the Garden in 2007, respondents were asked to indicate which entrance they used and which exit they intended to use:

	Entrance %	Exit %
William IV Gate (North)	26	15
India Gate (South)	27	37
Dome Slip Road	15	13
New Road	26	23
Princes Place	6	12

### 2.5.6.4 Signage to the Garden

Over 90% of visitors to the Royal Pavilion are non resident and therefore not familiar with the city. Many visitors expect the entrance to be on the east front which is the palace's most famous façade and staff at the front entrance receive a number of complaints on a daily basis about the poor signage to the Royal Pavilion in the city centre.

During 2009 Brighton & Hove City Council appointed the Applied Information Group (AIG) to undertake a City wayfinding project with a view to develop a pedestrian signage and mapping system to provide clear information on walker friendly routes throughout the City.

Wayfinding signs and maps have now been introduced throughout central Brighton clearly showing Pavilion Gardens and The Cultural Quarter and other key attractions.

### 2.5.7 Social Context: Use & Events

2.5.7.1 Access to lawns and protection of shrubberies: Control is managed with a light touch currently; visitors are requested by notices only to keep off the west lawn outside the King's Apartments (the King's lawn) and generally observe this. A recent innovation requests them also to keep off the lawns around the weeping elm (Dome lawn), to rest its root plate and allow the area to recover from heavy foot traffic. This seems to be successful too. Hooped-top fencing has increased since completion of the main restoration phase in 1994 and now encloses the majority of the shrubberies and the east lawn in its entirety. The shrubberies along the garden's south boundary and to either side of the path from the Museum towards Prince's Place are still backed by the post-and rail erected in 1994. This still performs a useful function in preventing people walking through.

The original intention for fencing was to allow plants to establish without being trampled. This has been achieved to the extent that some of the low hooped-top is lost within ground cover. As a general observation, fencing seems to deter visitors from walking into or through the shrubberies but does not deter them from walking onto the main lawns at any point. Fencing therefore contributes nothing either to security on the east lawn or to preventing wear and tear on the west (deck chair) lawn and is aesthetically intrusive to the vistas. If a programme of annual re-turfing of the most worn areas of the west lawn and/or turf re-enforcement is established, then significant lengths of fencing could be removed.

### 2.5.7.2 Signage & Presentation of Information within the Garden

Now that the city's wayfinding programme is underway, there is an opportunity to review signage in the Royal Pavilion gardens to ensure a co-ordinated approach for the presentation of the by-laws, the wayfinding and historical information.

### 2.5.7.3 Publications

Publications are available from the shop in Pavilion Buildings *Set for a King* - an in-depth, well illustrated but expensive (£20) history of the garden and its creators - by Mike Jones (former Head of Conservation & Design for the Royal Pavilion & Museums) is currently sold in the shops both in the Royal Pavilion and Brighton Museum & Art Gallery. There is a folded paper guide leaflet with a summary history, again very well illustrated and attractively priced at £1.50. In addition there are a number of other garden related products for sale.

### 2.5.7.4 Pilot Programme of Events

Since autumn 2007 a pilot programme of events has taken place which aims to maintain raise the visibility of the Royal Pavilion and its historic gardens. To date these have included:

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- ◆ Garden Week 2008 – Events, tours and talks celebrating the garden including garden themed catering and retail. Event attendance was approximately 549.
- ◆ Garden Week 2009:
  - An adult programme of talks was organised which attracted a total audience of around 200.
  - The Great Garden Fair/Community Gardening Exhibition was organised and attracted an estimated 5000.
  - An opportunity to have a Regency family portrait taken
  - A children's photography workshop and competition
- ◆ Chinese Festival – Celebrating Brighton Museum & Art Gallery's major exhibition Chinese Whispers and marking the close of the Beijing Olympics and the start of the UK's Olympic journey. Event attendance approximately 4000.
- ◆ 'The Survival Tour' campaign which brought 15 life size elephant sculptures to the garden.

### 2.5.7.5 Survey to Establish Use Patterns & Preferences of Garden Visitors

In August 2007 a survey of users of the Royal Pavilion Garden was carried out. The aim of this survey was to find out what people use the garden for, what they like and dislike about them, to establish entrances and exits that people are using and if there is anything that users would like to see in the garden. Staff approached people using the garden and completed questionnaires with them. Questionnaires were also handed out by staff at the Café in the Pavilion grounds for self-completion. 341 questionnaires were completed, 138 handed out by Pavilion Café staff and 203 completed by face to face interview.

Headline findings were:

- ◆ Just over 40% of users were on their own
- ◆ 48% were in the garden at least once a week
- ◆ The three main reasons for being in the garden were:
  - 38% to visit the café
  - 27% just walking through to get somewhere
  - 16% on a lunch break
- ◆ In terms of how viewed the space is viewed multiple answers were allowed:
  - 74% saw it as somewhere to relax
  - 46% saw it as an historic garden
  - 24% saw it as a public park
- ◆ Largest numbers entered by William IV gate or New Road (both 26%) with Princes Place least used (6%).

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- ◆ 37% of users were planning to exit via the Indian Gate, with 23% leaving by New Road.
- ◆ Open questions about what people liked most and least about the garden and what they would like to see had high responses in the following areas:
  - Liked most - plants, flowers 26%, ambience 25% access/space/ location 10%
  - Liked least - public 19%, wildlife - seagulls/pigeons 12%, drinking/drug taking 9%, buskers 8%
- ◆ What people wanted:
  - More seating 22%
  - Entertainment/bands 15%
  - More/different flowers and plants 12%
  - More security 10%

### User/Stakeholder Analysis & Consultation

In late 2008 a survey was undertaken of the individual and business stakeholders in the area around the garden:

- ◆ 89.5% of the respondents viewed the garden primarily as a public park and 84.2% viewed it as a historic garden. Although 78.9% saw the garden as attracting visitors to the local area, only 36.8% saw them as attracting business.
- ◆ 95% of respondents agreed that the garden' design complements the historic buildings. Most indicated they thought the garden was well maintained and integral to the Royal Pavilion experience.
- ◆ The garden is seen as suitable for staging a number of events. Cultural events such as those that enrich understanding of the Royal Pavilion & Museum scored highest in this category (78.9%), followed by theatre and classical music.
- ◆ Overall the Royal Pavilion Garden is viewed as a well maintained space with beautiful planting and superb views. They are seen as a pleasant environment in the centre of the city where people can meet and relax.
- ◆ Respondents felt that more events could be held in the garden.

2.5.7.6 **Events:** Requests are regularly received from organisations wishing to hold events in the grounds. Examples include the Food Festival, Children's Festival, Brighton Festival and Festival Fringe events, band concerts, RSPB bird watch, start/finish point for charity walks. Where these requests are from charities or are clearly community events and can be managed with minimal impact on RP&M resources the use of the Garden is free of charge. These are held in various locations in the garden but particularly on the Western lawns. They have in the past included the erection of marquees and other structures.

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A charge is applied for events which are commercial, have a commercial element or require additional staffing, security or grounds reclamation. At present there are no clear agreed guidelines as to the type of event deemed appropriate for the Garden

The garden is frequently used for filming. This falls into three main categories; news broadcasts, films promoting the Royal Pavilion or Brighton & Hove as a tourist destination and commercial filming for TV programmes or films. A fee is charged for all commercial filming.

In addition approximately 300 couples a year use the East lawns for photography following their wedding or civil ceremony in the Royal Pavilion.

Small-scale entertainments are occasionally put on independently of the Royal Pavilion & Museums by the café – solo or small ensemble music, comedy etc. These are sometimes held on the hard standing around the café but frequently on the western lawns.

### 3 SIGNIFICANCE

#### 3.1 Significance of the Landscape Overall

3.1.1 The Royal Pavilion and its garden is the only surviving example of a site designed as a unity in a picturesque style by John Nash and in which something approaching the original layout of paths and planting beds can be seen.

3.1.2 The garden is the setting for the City's most internationally-recognised icon; its eastern and northern lawns form part of the London Road 'green mile' scenery and as such, with St Peter's church land and Victoria gardens, contributes to the high quality of the central Cityscape.

3.1.3 In its design, the garden demonstrates the application of Nash's approach to metropolitan landscape improvements previously used in Regent's Park, these being based on the ideas of landscape writers of national significance such as The Reverend William Gilpin, Uvedale Price, J C Loudon and the poet William Mason. The garden also demonstrates the influence of other leading contemporary designers and scenic artists such as Humphry Repton (Nash' former business partner) S P Cockerell (the architect of Sezincote) and William Daniell whose folios of accurate drawings of Hindoo architecture and landscapes were so admired by George IV.

3.1.4 The role of the garden as restored is significant in re-uniting (as originally conceived) physically and visually all the late Georgian historic structures around it – the Stables and Riding house (Dome and Corn Exchange) and the William IV (North) gate.

3.1.5 The garden is the only surviving example of a fully-restored picturesque, Regency period garden in England demonstrating the palette of species available

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up to 1825 and the newest introductions, such as tiger lilies, available from Kew to George IV.

3.1.6 The garden has strong associations with Royalty, both its original instigator George IV who was the imaginative power behind it and later, Queen Victoria, who disposed of it to the town commissioners.

3.1.7 The garden is a rare demonstration of the character and development over time of picturesque, ornamental, flowery shrubberies and therefore a working example of their management techniques. It presents a unique opportunity for both amateur and professional horticultural study.

3.1.8 The shrubberies are a live interpretation of the written advice on laying out Georgian shrubberies of Henry Phillips, an important local horticultural writer and landscape gardener who laid out Lewes Crescent

3.1.9 The garden has an extensive archive of historical material, much of it newly discovered through the restoration process and now available for study. Recent new publications such as Mike Jones' 'Set for a King' have made this information readily available too, to the general reader.

3.1.10 The garden retains, with largely minor alterations, its boundaries as set after land purchases in 1826/7 by George IV.

3.1.11 The west boundary balustrading of the garden along the east lawn is an example of the extensive early C20 improvements to the town's open spaces by the Mayor Herbert Carden and the parks superintendent B H MacLaren.

3.1.12 The café is an example of the occasional involvement of Brighton Art College in town activity as it was established following a design competition. It was built in 1950 in the Art Deco-style.

3.1.13 The garden contains a rare survival of several mature elm trees, which are now only to be seen in Brighton and which are testament to the City Council's high quality tree-care.

3.1.14 The garden contains examples of several other varieties of elm which again may not be seen elsewhere in public parks in England and therefore have educational as well as arboricultural value.

3.1.15 The garden is the only public open space in the City centre with minimal interface with main traffic routes and therefore is highly valued for its peaceful and relatively quiet ambience.

3.1.16 The informal 'mixed and mingled' character of the planting and its all-season interest (berries, flowers, fruits etc) lends the garden to developing a range of interesting and valuable wildlife habitats especially for an inner-city location.

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3.1.17 The garden is of very high community value as a meeting place and for a great range of cultural activities.

3.1.18 The garden volunteers are highly valued by the City and the public for their physical care of the site and their contribution to public information and to being a 'benign influence' on behaviour when working on site.

### 3.2 Definition of the Garden's Various Character Areas, Their Use, Condition & Significance

Although the Garden is relatively small, and was designed (although not laid out) by Nash as one set-piece, it subdivides both historically and currently into three zones which display different physical and visual characters which are perceived and used differently by the public. A summary of both the historic and current character and use and the significance and value of each of these helps tease out the issues to be resolved in creating a sustainable events policy for the garden.

The three zones are:

- ◆ the East and North-East Lawns
- ◆ the King's Lawn
- ◆ the main Western lawns comprising west and east of the sunken path to Prince's Place and the 'Dome' lawn

#### 3.2.1 East and North-East Lawns

##### Brief Summary of Historic Development & Character

The Pavilion's East front was designed as the principal public interface with the town, presenting the building to the world to impress and astonish visitors. Unlike the private, West front, Nash's 'Views' show the building designed to dominate the open lawns with minimal, low flowering plants with shrubbery only framing either end, to allow maximum views of façade. The North front forms part of this visually-open public façade though it has a greater density of shrub beds, perhaps signalling the transition to the private garden on the West front.

From the 1830s, prints show this open character gradually changing as the boundary trees and shrubbery grow up into a tall, solid screen. From 1850, when the Pavilion became the town's public assembly rooms, advantage was taken of the East lawns as the largest, continuous open space within the garden to establish a tradition of regular concerts and entertainments with outdoor seating and a bandstand. When the Steine was widened in 1921 the railings were replaced by the present balustrade and the shrubbery much reduced which re-created the open vistas of the 1820s. The use for concerts continued well into the C20.

##### Significances



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The primary significance of the East and North-East lawns is as the setting for the public presentation of the Royal Pavilion to the world at large and which offers the most comprehensive and impressive view.

The North-East lawn is significant as demonstrating the transition between the public and private areas of the estate and signalling to visitors to the William IV (North) the presence of a garden.

The Eastern and Northern lawns are the setting for the City's most internationally-recognised icon; they form part of the London Road 'green mile' scenery and as such, with St Peter's church land and Victoria gardens, contribute to the high quality and green character of the central Cityscape.

The lawns today can be divided into two sub-areas:

### East Lawn Current Character

This comprises the main area fronting the whole length of the building which:

- ◆ is the largest open lawn space in the Garden
- ◆ feels self-contained and is visually and physically separate from the more private King's lawns and is capable of being closed off on occasion with limited impact on the garden as a public facility
- ◆ retains its historic unplanted character with only its framing shrubberies
- ◆ still fulfils its historic role of principal interface with the city and providing the most stunning view to arriving or passing visitors
- ◆ is exposed to traffic noise and fumes and sea winds
- ◆ has a rather formal feel and lack of shade
- ◆ is enclosed by low railings (its Southern gate is closed) which give unclear signals about its accessibility even though there are seats by the pool
- ◆ is distant from facilities (café and lavatories)

### Current Use

- ◆ Casual strolling by visitors across grass
- ◆ Photography – weddings and informal
- ◆ Occasional sitting

### North-East Lawn Current Character

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This forms the setting of the North front and the transition to the private King's lawns and it:

- ◆ has a different ambience created by a slight rise in ground level and its denser enclosure within surrounding shrubberies with trees
- ◆ offers greater degree of shelter from traffic and wind
- ◆ has more tree shade and colourful planting
- ◆ is protected from public through-routes
- ◆ contributes significantly to the visitor's appreciation of the Garden's picturesque principles by concealing its limited extent in views towards the west front from New Road and the west lawns
- ◆ gives an immediate impression that the site comprises a Garden for visitors approaching from Victoria Gardens/A23 or entering through the William IV (North) gate
- ◆ as with the main East lawn it is enclosed by low railings which give unclear signals about its accessibility

### Current Use

- ◆ Extensive casual sitting out for individuals/couples who want more seclusion and/or large groups who can't find space on the West lawns.
- ◆ Strolling space for public visitors

### 3.2.2 The West Lawns

#### Brief Summary of Historic Development & Character

The West lawns were the private garden and pleasure grounds of the Pavilion Estate. Nash provided a design for the whole area even though it took the King until c1825 to assemble the various parcels of land. These included the Quaker burial ground and a small pleasure ground, the double row of elms outside the café being remnants of this former use. A few other trees such as the two elms inside the North gate and one on the Southern boundary pre-date the King's acquisition. A key action was the re-routing westwards to current line of New Road away from the front and, entrance port cochère of the Pavilion to give privacy to the Royal apartments.

The historic character of the West lawns was of greater enclosure than on the East front by shrubbery with trees, especially the lawn fronting the King's apartments, the western boundary with New Road (the elm avenue serving that new purpose) and screening the entrances of the Stables. The private garden was the most ornamentally planted part, meeting Henry Philips' rule for selecting species for your estate; this is confirmed by Nash's 'Views' and contemporary prints which show flowery shrubberies and trees placed in picturesque positions.

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From public ownership in 1850 again this character gradually changed; shrubberies 'grew out' leaving mature trees on the lawns which in the C20 were embellished with bedding out. Shrubbery on the perimeter was retained though presumably replaced periodically. Trees were also periodically lost (through poor condition, the great storm and Dutch elm disease) and replaced, with the loss of their historic pattern and the designed views and vistas. The historic layout and content of shrubberies was largely restored in the 1980s and 90s but a number of existing trees still block important views. Public ownership also brought activities onto the lawns from mayoral garden parties to (from the 1970s onwards) increasing use for entertainments unrelated to the Garden and requiring large scale installations and structures.

### Significances

The Western lawns as restored are significant in re-uniting (as originally conceived) physically and visually the historic structures around it - the Pavilion, Stables and Riding house (Dome/Museum and Corn Exchange), the William IV and Indian gates.

The café is an example of the occasional involvement of Brighton Art College in town activity as it was established following a design competition. It was built in 1950 in the Art Deco-style and contributes to the historic and aesthetic development.

The lawns comprise the only city-centre public space designed as a garden that is not blighted by immediate traffic, where in summer there are regular security patrols and whose enclosed boundaries lend a calm and relatively peaceful atmosphere

The Western lawns (and associated shrubberies) contain a rare survival of several mature elm trees, which can only be seen in Brighton today and which are testament to the City Council's high quality tree-care.

The Western fringes of the lawns adjacent to the café still show vestiges of the site before Nash's garden was laid out and are therefore of local historical interest.

### 3.2.3 King's Apartments Lawn - Current Character

- ◆ Its management to create a distinctly private ambience associated with its location adjacent to the King's apartments.
- ◆ Its ability to add significantly to the sense of historical atmosphere viewed from within the Royal apartments and from outside.
- ◆ The enclosing shrubberies are designed to frame vistas of the west front though at least one late C20 tree mars a main view line.
- ◆ Shrubbery is colourful with an especial emphasis on 'spire' plants to echo the minarets and it is dotted with some exotics.
- ◆ With their minimal use, the lawns are greener and lusher.
- ◆ Its garden atmosphere is further intensified by its bird and butterfly population.

### Current Use

Managed to conserve 'private' atmosphere with minimal public access – this is discouraged by hooped top railings and polite notices. This is largely observed and respected (and enforced by both the seasonal grounds security and the security team within the building).

Managed organically and specifically as a conservation area to develop habitats for birds, butterflies etc.

Has been used for wedding party photographs during the project to restore the Royal Pavilion exterior stonework.

Is also used for occasional photo-shoots and filming for which a fee is charged.

### 3.2.4 Main West Lawn (divided in two by the sunken path running towards Princes Place) and Dome Lawn - Current Character

Both 'halves' of the main lawn and the Dome lawn share similar characteristics.

They comprise central areas of open grass, mostly in very poor condition framed, edged or backed by ornamentally-planted mixed shrubberies.

The westernmost lawn is more enclosed and shaded – even dark in places - largely from the overshadowing buildings and trees on the west and south sides and from the Dome on the north.

The westernmost lawn shares to a degree the relaxed relatively peaceful atmosphere of the café terrace (it provides an overspill sitting area) while the eastern end, and the half east of the sunken path, are noisiest and most disrupted by the constant stream of pedestrians.

Both lawns are small in comparison with the East lawn, have limited level areas and are more difficult to close off.

At busy times the atmosphere can feel overcrowded, lively, with music or other entertainment from the café or from buskers, and occasionally uncomfortable or possibly threatening and/or unsafe from acts of inappropriate behaviour.

The lawn area nearest the Pavilion entrance suffers from large noisy groups milling about.

### Current Use

- ◆ Casual sitting and relaxing (including eating, drinking, being entertained etc.) by a huge and diverse range of users from individuals to family groups and large parties (often school children and students).

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- ◆ Approaching and/or waiting space to enter the Pavilion and/or Museum for a visit.
- ◆ A city through route for pedestrians and cyclists.
- ◆ Enjoyment of plants and wildlife.
- ◆ Dome lawn currently (2008/9) closed to allow recovery of grass and compaction over tree roots.

### 4 GREEN FLAG CRITERIA

#### 4.1 A WELCOMING PLACE

#### 4.2 HEALTHY, SAFE & SECURE, WELL MAINTAINED & CLEAN

#### 4.3 SUSTAINABILITY

#### 4.4 CONSERVATION & HERITAGE

#### 4.5 COMMUNITY USE & INVOLVEMENT

#### 4.6 MARKETING & EVENTS

#### 4.7 MANAGEMENT

#### 4.1 A WELCOMING PLACE

4.1.1 **Physical access:** Access points are generous (six including south pedestrian gate) and the level nature of the ground and width of paths present no barriers to wheelchair users or those with walking difficulties. Plans have been approved at the William IV (North) Gate to improve control of vehicles so that the main gates may be left open for visitors to enjoy the view before entering. The actual pedestrian entrance, through an un-gated gap, is not particularly welcoming. This could be significantly improved by a redesign which again might include a closable gate and by repairs to the pier and paving. The option of re-opening the historic, pedestrian iron gate on the west side of the main gate is highly desirable.

Similarly the two New Road entrances and that from Princes Place neither complement the garden nor welcome visitors, largely due to their appearance as undesigned 'left-over' gaps. All three would benefit hugely from a re-design to give them proper status as entrances to the historic site.

4.1.2 **Internal circulation:** There is no clear information on where visitors may and may not walk (particularly with regard to the Eastern Lawns) leading, with the plethora of low railings, to confusion and discomfort. This urgently needs addressing through carefully designed and sited signage and removal of railings with no effective purpose.

4.1.6 **Intellectual access:** There is an opportunity to develop the interpretation of the gardens which would enhance visitors' first impressions, understanding and enjoyment of the garden. Although the volunteer garden team and the Garden Manager offer valuable service in answering queries informally, Gardens Week is the only concentrated period that solely promotes and interprets the garden.

#### 4.2 HEALTHY, SAFE & SECURE, WELL MAINTAINED & CLEAN

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4.2.1 Cycling: The 'A-boards' set in the middle of the main carriage drive have reduced cycling through the garden. The additional set of gates at the North Gate will have the effect of preventing cyclists travelling through at speed from Church Street. In addition, there are plans to keep the gates at the South entrance closed for the same reasons. A redisplay of the in a more visible way will also assist in reducing cycling and also assist the security staff in implementing this by-law.

4.2.2 Health & Safety: The Garden is managed in accordance with BHCC's health and Safety Policy and task risk assessments are carried out for all operations to reduce and eliminate the risk of injury to staff, volunteers and garden users.

4.2.3 Dogs in the garden: Users do bring dogs into the garden or walk through with them; some are not kept on leads. Dog fouling can also be a problem. An extension of the Dog Control Order to the Royal Pavilion Gardens could be considered-so that dogs have to be kept on leads.

4.2.4 Well maintained & clean: Maintenance of shrubberies is generally to a good standard with specialist Regency style knowledge provided by the Gardener. Longer term, shrubbery refurbishment is now necessary as much of the planting has reached a mature state and requires replacement or heavy pruning. A programme of lawn maintenance has begun..

4.2.5 The original intention of the low hooped- top railings was was to protect plants and turf in early establishment. They are still needed to deter visitors from walking into or through the shrubberies but in some places are now unwelcoming, intrusive to vistas and a litter trap around most lawns – with the exception of the King's Lawn and the Dome Lawn which are signed as 'conservation' areas. Significant lengths could be beneficially removed if the programme of lawn maintenance continues..

4.2.8 Litter control: Levels of litter control are variable especially in the summer periods when bins need emptying several times a day. Cityparks provide additional help if required in the busiest periods.

### 4.3 SUSTAINABILITY

4.3.1 **Ecology:** While the garden is first and foremost managed as an example of Regency shrubberies in lawns with the planting palette and combinations adhering to historical rules, the mixed nature of the plantings provides a range of habitats for insect and bird life. Although most lawns are managed for amenity purposes, some areas of longer grass in closed lawns (ie in the King's apartment lawn and, currently, the Dome lawn) provide additional potential.

4.3.2 **Sustainable management:** The gardens are managed on organic principles with no use of herbicides which is encouraged by BHCC. The nature of the planting (particularly the herbaceous plants) and the fact that the garden is on display every day of the year means that watering must be undertaken in periods of drought. Mulching will continue to be used to reduce this as far as possible but the density of

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planting makes it difficult to achieve fully. Cityparks operates a policy of no peat use wherever possible.

### 4.4 CONSERVATION & HERITAGE

4.4.1 The high heritage value of the garden, as of national significance, has been recognised by its inclusion on the EH '*Register of Parks and Gardens of Special Historic Interest on England*', by the commitment of BHCC and the previous Brighton Council to its restoration and by that same commitment to its ongoing management and maintenance as a unique Regency garden. The statement of significance in section 3 of this plan both summarises the heritage significance and values of the garden and informs management objectives and proposals.

4.4.4 **The Café Building:** Although the majority of the garden survives in, or has been restored to, its early C19 form, C20 additions and alterations contribute to its current heritage value. The café is such a feature. It is of local value in being designed by students of the Art College in the 1950s and is a highly popular asset.

### 4.5 COMMUNITY USE & INVOLVEMENT

4.5.1 **Current Surveys:** Two surveys, one of visitors and one of adjacent individual/business stakeholders' have been undertaken (in 2007 and 2008) to discover perceptions of the garden, how it is used and what peoples' preferences for change and improvement might be. All responses indicate that on-going consultation is essential to ensure that the whole community is being catered for and to encourage a sense of ownership, enjoyment and care of the garden.

The two surveys identified the garden's importance as a historic site (+84% of stakeholders, +86% of visitors) and place to relax, to enjoy the general ambience and, particularly the planting and views, suggesting that the fabric, structures and planting are key attractions and should be maintained and enhanced accordingly

Both surveys identified entertainment as a desirable feature with visitors citing music (bandstand type) as a preference while stakeholders most favoured (+78%) general 'cultural events such as those that enrich understanding of the Royal Pavilion'. The most-mentioned reason for being in the garden was to visit the café. It is recommended that further surveys and consultation are carried out in the future to ensure that the view's stakeholders and users become a vital part of the Garden's management.

4.5.3 **Garden Volunteers:** The Volunteer Garden team was formed in 1994 to assist the Garden Manager in many of the detailed tasks that give that extra level of finish such as fine weeding and pruning, dead-heading, planting bulbs etc. Team members provide added value by answering queries on the garden (and gardening techniques) and providing a reassuring presence. The team age profile is towards 70 and although there is currently a waiting list to join, this may not always be the case. Integration of the team with the Royal Pavilion & Museums volunteer management programme would help to ensure the team's sustainability by achieving wider

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community representation, identifying a wider range of volunteer opportunities (such as educational and other maintenance activities) and engaging with other organisations such as City Technology College horticultural training centre at Stanmer may be beneficial..

### 4.6 MARKETING & EVENTS

4.6.1 **Marketing:** The Garden is marketed as an integral part of the 'Pavilion'. The Royal Pavilion & Museums has promoted more garden-related events through its pilot programme, the main one being Garden Week. This event could be developed if a niche market could be identified.

The garden guide leaflet is ideal and attractively priced – but is currently only available in the shop. It is recommended that ways be looked at to have it on sale at other outlets. The in-depth book 'Set for a King' is on sale in the Pavilion. There is a section on the Garden in the Royal Pavilion guide which is also produced in French and German. A garden tour is also featured in the Young Person's Guide. During the season, other garden products are featured in the shop and plant sale take place during Gardens Week.

4.6.2 **Events:** At present there are no clear agreed criteria or guidelines as to the type of event deemed appropriate for the Garden and decisions have been taken at the discretion of officers across the Council. Lack of City-centre space and pressure from organisations/groups in the City does sometimes lead to agreement to events that are not appropriate to the Pavilion garden and/or which do not generate an appropriate income.

The issues of the physical capacity of the various areas of the garden (which vary) and of their recovery periods and the impact of additional noise and crowding on daily users and Pavilion visitors are not always taken into account when events are planned.

### 4.6.3 Why Income-Generating Events are Necessary

Income-generating events are an accepted and popular feature common to virtually all public, and the majority of private, historic houses and gardens (eg as owned by the National Trust, English Heritage, local authorities such as Bexley, Sussex Past; more prosaically they are vital to their survival. BHCC and its predecessor authorities have staged or hosted events of varying size, content and location within the Pavilion's garden since it came into public ownership in 1850 though these have not generally been specifically selected to complement the garden's historic importance character or its capacity.

### 4.6.4 What Should Guide Events Policy & Management in an Historic Site?

A vital aspect of a sustainable and successful events strategy is ensuring that events are selected and managed to sustain and enhance the fabric and significance (importance) and values of the 'heritage asset' ie it should build upon the asset



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rather than risk destroying the very product offered. Publication of events strategy can help ensure that its policies are fully met and enforced (eg structures are removed when they are supposed to be, mess and litter is always completely cleared, that repairs and renovations are attended to at once).

Understanding the asset, its historical development, significance and its current character and, in the light of the recent 2007 visitor survey responses, its current use, will help to underpin policies on aspects such as zoning for different levels, types and frequencies of events, impact on quiet enjoyment and therefore the standard of repair and maintenance different areas will need (and therefore necessary fee/charging scale) as well as their capacity. As an internationally-iconic site in the City, an event in the 'Royal' garden should be capable of attracting, and charging proportionately, top-end and exclusive cultural events.

### Issues and their resolution in summary:

- ◆ The need to identify locations for income-generating events of various types, levels and frequencies within the Pavilion garden, partly for combined visitor 'offers' (of 'historic house and garden') and partly to increase the understanding and enjoyment of the Garden, through interpretation and educational activities/events (free and paid), for both visitors and local community.
- ◆ The need to use the tool of character area analysis (as set out in section 3.2) as the basis for guiding capacity for events. So that the strategy ensures that events are selected and managed to sustain and enhance the fabric and significances and values of the heritage strategy rather than risk damaging it.
- ◆ The need to conserve and reveal the historic designed character and role of the East and North-East lawns as demonstrating the Picturesque principles Nash and George IV chose for the Pavilion's setting.
- ◆ Recognition that the different historic character and current public informal use of the North-East lawn limits its capacity for temporary closure, structures and large crowds.
- ◆ Recognition that if there is any use of the King's Apartment lawn must enhance its closed and exclusive character to allow visitors to experience something of the garden's original purpose.
- ◆ The opportunity for achieving some significant income-generating events that re-establish the tradition of cultural entertainments on the main East lawn while, with careful siting and control, retaining much of the open façade as the principal vista for City visitors arriving along the A23.
- ◆ The opportunities for developing small-scale events on the West lawns which recognise their present, intensive level of informal use and their value for such by the majority of visitors.

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- ◆ Consideration of whether the height of the railings should be increased to indicate a clear perimeter for the Pavilion and to allow the area to be secured on occasions when there is an event taking place on the East lawns.
- ◆ Desirability for visitor experience of restoring full perimeter circuit path by opening the South gate into the Eastern lawns – during daytime only.

There is an opportunity to look at the relationship of the Royal Pavilion Garden to other nearby City centre open spaces and the possibility of an integrated management approach to ease the pressure on the Royal Pavilion Garden.

### 4.6.5 Events - Policy Recommendations

- ◆ Acknowledge the historic tradition, established with public ownership in 1850 and continued into the early-mid C20, cultural events on the lawns by developing an events strategy which responds to the points identified above and which is integrated into the overall management strategy for the garden.
- ◆ Define the criteria for the type, level and frequency of events based on those of the C19 and early-mid C20 which appear to have been less intensive and to have complemented the historic character of the Garden as defined in the 'Site significances' and the above-described historic characters.
- ◆ Re-establish the Eastern lawn, as the largest open space and least used by the public, as the preferred location for the more extensive events as C19 and early C20 tradition. The strategy will include the Royal Pavilion & Museums specifying criteria defining the nature, size and frequency of the events, preferred locations for all structures and servicing facilities and the management of event visitors, preferably retaining a significant length of East façade open to view from the Steine and avoiding impact on the remaining areas of the Garden. All events on the East lawns would be agreed on a commercial hire basis – no free events would take place there.
- ◆ Publication of events strategy, once it has been agreed, including the reasons for rigorous control of its implementation; advance notice of events programmes
- ◆ Restrict events on the west lawns to those which are more appropriate to community preferences (as per survey findings) and which are inclusive and do not require areas to be closed off. Avoid large, intrusive and heavy structures and any installations which might cause damage to lawns and blight their everyday use.
- ◆ undertake appropriate/additional public/stake-holder consultation specifically as part of developing the events strategy, building on past

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recent user survey and Pilot Garden's events Programmes, with particular exploration of views on the acceptable nature and frequency of events and attitudes to lawn closure.

- ◆ Apply capacity analysis to lawns to guide frequency and intensity of events and allow lawns to recover. Build in budget (and/or by charging deposit/upfront payments to event sponsor) to pay for lawns to be maintained to a higher quality and density of sward throughout the year than is presently the case.
- ◆ Acknowledge that more frequent use and heavier structures and footfall will require more intensive maintenance which will be covered through charges for reinstatement .
- ◆ Explore and evaluate the capacity of the garden as a whole to manage access for major events on east lawn; measure acceptability of event against outcomes from this.

### 4.7 MANAGEMENT

4.7.1 The Royal Pavilion Garden is a dynamic resource that provides benefits of heritage and conservation, ecology, public access, interpretation and education. It is required to serve both as a local public garden and the setting for a grade 1 building of international significance. It requires a high standard of presentation to the public, through, regular, cyclical maintenance of soft and hard landscape and through an appropriate programme of relevant events and interpretation.

#### 4.7.2

**There is need to:**

- ◆ **Establish a forward plan which is prepared and updated by the Garden Manager.**
- ◆ **Establish the management and maintenance plan and a costed action plan in order to secure funding for new activity and improvements in the gardens for example from external sources such as trusts and grant giving bodies.**

## 5 MANAGEMENT VISION, AIMS & OBJECTIVES

### 5.1 The Management Vision

As responsibility for the Royal Pavilion Garden and the events and activities within it is shared within BHCC (Royal Pavilion & Museums, Cityparks, events and marketing, the café etc), there needs to be a management vision to help guide both its development and its day-to-day management and maintenance.

The overall management vision is:

*'to achieve a balance between conserving its high heritage significance as the foremost, fully restored Regency garden in England while enhancing its value, as the most popular garden in the heart of the City, for public understanding of the Pavilion Estate as a whole and for the enjoyment and involvement in its care through programmes of promotion, community engagement, education and events'.*

### 5.2 Management Aims

The following specific aims for the garden are not mutually exclusive and will operate best when implemented together. They are to:

- ◆ Positively welcome people into the garden in terms of physical, social and intellectual access.
- ◆ Ensure a healthy, safe and secure experience for all garden users.
- ◆ Provide a well-maintained and clean garden by maintaining its plantings, buildings and infrastructure to a consistently high standard.
- ◆ Improve the environmental and ecological quality of the garden and the sustainability of practices carried out in the course of its maintenance.
- ◆ Maintain and conserve the restored historic character of the garden and increase awareness and understanding of its heritage significance.
- ◆ Provide opportunities to increase community involvement, particularly through education, interpretation and activity/events and volunteer programmes.
- ◆ Develop an events and marketing strategy appropriate to the garden's historic character, capacity and role as a public space but which will enable a robust, stable generation of income, enhance the Royal Pavilion and Brighton Museum experience as a whole and promote it effectively as a community resource.
- ◆ Establish an effective, co-coordinated partnership approach to the garden's management and funding; ensure all those involved, including the community representatives, in the management and maintenance of the garden use the effectively Management Plan as a working document.

### 5.3 Management Objectives

These objectives arise from the understanding of the garden's development, use and condition and from the issues and potential solutions discussed in section 4.0. The objectives are intended to be carried out to satisfy the vision for the Pavilion's garden Priory Park and to meet the management aims identified in 5.2. The following table identifies the management objectives, how they will be achieved and who is responsible for achieving them. Where appropriate a timescale is given (for discussion). The programme will be reviewed annually and targets monitored to ensure timescales have been achieved.

5.3.1 A WELCOMING PLACE				
Aim: Positively welcome people into the garden in terms of physical, social and intellectual access.				
Objective	Implementation/Task	Timescale/ Frequency	Responsibility	
Review and develop a strategy to improve interpretative and directional signage, ensuring clear information is available, easily interpreted and available to international visitors. Pay	Design, cost and install new signage; on-going tasks: keep clean, clear of graffiti, update information when necessary and ensure consistency in design. Repair damage, wear and tear.			
Improve visitor circulation through clarity on any limited access areas.	Remove ineffective low railings and re-open south gate to allow a full garden circuit walk.			
Review design and effectiveness of entrances in terms of visitor arrival perceptions, event staging, inappropriate behaviour	Develop designs for improvement as appropriate, cost and programme for future implementation as funds allow.			
Seek to achieve a joined-up approach to interpretation, activity and event promotion.	Establish a partnership working approach to garden management with café owners; engage with them on the management plan process			
Improve the range, quality and availability in the garden of publications and other non-signed interpretation	Ensure garden leaflet is on sale on site (at café?). Develop, with volunteer manager, GM and café input, volunteer guided tours and other garden-based activities. Consider commissioning a			
Ensure that the garden continues to be accessible to all.	Support users with disabilities through improved signage and interpretation and			
Remove barriers which may deter some users from visiting the garden aiming to meet the following targets:	Ensure staff undertake awareness training to ensure universal access is an everyday consideration  Work with police, stakeholders in the vicinity and other agencies to continue to reduce an anti - social behaviour?			
Improvement in satisfaction levels to achieve Green Flag level	Prepare comprehensive operational plan for the garden to ensure high standards of management; Review performance and take appropriate remedial action			

Work effectively with access related partners (stakeholders and volunteers and other community/access groups)

Identify relevant groups; undertake consultation; arrange an annual review of the garden with relevant groups.

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5.4 MARKETING AND EVENTS				
AI: Aim : To develop an events and marketing strategy appropriate to the garden's high historic significance and character, capacity and role as a public space but which will enable a robust, stable generation of income, enhance the Royal Pavilion and Brighton Museum experience as a whole and promote it effectively as a community resource				
	Objectives	Tasks	Timescale	Responsibility
	Ensure the range of income-generating events in particular are appropriate to the historic significance of the garden and will enhance this.	Establish a set of criteria for defining and targeting promotes of events which BHCC can agree will meet the criteria.		
	Ensure the locations for income-generating events of various types, levels and frequencies reflect its historic character, allow combined visitor 'offers' (of 'historic house and garden') and meet demand for low-impact activities for both visitors and local community.	Select criteria which will acknowledge the historic tradition, established with public ownership in 1850 and continued into the early-mid C20, of cultural events on the lawns by developing an events strategy which responds to the issues identified in section 4.0 and which is integrated into the overall management strategy for the garden. Apply capacity analysis to lawns to guide frequency and intensity of events and allow lawns to recover. Build in budget (and/or by charging deposit/upfront payments to event sponsor) to pay for lawns to be maintained. Review and revise as necessary the current BHCC 'Guide to Organising Events' to reflect outcomes of proposed Events Strategy.		
	Ensure the defined scope for the type, level and frequency of events is based on those of the C19 and early-mid C20 which appear to have been less intensive and to have complemented the historic character of the Garden as defined in the 'Site significances'.	Develop a strategy for events which is based on the understanding of the different character areas of the garden, their varied significance and capacity to absorb impact of events.		
	Ensure the historic designed character and role of the East and North-East lawns, as demonstrating the Picturesque principles Nash and George IV chose for the Pavilion's setting, is fully conserved and revealed. Re-establish the eastern lawn, as the largest open space and least used by the public, as the preferred location for the more extensive events as C19 and early C20 tradition.	Recognise that the different historic character and current public use of the North-East lawn limits its capacity for temporary structures and closure. Ensure strategy encompasses BHCC's ability to specify nature, size, frequency of preferred location of all structures and servicing facilities, preferably retaining a significant length of East façade open to view from the Steine.		
	Recognise that any event use of the King's Apartment			

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lawn must enhance its closed and exclusive character which allows visitors to experience something of the garden's original purpose			
Recognise community/users desire for quiet relaxation (user survey) in developing events strategy.	Restrict events on the west lawns to those which are more appropriate to community preferences (as per survey findings) and which are inclusive and do not require areas to be closed off. Avoid large, intrusive and heavy structures and any installations which might cause damage to lawns and blight their everyday use.		
	Building on past recent user survey and Pilot Garden's Linked Programmes marketing review 2007/08, undertake appropriate/ additional public/stakeholder consultation specifically as part of developing the events strategy, with particular exploration of views on the acceptable nature and frequency of events and attitudes to lawn closure. Explore, through consultative process, and evaluate the capacity of the garden as a whole to manage access for major event on east lawn; measure acceptability of event against outcomes from this. Publicise events strategy with justification reasons; promote intentions to include rigorous control of its implementation and advance notice of event programme for year.		
Recognise implications for potential increased costs of garden maintenance with more frequent use and heavier structures and footfall. Ensure that marketing of the garden takes into account its capacity (varies at different periods)	Build potential costs and increases in cyclical maintenance tasks into strategy.		
Ensure marketing strategy involves the Garden manager, café owners and the volunteers, all of whom may be key providers of activities for enhancing understanding and enjoyment	Establish working group to develop ideas which will be practical and deliverable.		

## **6 MONITORING & PLAN REVIEW**

6.1 The Management and Maintenance Plan will be continually reviewed, revised, and re-written as necessary. The cycle for the Plan is to:

- ◆ Write and adopt the Management Maintenance Plan
- ◆ Operate according to the aims and objectives held within the plan
- ◆ Monitor the operation of the Plan
- ◆ Review the working of the Plan
- ◆ Revise and improve the Plan where necessary to reflect on-going developments such as visitor/user survey feedback and revised financial projections.

6.2 BHCC will be responsible for carrying out monitoring to ensure that maintenance work has been carried out satisfactorily. The Garden Manager and the Historic Buildings Officer of the Royal Pavilion will together be responsible for the day to day implementation of the Plan and will monitor horticultural and fabric/structural maintenance standards within the garden. They will also ensure that all other relevant City council officers, the café owners and the volunteer gardeners' team are involved in the monitoring and review of management and maintenance work and the plan itself as necessary.

6.3 In addition the following methods of monitoring and review should be considered::

- ◆ An annual survey to monitor the success of the management plan.
- ◆ The Green Flag Award annual feedback will be used to guide review of the Plan.
- ◆ All key BHCC staff will hold an annual internal meeting to monitor standards, progress and review the management plan.

6.4 The Management and Maintenance Plan is intended to cover a period of five years from its adoption. It will be subject to continual review as it is used and BHCC will carry out a full review annually to enable any improvements and alterations to be made as necessary.



**BYLAWS RELATING TO THE ROYAL PAVILION ESTATE (REVISED IN 1997)**

**Damage to Furniture etc**

No person whose dress or clothing is liable to soil or damage the furniture or fittings of the Royal Pavilion, or dress or clothing of any person, shall enter or use the Royal Pavilion.

**Animals & Vehicles**

No person in charge of an animal shall, without the consent of the Council, permit the animal to enter or remain in the Royal Pavilion.

No person shall, without the consent of the Council, bring into any part of the Royal Pavilion  
a wheeled vehicle or conveyance of any description (other than a hand-propelled invalid carriage)

**Opening Times**

No person shall, after being asked to leave by an Officer of the Council, knowingly remain in the Royal Pavilion after the time fixed for its closing.

**Touching Exhibits**

No person shall handle or touch any exhibit in the Royal Pavilion Estate unless authorised to do so by an Officer of the Council.

**Returning Exhibits**

No person having the charge or possession of any exhibit which the Council is entitled to have returned to it shall, without reasonable excuse, fail to deliver it up to the Council within 14 days of the service upon him by the Council of a notice requiring him to do so.

For the purposes of this bylaw, a notice may be served upon any person by delivering it to him, or by leaving it at his usual or last known place of residence, or by sending it by registered post or recorded delivery service addressed to him at that place.

**Spitting & Chewing Gum**

No person shall spit or eat chewing gum in the Royal Pavilion.

**Sleeping**

No person shall, without reasonable excuse, after a warning by an Officer of the Council, sleep in the Royal Pavilion.

**Obstruction**

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No person shall in the Royal Pavilion Estate:

(a) intentionally obstruct an Officer of the Council in the proper execution of his duties;

(b) intentionally obstruct any person carrying out an act which is necessary to the proper execution of any contract with the Council; or

(c) intentionally obstruct any other person in the proper use of the Royal Pavilion Estate, or behave so as to give reasonable grounds for annoyance to other persons in the Royal Pavilion Estate.

### **Advertising**

No person shall, without the consent of the Council, display, distribute, affix or post any bill, sign, placard or notice in any part of the Royal Pavilion.

### **Trading**

No person shall, without the consent of the Council, offer anything for sale in the Royal Pavilion Estate.

### **Lying on Furniture etc**

No person shall lie on the furniture or fittings of the Royal Pavilion or on the floor thereof except, with the consent of the Council, on the floor of any part of the Royal Pavilion for the time being set apart for the use of children under 12 years of age.

### **Smoking**

No person shall smoke or strike a light in the Royal Pavilion, except in any part thereof in which the Council for the time being allows smoking.

### **Refreshments**

No person shall partake of refreshments in the Royal Pavilion, except in any part thereof in which the Council for the time being allows the consumption of refreshments.

### **Litter**

No person shall leave any litter in any part of the Royal Pavilion, except in the bins provided by the Council.

### **Photography etc**

Except with the consent of an Officer of the Council, no person shall photograph, paint, draw or reproduce the interior of the Royal Pavilion or any part thereof.

### **Broadcasting**

Except with the consent of an Officer of the Council, no person shall cause or permit any apparatus for the reception of sound or television broadcasting or for

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the reproduction of sound to be operated in any part of the Royal Pavilion set apart for the use of the public.

### **Climbing**

No person shall, without reasonable excuse, climb any wall or fence in or enclosing the Royal Pavilion Estate, or any tree, hedge, barrier, railing, post or other structure.

### **Removal of Structures**

No person shall, without reasonable excuse, remove from or displace in the Estate any barrier, railing, post, or seat, or any part of any structure or ornament, or any implement provided for use in the laying out or maintenance of the Estate.

### **Driving**

No person shall, without reasonable excuse, ride or drive a cycle, motor cycle, motor vehicle or any other mechanically propelled vehicle in the Estate, or bring or cause to be brought into the Estate a motor cycle, motor vehicle, trailer or any other mechanically propelled vehicle (other than a cycle), except in any part of the Estate where there is a right of way for that class of vehicle.

If the Council has set apart a space in the Estate for use by vehicles of any class, this bylaw shall not prevent the riding or driving of those vehicles in the space so set apart, or on a route, indicated by signs placed in conspicuous positions between it and the entrance to the Estate.

No person shall leave a cycle or motor cycle or park a vehicle, whether mechanically propelled or not, or trailer in the Estate without the consent of an Officer of the Council.

This bye law shall not prevent the riding or driving into the Estate of any vehicle carrying persons or goods with the consent of the Council.

This bylaw shall not extend to invalid carriages.

In this bylaw and in bylaw 21 'cycle' means a bicycle, a tricycle, or a cycle having four or more wheels, not being in any case a motor cycle or motor vehicle; 'invalid carriage' means a vehicle, whether mechanically propelled or not, the unladen weight of which does not exceed 150 kilograms, the width of which does not exceed 0.85 metres and which has been constructed or adapted for use for the carriage of one person, being a person suffering from some physical defect or disability and is used solely by such a person;

'motor cycle' means a mechanically propelled vehicle, not being an invalid carriage, with less than four wheels and the weight of which unladen does not exceed 41 0 kilograms;

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'motor vehicle' means a mechanically propelled vehicle, not being an invalid carriage, intended or adapted for use on roads;

'trailer' means a vehicle drawn by a motor vehicle, and includes a caravan.

### **Driving**

A driver shall not permit a, cycle, motor cycle, motor vehicle or trailer to enter or leave the Estate except by an entrance or exit specified by the Council and indicated by a notice or notices placed in a conspicuous position near thereto.

### **Advertising**

No person shall, without the consent of the Council, display, distribute, affix, or post any bill, sign, placard or notice in any part of the Estate.

### **Protection of Flower Beds, Trees, Grass etc**

No person shall in the Estate walk, run, stand, sit or lie upon:

(a) any grass, turf or other place, where adequate notices to keep off such grass, turf, or other place is exhibited; or

(b) any flower bed, shrub or plant, or any ground in the course of preparation as a flower bed, or for the growth of any tree, shrub or plant.

### **Removal of Substances**

No person shall remove from or displace in the Estate any turf, or the whole or any part of any plant or tree.

### **Games**

No person shall in the Estate, juggle, play any ball game or any other game which may give reasonable cause for annoyance to other persons in the Estate or cause damage to the buildings or gardens.

### **Animals in the Estate**

No person in charge of an animal shall, without the consent of the Council, permit the animal to enter or remain in any of the enclosed garden areas within the Estate.

### **Erection of Structures**

No person shall, without the consent of the Council, erect any post, rail, fence, pole, tent, booth, stand, building or other structure in the Estate.

### **Trading in the Estate**

No person shall, without the consent of the Council, sell, or offer or expose for sale, or let to hire, or offer or expose for letting to hire, any commodity or article in the Estate.

### **Meetings**

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No person shall hold or take part in any public meeting or deliver any public address in the Estate or in the Royal Pavilion.

This bylaw shall not apply to any conference, event or ceremony held by or with the consent of the Council.

### **Litter in the Estate**

No person shall leave any litter in the Estate outside the Royal Pavilion, except in the bins provided by the Council.

### **Sleeping in the Estate**

No person shall, without reasonable excuse, after a warning by an Officer of the Council, sleep in the Estate.

### **Noise**

No person in the Royal Pavilion or in the Estate shall, after being requested to desist by an Officer of the Council, or by any person annoyed or disturbed, or by any person acting on his behalf:

(a) by shouting or singing;

(b) by playing on a musical instrument; or

(c) by operating or permitting to be operated any radio, gramophone, amplifier, tape recorder or similar instrument; cause or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the Royal Pavilion or in the Estate.

This bylaw shall not apply to any person holding or taking part in any entertainment held with the consent of the Council.

### **Savings**

An act to the proper execution of his duty in the Royal Pavilion Estate by an Officer of the Council, or any act which is necessary to the proper execution of any contract with the Council, shall not be an offence under these bylaws.

Nothing in or done under any of the provision of these bylaws shall in any respect prejudice or injuriously affect any public right of way, if any, through the Royal Pavilion Estate, or the rights of any person acting legally by virtue of some estate, right or interest in, over or affecting the Royal Pavilion Estate or any part thereof.

### **Penalty**

Any person offending against any of these bye laws shall be liable on summary conviction to a fine not exceeding level 2 on the standard scale.

**Royal Pavilion & Museums Gardens Week 2009**

**Audience Survey Summary**

**Regency Picnic (25 May):** All respondents thought the picnic was excellent or good – only one rated it as average. In terms of what audiences liked best, costumed characters and musicians were the biggest hit (30.0% and 27.2% respectively – followed by games at 15.1%).

For next year, people were most enthusiastic about:

- ◆ circus skills
- ◆ dancing

Selected comments:

- ◆ 'Really fun picnic'
- ◆ 'Very good idea especially with the history of the city'

Estimated numbers (children only):

Seed Planting	70
Interacting with Regency Picnic Actors	150
Dancing	10
Music	150
Board Games	10
Active Games	70

**Tea with Head Gardener (27/28 May):** All respondents rated these events as very good/ good – only one rated it as 'acceptable'.

In general these events attracted an older audience: virtually everyone who attended was between the ages of 45-74.

30 out of 34 respondents thought the talks were good value for money.

Overwhelmingly, the most enjoyable aspect of the event was the personality, knowledge and enthusiasm of Robert – there was a host of positive comments.

Selected comments:

- ◆ 'Really enjoyed it, very interesting'
- ◆ '[Cream] tea very good except the rationed cups of tea'

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- ◆ 'Only got one small cup of tea, wouldn't have taken much to provide more'
- ◆ Four members of the audience felt it was difficult to hear and/or get full benefit of the talk because of the large group size. (Both groups were at or around maximum capacity as once again these events proved very popular).

### Notes for improvement

- ◆ one wheelchair user complained that it was difficult to see because others pushed in front of him/her. In the future, we should ensure that others allow disabled audience members appropriate access.
- ◆ A hand out to accompany the talk (two respondents mentioned this as a worthwhile improvement to make)

**Andy Sturgeon Talk (27 May pm):** Only ten questionnaires were returned – but all respondents rated this talk as very good/good and praised the speaker, the event in general and felt they had had good value for money.

**Caroline Holmes Talk (28 May):** Very few respondents – but once again all rated this talk as very good/good and felt they had got value for money.

**Fantastic Photography Workshop (26 & 28 May):** Selected comments:

- ◆ 'It was incredible'
- ◆ 'I really want to do it again'
- ◆ 'Fantastic'
- ◆ 'Very confusing booking'

The majority of respondents felt the workshop was very good. 10 out of 11 learnt something new – and 10 out of 11 felt they were likely to pursue their interest afterwards.

Their comments showed that as well as learning new things what they enjoyed most was the freedom to explore and choose how to use the new techniques in the environment of the Pavilion estate. Several respondents commented that they would have liked the session to go on longer than two hours.

9 out of 11 were going to enter the photography competition ie linking workshops to the competition seemed to get a positive response.

There was enthusiasm for more photography workshops next year from several of the participants.

[Note: due to a failure in communication internally, one of the workshops was cancelled which led to some confusion for participants in terms of booking/ticketing.]

**Ben Law Talk:** Selected comments (response to this talk was overwhelmingly positive):

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- ◆ 'Inspirational'
- ◆ 'He is a very good speaker – fascinating'
- ◆ 'Good venue'
- ◆ 'One of the best talks I have been to'

Without exception, all respondents rated this event as 'very good' and said they would like to see more of this kind of event (particularly with a focus on permaculture and biodynamics).

87.5% thought it provided good value for money though one unemployed respondent commented that it was very expensive on his/her budget.

**Community Gardening Exhibition/Great Garden Fair:** Across the three days, 32% rated their experience as excellent, 59.5% as good.

40.5% of respondents came to the gardens specifically for the events but the majority (59.5%) did not (and the majority of these were passers-by).

32.9% liked the stalls most, 19.8% everything, 13.6% variation, 11.8% demonstrations.

When asked what they would like to see next year, many respondents were enthusiastic about picnics and talks etc. In other words, there was real interest in Gardens Week events from a large number of people who hadn't heard about Gardens Week in advance – and disappointment expressed when they found that the majority of events were already over.

65% said that it was very likely that they would return next year if the weekend events were held again (27.1% said that it was possible; no respondent said they would not return).

There was an even spread across the age demographic from 25-74. Because of its prominence and the fact that it encouraged passers by, the events in the Katas also attracted a more ethnically diverse audience than many other Gardens Week events (only 77.0% of respondents described themselves as White British).

Selected comments:

- ◆ 'Informative, pleasant and helpful'
- ◆ 'Lovely to see things like this in the gardens'
- ◆ 'Great idea – more please'
- ◆ 'Please can we have more of this'
- ◆ 'Could be bigger'
- ◆ 'Expand – more stalls'
- ◆ 'Lovely selection of goods in the tent'
- ◆ 'We would like to see more of everything especially the garden fair'

Audience Survey responses to 'Where did they hear about us?':



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- ◆ Regency Picnic: from museum information leaflet (16.6%) and principally word of mouth (58.3%)
- ◆ Tea with Head Gardener: the highest percentage (44.7%) heard about the event via leaflet, followed by word of mouth (13.1%).
- ◆ Caroline Holmes: 5 out of 6 found out via leaflet, one via word of mouth.
- ◆ Fantastic Photography: Word of mouth (38.8%), Leaflet (27.7%)
- ◆ Ben Law: Leaflet (8 out of 19), Flyer (7 out of 19)
- ◆ Community Gardening Exhibition/Great Garden Fair: Just passing (44.3%), Museum information leaflet (23.5%), Press (8.4%)

DRAFT



# **CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE**

## **Agenda Item 54**

Brighton & Hove City Council

**Subject:** Executive Response to Scrutiny Ad Hoc Panel on Environmental Industries – covering report.

**Date of Meeting:** 4 February 2010

**Report of:** Director of Culture and Enterprise

**Contact Officer:** Name: Tom Hook Tel: 29-1110  
Head of Scrutiny

E-mail: Tom.hook@brighton-hove.gov.uk

**Key Decision:** No

**Wards Affected:** All

### **FOR GENERAL RELEASE**

#### **1. SUMMARY AND POLICY CONTEXT:**

1.1 The Executive response to the ad-hoc Scrutiny Panel on Environmental Industries was considered at the Executive Cabinet Member Meeting on 26 January 2010. This report is attached.

#### **2. RECOMMENDATIONS:**

- (1) To note the Executive response; and
- (2) To agree to the update on the implementation of the Panel's recommendations in twelve months time.

#### **3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:**

3.1 The Culture, Tourism & Enterprise Overview and Scrutiny Committee (CTEOSC) agreed to set up an ad-hoc Scrutiny Panel to consider how to capture the potential and economic benefits of environmental industries for Brighton and Hove in November of last year.

3.2 The Panel comprised of Councillors Bill Randall (Chair), Steve Harmer-Strange and Melanie Davis. Over a six month period, the Panel interviewed 25 witnesses representing 21 organisations. The final report from the Panel was received and endorsed at the last CTEOSC in October of this year and forwarded for an Executive response.

3.3 The Panel report outlined 7 major recommendations and it is these that the Executive Response is structured around.

#### **4. CONSULTATION**

4.1 Not applicable for this covering report.

#### **5. FINANCIAL & OTHER IMPLICATIONS:**

##### 5.1 Financial Implications:

As this report is for noting, there are no direct financial implications to this report. Implications for the Executive Response are indicated on that report.

##### 5.2 Legal Implications:

There are no adverse legal implications arising from this report. Implications for the Executive Response are indicated on that report.

##### 5.3 Equalities Implications:

As this report is for noting, there are no direct implications. Implications for the Executive Response are indicated on that report

##### 5.4 Sustainability Implications:

As this report is for noting, there are no direct implications. Implications for the Executive Response are indicated on that report.

##### 5.5 Crime & Disorder Implications:

As this report is for noting, there are no direct implications. Implications for the Executive Response are indicated on that report.

##### 5.6 Risk and Opportunity Management Implications:

As this report is for noting, there are no direct implications. Implications for the Executive Response are indicated on that report.

##### 5.7 Corporate / Citywide Implications:

As this report is for noting, there are no direct implications. Implications for the Executive Response are indicated on that report.

#### **6. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

6.1 Not applicable

### **SUPPORTING DOCUMENTATION**

**Appendices:** None

# **ENTERPRISE EMPLOYMENT & MAJOR PROJECTS CABINET MEMBER MEETING**

## **Agenda Item 54**

Brighton & Hove City Council

**Subject:** Executive Response to Scrutiny Ad Hoc Panel on Environmental Industries

**Date of Meeting:** 26<sup>th</sup> January 2010

**Report of:** Director of Culture and Enterprise

**Contact Officer:** Name: Paula Murray Tel: 29-2534

E-mail: paula.murray@brighton-hove.gov.uk

**Key Decision:** No

**Wards Affected:** All

### **FOR GENERAL RELEASE**

#### **1. SUMMARY AND POLICY CONTEXT:**

- 1.1 This report outlines the Executive response to the Ad Hoc Scrutiny Panel on Environmental Industries established in November 2008 by the Culture and Enterprise Overview and Scrutiny Committee.

#### **2. RECOMMENDATIONS:**

- (1) To congratulate the panel on the detailed and well informed work undertaken to produce their report.
- (2) To mandate officers to implement the service changes needed to accommodate the major recommendations of the Scrutiny report as outlined in the body of this report.
- (3) To request an update on the implementation of the recommendations in 12 months time

#### **3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:**

- 3.1 The Culture, Tourism & Enterprise Overview and Scrutiny Committee (CTEOSC) agreed to set up this ad-hoc scrutiny panel to consider how to capture the potential and economic benefits of environmental industries for Brighton and Hove in November of last year.

- 3.2 The panel comprised of Councillors Bill Randall (Chair), Steve Harmer-Strange and Melanie Davis. Over a six month period, the Panel interviewed 25 witnesses representing 21 organisations. The final report from the Panel was received and endorsed at the last CTEOSC in October of this year and forwarded for an Executive response.
- 3.3 The report outlined 7 major recommendations and it is these that the Executive Response is structured around:
- 3.3.1 **Recommendation One:** The Panel believes the council should appoint a lead officer for environmental industries to be a key point of contact for those in this sector seeking information and support.

The approach of designating a development officer to a particular business sub sector can be very successful as has been demonstrated with the council's appointment of a Creative Industries Officer in 2001. For a sub sector to have a single point of contact is clear and useful. However, in the current financial climate for Brighton and Hove, as for other local authorities, a growth strategy for new posts is extremely difficult. Therefore, the executive proposal would be to re-shape the current Creative Industries post which sits within the Economic Development Team and is to be held vacant until the new financial year. The post would become an Economic Development post which is asked to specialise in subsectors, probably two at any one time. In the first instance, the post would be required to focus on the continued development of the Creative industries sector and Environmental Industries. The model of creating a new post every time a subsector needs particular time or attention is unsustainable, however, a flexible post that can turn to different subsectors at different times is within the capacity of current resources.

- 3.3.2 **Recommendation Two:** The Panel welcomes the Business Retention and Inward Investment Strategy and Action Plan, and its commitment to the environmental industries. The Panel believes all other relevant strategies for the city should be refreshed to reflect the importance of environmental industries.

It is within the scope of this Executive response to agree to the inclusion of the development of environmental industries as a priority within certain relevant strategies directly. The further development of the Business Retention and Inward Investment Strategy for example, service plans of the Economic Development Team, Directorate or Corporate policy documents. In terms of strategies that sit with partner organisations such as the Brighton and Hove Economic Strategy led by the Economic Partnership or the Regional Economic Strategy led by the Regional Development Agency or the Community Strategy led by the Local Strategic Partnership the undertaking in this response differs. In these cases, the proposal from the executive would be for the designated officer to take a lead role in promoting the inclusion of environmental industries in those strategy and policy documents as they fell due for refreshing or as new policy documents were developed. This is not likely to be a difficult task or to meet with stony ground as there is a broad and

growing understanding and acknowledgement of the importance of this industry subsector as evidenced in the ad-hoc panel report itself.

**3.3.3 Recommendation Three:** The Panel believes the council should explore how more affordable work and office space could be made available in the city. The executive response agrees with this recommendation and would factor this task into the role of the Economic Development post designated to support subsectoral development. The needs of the Environmental industries as outlined here are not dissimilar from those identified by the Creative Industries subsector in this respect. There is clearly a need to work with partners such as the universities in terms of this objective, the potential to look at council owned sites for development, the council's own property portfolio and partnerships with developers. The caveat on this aspiration would be that the council's influence is limited in respect of market forces.

**3.3.4 Recommendation Four:** The Panel recommends the council plays an active role in supporting the new regional Environmental Innovation Network, which will be led by EnviroBusiness.

The council has already played an active role in the support of this Network by submitting a letter of support as part of the bid application for funds to establish it. This support would be continued by active participation via the Economic Development post appointed.

**3.3.5 Recommendation Five:** The Panel welcomes the council's commitment to creating apprenticeships. It recommends that future bids for funding for apprenticeships take account of the environmental industries.

The current Futures Jobs Fund bid being co-ordinated by the council's City Employment Initiatives team already contains a significant number of environmental industries jobs. Future applications for funding for job creation or apprenticeships will contain this element also as a priority.

**3.3.6 Recommendation Six:** The Panel recommends that the council encourages inter-college partnering, where appropriate, to address the skills gaps in the environmental industries and in the retrofitting sector of the construction industry to meet demand for future employment.

The council has already begun dialogue with City College in terms of the skills development agenda as one of the city's major providers of skills for employment. The continued encouragement of this area of skills development will also be driven forward via the City Employment and Skills Plan delivery.

**3.3.7 Recommendation Seven:** The Panel recommends the council uses its procurement policy to promote the growth and development of environmental industries and to encourage innovative and environmentally conscious companies to tender for work.

This recommendation falls within the scope of Corporate Procurement within the Cabinet portfolio of Finance and Resources and will be referred accordingly.

- 3.4 The ad-hoc panel report also makes a further set of minor recommendations around the further development of sector specific data, funding information, profile development and advocacy. These would be included in the development of the role of the Economic Development post with responsibility for sub sectoral development.
- 3.5 In addition to the recommendations in the report, it is also proposed by the executive to include in the Economic Development role an objective to make applications for external funding for the development of this sector. There are a number of international funding opportunities in this area which would be prioritised by the lead officer with support from the International Team.

#### **4. CONSULTATION**

- 4.1 There has been consultation with the Executive Member for Enterprise and Major Projects and senior officers.

#### **5. FINANCIAL & OTHER IMPLICATIONS:**

##### **5.1 Financial Implications:**

All actions proposed in this executive response are within the scope of current financial resources. Any additional activity would need to be subject to external funding raised

*Finance Officer Consulted: Anne Silley*

*Date: 4<sup>th</sup> January 2010*

##### **5.2 Legal Implications:**

There are no adverse legal implications arising from this report.

*Lawyer Consulted: Bob Bruce, Principal Solicitor Date: 05.01.10*

##### **5.3 Equalities Implications:**

Job creation schemes such as the Futures Jobs Fund would prioritise those in long term unemployment and skills development opportunities would be accessible to a full range of people including those facing barriers to employment and training.

##### **5.4 Sustainability Implications:**

The implementation of all of the proposed recommendations in the ad-hoc panel report would have positive implications in terms of sustainability.

##### **5.5 Crime & Disorder Implications:**



Any initiatives or programmes implemented that reduce unemployment and benefit the city's economy would be likely to have a positive impact in reducing the likelihood of crime and disorder.

5.6 Risk and Opportunity Management Implications:

If the ad-hoc panel report recommendations are not implemented, there is a risk that job creation and skills and training opportunities will be lost for the city. There would also be a risk of increased negative impact of climate change. The opportunities that have been identified by the panel report in terms of economic development in particular will have to be maximised, with partners and within available resources.

5.7 Corporate / Citywide Implications:

The implementation of the recommendations in the ad-hoc panel report would have a positive impact on both climate change and employment in the city and therefore would be citywide.

**6. EVALUATION OF ANY ALTERNATIVE OPTION(S):**

- 6.1 The option to create a new post in response to this ad-hoc panel report was considered but was not possible within current financial constraints.

**7. REASONS FOR REPORT RECOMMENDATIONS**

- 7.1 The ad-hoc panel report drew on a detailed level of expertise and current information on the development of the environmental industries. The resulting recommendations were extremely well informed and offer a number of useful and pragmatic ways forward for the development of this key subsector.
- 7.2 In the view of all of the witnesses who presented to the ad-hoc panel, this subsector is one that Brighton and Hove should actively develop both because of the inherent opportunities and because it would flourish well in this city. Many of the preconditions for growth for this subsector were identified in Brighton and Hove by the panel's findings.

**SUPPORTING DOCUMENTATION**

**Appendices:           None**

**A report of the Culture, Tourism and Enterprise Overview and Scrutiny Committee Ad Hoc Panel weblink below:**

[http://www.brighton-hove.gov.uk/downloads/bhcc/CTEOSC\\_version\\_for\\_7th\\_oct.doc](http://www.brighton-hove.gov.uk/downloads/bhcc/CTEOSC_version_for_7th_oct.doc)



## Agenda Item 55

### Proposed Amended Work Programme for 09-10

4 <sup>th</sup> February 2010	1 April 2010	1 July 2010	30 September 2010
<ul style="list-style-type: none"> <li>• Presentation by Fred Hasson re: digital gaming</li> <li>• Presentation on Open Houses</li> <li>• Royal Pavilion Gardens Strategy</li> <li>• Verbal Update on the Foredown Tower</li> <li>• Executive Response to Environmental Industries report.</li> <li>• Work Programme</li> </ul> <p>Part 2</p> <ul style="list-style-type: none"> <li>• Major projects update</li> </ul>	<ul style="list-style-type: none"> <li>• Children’s festival presentation</li> <li>• Work programme and Ad-hoc panel update</li> <li>• Creative Industries update?</li> <li>• Sports Facilities – one year on)</li> <li>• Monitoring and funding of sports development – update/overview</li> <li>• South Downs Park update?</li> <li>• Marathon update – Tim Hutchings.</li> <li>• Major projects update?</li> </ul> <p><u>New items:</u></p> <p>Public Art and planning?</p> <p>Music venues in the city (BIM) –</p>	<ul style="list-style-type: none"> <li>• Presentation by the B&amp;H Archaeological Society and report on what artefacts and sites are in the city?</li> <li>• The city’s approach to tourism ( Cllr Steve Harmer-Strange)</li> <li>• Update on Museums’ plan and renaissance funding (agreed at 2 July 2009 meeting)</li> <li>• Marathon feedback?</li> <li>• Presentation from the East Sussex Credit Union?</li> </ul>	

	<b>presentation by Kevin Nixon</b>		
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<b>30 September 2010</b>	<b>25 November 2010</b>	<b>3 January 2010</b>