

Verview & Scrutiny

Title:	Culture, Tourism & Enterprise Overview & Scrutiny Committee
Date:	2 July 2009
Time:	4.00pm
Venue	Council Chamber, Hove Town Hall
Members:	<b>Councillors:</b> Randall (Chairman), Davis, Drake (Deputy Chairman), Harmer-Strange, Hawkes, Kennedy, C Theobald and Turton
Contact:	Julia Riches/Karen Amsden Scrutiny Support Officers julia.riches@brighton- hove.gov.uk/karen.amsden@brighton- hove.gov.uk

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## CULTURE, TOURISM & ENTERPRISE OVERVIEW & SCRUTINY COMMITTEE

## AGENDA

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	Draft minutes of the meeting on 2 April 2009 (copy attached).					
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	There are none.					
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	There are none.					
6.	DOME AND FES	TIVAL PRESENTATIO	N			
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7.		ANAGEMENT ARRANG AT HOLLINGBURY A	GEMENTS OF THE COUNCIL'S	11 - 16		
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8.	CULTURAL STR	ATEGY		17 - 36		
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	Contact Officer: Ward Affected:		Tel: 29-2534			

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

#### 11. FOREDOWN TOWER - VERBAL UPDATE

12.	<ul> <li>LONDON ROAD SPD - VERBAL UPDATE</li> <li>Notes from workshop held on 28<sup>th</sup> April 2009 (copy attached).</li> </ul>			87 - 90
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Report of the Director of Culture & Enterprise (copy attached).

Contact Officer:	David Fleming	Tel: 01273 292700
Ward Affected:	All Wards;	

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For further details and general enquiries about this meeting contact Julia Riches (email julia.riches@brighton-hove.gov.uk) or email <u>scrutiny@brighton-hove.gov.uk</u>

Date of Publication - Wednesday, 24 June 2009

#### To consider the following 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 prejudical 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 2of 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 the public inspection at Brighton and Hove Town Halls.

#### **BRIGHTON & HOVE CITY COUNCIL**

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

#### 4.00PM 2 APRIL 2009

#### COUNCIL CHAMBER, HOVE TOWN HALL

#### MINUTES

**Present**: Councillors Randall (Chairman); Davis, Drake (Deputy Chairman), Harmer-Strange, Kennedy, Marsh and C Theobald

Co-opted Members:

#### PART ONE

#### 57. PROCEDURAL BUSINESS

#### 57a Substitutes

57.1 Councillor Mo Marsh for Councillor Pat Hawkes and apologies from Councillor Craig Turton.

#### **57b Declaration of Interests**

57.2 Councillor Steve Harmer-Strange declared a non-prejudicial interest in Item 65 as he is on the steering group for Shoreham Harbour.

#### 57c Exclusion of press and public

57.3 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 member of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 1001 (1) of the said Act.

57.4 **RESOLVED** – that the press and public be excluded from the meeting for the discussion of Item 72 under Category 3.

#### 58. MINUTES OF THE PREVIOUS MEETING

58.1 **RESOLVED** – that the minutes of the meeting held on 2 February 2009 be approved and signed by the Chairman.

#### 59. CHAIRMAN'S COMMUNICATIONS

59.1 The Chairman welcomed everyone to the meeting, in particular Simon Fanshawe from the Economic Partnership and the Cabinet Member for Culture, Recreation and Tourism. The Chairman informed the Committee that the first public meeting of the Scrutiny Panel on the environmental industries had been held on 31 March. This was a very interesting and informative session and an additional evidence session had been arranged for 10 June 2009. A scrutiny workshop had also been held on the draft Cultural Strategy which had been very successful.

59.2 The Chairman had also attended a staff meeting in the Culture and Enterprise Directorate and had explained the work of the scrutiny committee. He had also invited Councillor Melanie Davis to join the Chairman's pre-meetings and she had attended the last pre-meeting on 16 March 2009.

59.3 The Chairman also informed the Committee that, as the Cabinet Member needed to leave the meeting early, Item number 66 on the Brighton Marathon would be taken before Item number 64.

#### 60. PUBLIC QUESTIONS

60.1 There were none.

#### 61. QUESTIONS AND LETTERS FROM COUNCILLORS

61.1 There were none.

#### 62. DISCUSSION OF THE DRAFT ECONOMIC STRATEGY

62.1 The Chairman welcomed Mr Simon Fanshawe from the Economic Partnership to the meeting and asked that he introduce the draft Economic Strategy.

62.2 Mr Fanshawe explained that the first Economic Strategy and the Economic Partnership had grown out of the 1999 City Bid. This bid had gathered together many diverse groups across the city. There are currently 32 members of the Economic Partnership who speak for different sectors. Amex is about to become a member, as well as a head teacher. The Economic Partnership is funded by the South East of England Development Agency (SEEDA) and by businesses themselves.

62.3 Mr Fanshawe outlined the history of the Economic Strategy which grew out of the Tourism Strategy. At that time, the Economic Partnership brought together around thirty key players in

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the industry and brokered a discussion on such issues as how to raise the city's profile. The Economic Strategy was owned by all those involved and was about the 'big picture'. It was broken down into three broad areas: skills, sites and shifts (innovation).

62.4 Mr Fanshawe went on to explain the 'skills' driver in the city. Brighton & Hove has benefited from the minimum wage as there are lots of jobs in areas like hospitality. There was, however, a lack of high value jobs: there was high university retention but often these graduates were working in jobs below their skill levels. There was a need to stimulate inward investment to provide high salary jobs.

62.5 On the issue of 'sites' it was important to use sites intelligently and take the opportunities offered by New England House. On the subject of 'shifts' or innovation, Mr Fanshawe decribed the city as 'enterprise-ready' rather than 'enterprise-driven'. Schools and universities are crucial in the ambition to become a more innovative city. The Economic Partnership had just organised a forum called the 'Ed Heads' which brings together key partners to discuss how to support a seamless transition from schools to work. There was also work with universities to encourage students to become more entrepreneurial.

62.6 Mr Fanshawe informed the Committee that, in the short term, the independent retail sector was holding up surprisingly well in the current economic climate and some independent retailers had a very good month in February. The Economic Partnership had worked with City College to train retail experts in the skills of brokerage in order to interact with the independent retail sector with the aim of addressing their needs. Mr Fanshawe noted that action was needed on the key sites in Brighton, such as the Marina, Preston Barracks and the Brighton Centre.

62.7 Members thanked Mr Fanshawe for his informative and interesting remarks and a long discussion followed. Following a question on the percentage of jobs in the city in the financial sector, Mr Fanshawe explained that the jobs are variegated and the job increases by Amex were welcome. The top 10 companies in the private sector only employ 17%. The largest employer is the Council. To help the third sector, the public sector needed to create innovative ways for the third sector to deliver services. A question was asked about 'Participle' and working with challenging young people. Mr Fanshawe replied that 'Participle' was doing good work but suggested that the resources devoted to those 'Not In Employment, Education or Training' (NEET) should be examined. Questions were asked about readiness in the city for the 'upsurge' following the current downturn and there was a discussion over bringing development sites forward. The Economic Partnership had set up a 'Sussex Summit' to bring together the Leaders of the three local authorities with lead officers to look at collaborate working to address shared issues, for example, the train services in the region

62.8 A lengthy discussion was held on planning consents and the question of whether certain sites would go ahead, following which the Chairman thanked Mr Fanshawe for a fascinating session.

#### 63. SUSTAINABLE EVENTS GUIDELINES

63.1 The Chairman welcomed the Cabinet Member for Culture, Recreation and Tourism who was attending the meeting specifically for this report and the report on the Brighton Marathon. The Head of Sport and Leisure apologised on behalf of the report author who was on leave

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and introduced the report. He explained that the recommendation 2.1.2 in the report should read 'comment' on the timetable rather than 'agree' the timetable.

63.2 The Head of Sport and Leisure explained that the British Standard was being developed and the timetable in the city was organised to dovetail with this. He highlighted the good practice happening now (outlined in paragraph 3.6 of the report) such as on noise pollution, packaging and local sourcing. He asked Members for any comments on the system and the timetable. The draft guidelines would go to the Cabinet Member Meeting in May and any comments would be fed in to this.

63.3 Councillor Kennedy commented that it was great to see this starting to happen and the timetable seemed reasonable taking into account the need to work alongside the British Standard. She requested that a focus on waste and recycling be added to the list of issues being addressed in paragraph 3.6.

63.4 Councillor Davis asked how vehicle emissions were being addressed. The Head of Sport and Leisure replied that it was difficult to achieve a measurable performance indicator in this area and more work needed to be done in terms of what emissions are from cars at particular events. The Veteran Car Run has been reviewing the work they do and understood this was a key issue.

63.4 The Chairman noted that the timetable was a little disappointing but recognised the impact of the British Standard. He agreed with the need to address waste and recycling in paragraph 3.6 and asked that this section is more prominent in the strategy.

**63.4 RESOLVED** – (1) to endorse the creation of a sustainable event management system for outdoor events;

(2) that the comments of the Committee (see above) be noted;

(3) to request an update at a later meeting.

#### 64. PERFORMANCE IMPROVEMENT REPORT- QUARTER 3

#### (PLEASE NOTE THAT ITEM NUMBER 66 WAS TAKEN BEFORE THIS ITEM)

64.1 The Chairman explained to the Committee that, due to ill health, no performance officers had been available for this report. A written statement was circulated (for copy see minute book).

64.2 The Chairman noted that the main focus for concern was the employment figures. He reiterated the need to encourage more highly paid jobs in the city.

**64.3 RESOLVED** (1) that the committee are updated on progress against key indicators within the local Area Agreement and other indicators within the National Indicator Set;

(2) that the Committee reflects upon the detail in the report and request a year one update report to be brought to the Committee after June 2009.

#### 65. SHOREHAM HARBOUR JOINT AREA ACTION PLAN

65.1 The Chairman explained that this item was for information only. He welcomed the Head of Strategic Projects and the Strategic Planning and Monitoring Manager to the meeting and asked them to introduce the report.

65.2 The Head of Strategic Projects explained that the report was an update on the position of the Joint Area Action Plan (JAAP) and inherently a planning document. Tackling deprivation and the economy and jobs were crucial: this was an economic project. He outlined the main challenges, for example, transport and flood risk, but emphasised that these would be issues that needed solving irrespective of the Shoreham Harbour Scheme. The Strategic Planning and Monitoring Manager went on to explain that the JAAP had already been to the Environment and Community Safety Overview and Scrutiny Committee (ECSOSC) and that they would be holding a scrutiny meeting on the JAAP to which all Councillors were invited on 2 June 2009.

65.3 Members noted that they had raised the issue of transport at the previous ECSOSC meeting and wished to raise it again. The Strategic Planning and Monitoring Manager agreed that transport, along with flooding and financial viability would be key issues. There are consultants working on the transport issues and they would provide a report for the Shoreham Harbour Joint Member Steering Group in April. Following a question on the infrastructure, the Head of Strategic Projects explained that a range of options would be explored and there would be a proposal for a range of tariffs for developers to fund some of the facilities. It was clearly understood that the infrastructure must be recognised and detailed at an early stage, and that there would need to be great confidence that the funding (public and private) was available.

#### **65.4 RESOLVED** – that the report be noted.

#### 66. BRIGHTON MARATHON

#### (PLEASE NOTE THIS ITEM WAS TAKEN PRIOR TO ITEM 64)

66.1 The Head of Sport and Leisure introduced the report and clarified that it was a proposal for a route and more work was needed to address the concerns of the City Safety Advisory Group. It was understood that there would be a significant impact on the city but that the Marathon would bring great benefits for the city and for visitors.

66.2 The Marathon was planned for a Sunday to minimise impact and it was timed to attract runners who did not get a place in the London Marathon.

66.3 Councillor Marsh noted that her support was cited in the report and she still gave her support but wished to emphasis the importance of the safety and that the emergency services must agree with the route.

66.4 Following questions on why other cities don't have marathons, it was explained that there were some, but not on this scale or with the profile a Brighton Marathon would have.

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**66.5 RESOLVED** – that the Committee's comments are reported to Cabinet when it considers the issue.

#### 67. BUSINESS RETENTION AND INWARD INVESTMENT STRATEGY

67.1 The Head of Tourism and Venues introduced the report and noted that the document had not changed but that the Chairman's concerns over the inclusion of the third sector and the importance of the environmental industries, had been noted. The implementation plan detailed the way forward and a lot of this was actions that officers had been doing for some time. The BRII set out a way to do more and do it better. There was a clear set of actions based around better research, better understanding and better connections (with for example, the British Trade and Investment Board) The Head of Tourism and Venues explained that there was a need to get involved with businesses earlier and the Implementation Plan set the framework and specific points to take forward. One action was to capitilise on 'local ambassadors' to help sell the city to potential businesses.

67.2 Questions were asked about the limit of 50 employees in the BRII and how international and European Union connections were made. The Head of Strategic Projects explained that there was a broadly international business sector in the city. Some companies in the digital media were having difficulty managing their growth in the UK but would be looking at the EU given the exchange rate. The links and proximity to Gatwick helped the city.

67.3 The Head of Culture and Economy explained that there would be a re-aligning of resources in the Economic Development team in the Directorate. A question was asked about why the 'unusualness' of the city was listed as a weakness, and it was replied that it meant to indicate that lifestyle interests in the city may give the impression that it was not a serious place to do business.

**67.4 RESOLVED** - (1) The Committee endorse the Business Retention and Implementation *Plan and* 

(2) The Committee request updates from the Director of Culture and Enterprise on the actions contained within the Implementation Plan.

#### 68. CULTURAL STRATEGY DRAFT REPORT

68.1 The Head of Culture and Economy gave a verbal update on the Cultural Strategy Scrutiny Workshop. The clear messages were on the importance of engagement, both in targeting the hard to reach and the dissemination of information. The marketing and profile of the city was very important. There was some namechecks that needed to be added to the draft strategy as the diversity of the city was not fully reflected. The Members who attended the workshop had agreed that the structure and themes of the draft strategy.

68.2 The final document would go to Cabinet in June and would then be published on the web for one year, with comments and amendments requested. At the end of the year, it would be radically reviewed.

68.3 Cllr Marsh commented that she would like the option to attend some of the scrutiny workshops and it was agreed to explore this option.

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**68.4 RESOLVED –** *that the draft Cultural Strategy comes to the 2 July meeting of the Committee for final approval.* 

#### 69. WORK PROGRAMME AND SCRUTINY PANEL UPDATE

69.1 The Chairman introduced the work programme. It was agreed to move the item on Pride to the meeting in November. Members were reminded about the Scrutiny Workshop on the London Road SPD and it was agreed to ask if Cllr Marsh could attend. An item on the Open Houses was requested for the November agenda.

#### 70. ITEMS TO GO FORWARD TO CABINET OR THE RELEVANT CABINET MEMBER MEETING

70.1 There were none.

#### 71. ITEMS TO GO FORWARD TO COUNCIL

71.1 There were none.

# 72. PART 2 MINUTES OF 5TH FEBRUARY 2009 MEETING - EXEMPT UNDER CATEGORY 3

72.1 The Part 2 minutes of 5<sup>th</sup> February 2009 meeting were agreed.

The meeting concluded at 19.15

Signed

Chair

Dated this

day of

## CULTURE, TOURISM & ENTERPRISE OVERVIEW and SCRUTINY COMMITTEE

Subject:		The future management arrang golf courses at Hollingbury and		
Date of Meeting:		2 July 2009		
Report of:		Director of Environment		
Contact Officer:	Name:	Kevin Kingston Ian Shurrock	Tel:	29 - 3846 29 - 2084
	E-mail:			
Key Decision:	Yes			
Wards Affected:	All	Patcham and Hollingbury		

#### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

1.1 This report sets out the options for the future management of the two 18 hole council owned municipal golf courses at Hollingbury and Waterhall and seeks to consult with the Scrutiny Committee on option 3 as detailed in this report.

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

- 2.1 To note that a report will be presented to the Cabinet Member for Culture, Recreation and Tourism to request that the council should prepare tender documents and carry out a procurement process based on option 3 of this report, in accordance with the timescales set out in paragraph 5.1.
- 2.2 To request the Culture, Tourism & Enterprise Overview and Scrutiny Committee to comment on the procurement process as per 2.1.

#### 3. BACKGROUND INFORMATION:

The council operates and maintains two 18 hole municipal golf courses at Hollingbury and Waterhall. The two golf clubs based at the courses manage the clubhouses and associated catering. In addition, there is a golf professional at Hollingbury and two council employed golf assistants at Waterhall who are responsible for the management of bookings and green fee collection.

#### Council's responsibilities

3.2 The council is responsible for maintaining the two golf courses and employs eight full-time and one part time grounds maintenance staff and two golf assistants to do this. The council also makes a financial contribution to the golf clubs to manage the clubhouses.

#### Club's responsibilities

3.3 The two clubs currently operate the clubhouses which are leased to them by the council and these arrangements continue with the clubs until the end of March 2010. However, both clubs have expressed an interest not to continue these arrangements beyond this date. At Hollingbury the club employs a bar steward who occupies the on site flat and at Waterhall the club employs a caterer who occupies the bungalow. These two members of staff may have certain rights to this accommodation. Any proposal to bring in a management company to manage the two courses will need to consider and resolve this issue and our colleagues in legal services are currently evaluating the position.

#### **Golf professionals/assistants**

3.3 At Hollingbury there is a self employed golf professional. At Waterhall the council employs two full time golf assistants. These staff are responsible for the management of bookings, tee off times and collecting income from golfers.

#### **Financial Position**

3.4 There have been small operating losses across the two courses in recent years. The above fragmented management arrangements with a range of parties involved does not enable an effective delivery of this service. An integrated management approach with one overall operator has the potential to improve the service and financial position.

#### 4.0 MARKET TESTING & OPTIONS APPRAISAL

- 4.1 The council has carried out soft market testing vis a vis long term operational arrangements for the two golf courses and have contacted four golf course operators in the business.
- 4.2 From this research it is clear that there are a number of organisations operating in this arena and many of them are successfully managing golf courses on behalf of council's across the south east (including the London Boroughs of Bromley, Ealing, and Hillingdon, Crawley Borough Council, Horsham District Council and Maidstone Borough Council). Many of these organisations have committed investment in the courses in return for a long term operating lease that varies in general between 15 25 years. It is also clear that a number of other local authorities are currently considering

(London Borough of Bexley and Southampton City Council) outsourcing their management arrangements.

4.3 The positive soft market testing research has indicated that there are three options to consider in respect of the future management arrangements for these two golf courses. These are detailed below :

#### **Option 1 – Continue with current arrangements**

Both golf clubs have indicated that they do not wish to manage the club houses and therefore the current arrangements cannot continue. In addition the two golf courses are operating at a loss to the council and the council does not have the capital monies to invest in improvements in the facilities (ie clubhouses, course improvements and vehicle replacements etc) and maintenance to the courses. Therefore, it is likely in the current climate that income will continue to decrease and the courses will lead to an even greater financial pressure on the council.

#### Option 2 – Bring management of clubhouses and course in house alongside grounds maintenance arrangements

As with option 1 the council does not have the capital monies to improve the clubhouses and grounds maintenance at the two golf courses. The two clubhouses and courses would benefit from significant capital and revenue investment to improve the quality of service. For example, there is potential for significant investment in the refurbishment of the two clubhouses and the maintenance of the two courses including tees, greens, plant, vehicles, machinery, and storage facilities. This option therefore is likely to worsen the council's financial position.

#### Option 3 – Appoint a management company to manage both courses on behalf of the council

A number of local authorities in the south east use a recognised management company to operate their golf courses on their behalf (including Portsmouth City Council, Horsham District Council and Crawley Borough Council). Such companies provide an integrated management approach to delivery of a golf service (they are responsible for clubhouse operation, catering, golf professional services and green keeping). It is therefore a competitive market even in the current climate, and where these arrangements are in place the management company have invested additional money in improving facilities and maintenance in return for a long term operating lease.

A small number of local authorities in the South East have appointed external operators who run their municipal golf courses as a trust. These include London Borough of Bromley and Hertsmere District Council. Trusts operate on a similar basis to management companies but can make savings on National Non Domestic rates (NNDR).

#### 5. TIMESCALES

#### 5.1 An indicative procurement timetable is as follows :

Actions	Dates
Scrutiny Consultation and Cabinet Member Approval	July 09
Issue and Evaluate Pre Qualifying Questionnaire	August 09
Issue Invitation to Tender	Sept 09
Evaluate Tender Proposals	Oct 09
Cabinet Approval and Award of Contract	Dec 09
Commencement Date of Contract	April 10

#### 6. CONSULTATION

6.1 Consultation is ongoing with staff affected by the potential change in management arrangements including greenkeepers and golf assistants. In addition, consultation is ongoing with the golf professional at Hollingbury and with representatives of the two clubs.

#### 7. FINANCIAL & OTHER IMPLICATIONS:

#### 7.1 Financial implications

Any costs associated with preparation of documents for the procurement process will be met from existing Sport & Leisure Budgets. There will be further implications once the procurement exercise has been completed.

Finance Officer Consulted: Derek Mansfield Date: 5 June 2009

#### 7.2 Legal Implications:

The predominant nature and purpose of the contract will be the provision of golf course management services. These are classified as Part B services for the purposes of the EU Directive and accompanying Public Contracts Regulations 2006. As such they would not be subject to the full application of the rules relating to tendering. The Council is nevertheless required to comply with EU Treaty objectives of non-discrimination and openness in procurement, as well as comply with its statutory obligation to seek value for money.

Contracts over £75,000 must be prepared in a form approved by the Head of Law. The Council must take the Human Rights Act into account in respect of its actions but it is not considered that any individual's Human Rights Act rights would be adversely affected by the recommendations in this report.

#### Lawyer Consulted: Sonia Likhari

Date: 5 June 2009

7.3 Equalities Implications:

The operation of public golf courses that are accessible to the local community is important to enable participation in golf leading to subsequent health and well-being benefits.

#### 7.4 Sustainability Implications:

It should be noted that both courses are placed within the new boundaries of the South Downs National Park which is very likely to affect and have a more rigorous and restrictive approach to development.

#### 7.5 Crime & Disorder Implications:

There are no crime and disorder implications to consider.

#### 7.6 Risk & Opportunity Management Implications:

In the current economic climate we may not attract an organisation that wants to take over and operate the golf courses but we will not know this until we have gone out and sought expressions of interest.

There are two other risks which need to be noted. These are the TUPE implications should the management of the courses be outsourced and secondly, the issues detailed in paragraph 3.3 surrounding the accommodation rights at the both courses which are currently being evaluated by legal services.

#### 7.7 <u>Corporate / Citywide Implications:</u>

There are no corporate/city wide implications to consider

#### 8. EVALUATION OF ANY ALTERNATIVE OPTION(S):

8.1 These are included in paragraph 4.3 above.

#### 9. REASONS FOR REPORT RECOMMENDATIONS

9.1 These are detailed in the report. It should be noted however that carrying out a procurement exercise based on option 3 may not, in the current economic climate, attract an appropriate and viable solution that the council could accept. In these circumstances the council would have to evaluate other proposals and /or alternative solutions to the management of the two courses.

#### SUPPORTING DOCUMENTATION

#### Appendices:

1. None

#### Documents in Member's room

1. None

# Background Documents 1. None

## CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE

Brighton & Hove City Council

Subject:		Cultural Strategy		
Date of Meeting:		2 July 2009		
Report of:		Director of Culture & Enterprise		
Contact Officer:	Name:	Paula Murray	Tel:	29-2534
	E-mail:	paula.murray@brighton-hove.gov.uk		
Key Decision:	Yes	Forward Plan No: CAB5892		
Wards Affected:	All			

#### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

- 1.1 Local Authorities are not required by statute to have a Cultural Strategy in place to work to, however, given the profile and impact of the cultural offer in Brighton and Hove, it would be both appropriate and relevant.
- 1.2 There are a number of more detailed policy documents that cover individual subsector areas that are covered by this overarching strategy. What the production of a Cultural Strategy for Brighton and Hove gives the opportunity to do, is to pull these together and present a summary picture of the impact and ambition.
- 1.3 This document will be used in a number of different ways:
  - to present an overarching picture of the role and current impact of culture in the city
  - to outline some of the areas for further development
  - to provide an outward facing document that external partners and providers can understand and link themselves to
  - to provide a headline document that can be linked with other relevant strategies at a local, regional and national level
- 1.4 This report is due to go to Cabinet on 11 June 2009 and Cabinet is recommended to:
  - i) agree the Cultural Strategy set out in the appendix to this report
  - ii) agree that the strategy be reviewed in 12 months time and as part of that review further detailed consultation with partners and a full Equalities Impact Assessment be undertaken.

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

2.1 That the committee:

(i) note the Cultural Strategy set out in the appendix to this report

(ii) put forward any comments on this report as part of the proposed review of the strategy in 12 months time.

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

- 3.1 A number of local authority areas have developed and adopted Cultural Strategies in recent years. Brighton and Hove had a very headline document 3 years ago that covered Cultural Services but until now has not drawn together a broader strategic document of this kind. Instead, cultural strategy has been embedded in a number of other key policy documents and initiatives such as the 20:20 Community Strategy, the city's Economic Strategy and the council's own Corporate Plan.
- 3.2 In 2007, prior to the Cabinet system of Governance being instigated, the area of Cultural Services was given its own Committee in order to raise the profile of the service area. Following this line of commitment under the present Cabinet system, officers were asked to produce a Cultural Strategy for the council that would provide a statement of achievement, a broad assessment of the state of play and express aspiration for the future.
- 3.3 The subsequent decline in the economic climate for the UK has added a further specific need to outline and articulate the importance of culture for Brighton and Hove, both for now and for its future. Culture has a role to play in the economic stability and future success of this city that is different from many other authority areas, and should be exploited to the full.
- 3.4 The Strategy attempts to provide an overarching series of themes and ensuing commitments that a range of cultural services providers and partners can subscribe to. Whilst celebrating success and some notable achievements, it also outlines a number of challenges faced by the city and focuses predominantly on areas for improvement or stretch in its proposed actions.

#### 4. CONSULTATION

4.1 The Strategy has been produced with the benefit of consultation including the Overview and Scrutiny Committee for Culture, Recreation and Tourism, the Arts Council, the Brighton and Hove Arts Commission and senior officers from Culture and Enterprise.

4.2 It is also proposed that the strategy receives a 12 month first review which would incorporate feedback gathered via the council's website during that time. The importance of partner involvement and the need to highlight the work of partners in the city was a particular theme out of the Overview and Scrutiny workshop on the strategy. This period is to give particular opportunity to partners in the city, in the third sector, in the commercial sector and other public sector a chance to comment and to link into the framework. Partners would specifically be asked to submit additional case study material under the themed areas in addition to comment.

#### 5. FINANCIAL & OTHER IMPLICATIONS:

**Financial Implications:** 

5.1 The Cultural Strategy links in to the department's Business Plan, and needs to be achieved within existing resources. For 2009/2010 Culture and Enterprise will work within a budget of approximately £13m, including external sources of funding. This places an emphasis on the maximisation of use of resources including the continuation of value for money measures and monitoring outlined in last year's VFM review.

Finance Officer Consulted: Peter Francis Date: 1.06.09

Legal Implications:

5.2 The adoption of the Strategy is consistent with the Council's powers to promote the economic, social and environmental wellbeing of its area. Although not a mandatory requirement, it will contribute towards a more co-ordinated and strategic approach to the discharge of the Council's functions regarding cultural services.

Lawyer Consulted: Abraham Ghebre-Ghiorghis Date: 25.05.09

Equalities Implications:

5.3 The actions outlined in the Cultural Strategy contribute positively to a wide range of equalities objectives in terms of activities and priority groups across the city. Detailed assessments have been undertaken in some of the areas covered by the strategy but an overarching headline Equalities Impact Assessment will be commissioned and undertaken on this Strategy prior to its final adoption. This will build on the individual Equalities Impact Assessment already completed and underway currently for various service areas.

#### Sustainability Implications:

5.4 Detailed sustainability implications of individual actions, projects, initiatives and programmes are covered in detail in the planning of each, for example – the programme for 2012 under development is committed to following the London Organising Committee's published guidelines on sustainable event practice. More broadly, the Strategy seeks to build the sustainability of the cultural sector itself, which in turn makes a significant contribution to the sustainability of the city's social and economic success.

#### Crime & Disorder Implications:

5.5 Much of the work outlined in the Strategy seeks to make specific positive contribution to the reducing of crime and disorder in the city at source; by supporting work with groups for example at more risk of engaging in anti-social activity, by promoting well designed, well lit and well used public spaces, by creating and supporting activity in the public realm.

#### Risk & Opportunity Management Implications:

5.6 The detailed risk and opportunity management work relating to the areas covered by the Cultural Strategy are to be found in the series of more detailed documents that underpin its contents such as detailed service plans, Museum Plan, Libraries Plan. The Cultural Strategy itself does not add to these implications.

#### Corporate / Citywide Implications:

5.7 The Cultural Strategy itself is intended to provide a link document that can be used to more easily relate across to other strategic documents with a corporate and citywide reach. It is intended to be of corporate and citywide importance and impact. It is also intended to provide an inroad to external partners to connect with in order to join up to a citywide shared vision for the role of culture in Brighton and Hove.

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

- 6.1 The production of a Cultural Strategy is not a statutory requirement and as an authority Brighton and Hove has not had a Cultural Strategy at this level of detail before. The impact of the previous very short and headline document was not widely felt, partners were not aware of it and nor were Members or senior officers in the council. Additionally, it did not draw together different cultural service areas, but kept them very separate.
- 6.2 Brighton and Hove as an authority has, in effect, been operating an 'alternative option' over the last few years; embedding cultural strategy in other policy documents and working directly from more detailed subsectoral documents. Whilst these are both necessary and useful, they do not universally provide an overarching and outward facing document that can be used both as a position statement and framework for partners and stakeholders to join with.

#### 7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 The actions resulting from the Cultural Strategy are not controversial and universally seek to improve the social and economic circumstances in the city.
- 7.2 Culture is a unique strength of Brighton and Hove, this strategy seeks to exploit that in many directions in order to achieve improvement at a time when it is most needed.

#### SUPPORTING DOCUMENTATION

Appendices:

1. Draft Cultural Strategy

#### **Documents In Members' Rooms**

None

#### **Background Documents**

None

# BRIGHTON & HOVE CULTURAL STRATEGY

May 2009

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## Message from Councillor David Smith Cabinet Member for Culture, Recreation and Tourism

My name is Councillor David Smith and I have the absolute honour and pleasure to be the Cabinet member for Culture, Recreation and Tourism in Brighton and Hove. I have been involved as a Councillor in Brighton and Hove for over 30 years now and I know this city inside out. There is no other portfolio area that I would rather hold.

This area of work is of great personal importance to me, but more crucially – it is of great importance to the city and its future. I have always been an enthusiastic supporter of culture and have witnessed the benefits myself over the years, to individuals to our city and its development, to our residents, businesses and visitors.

Our Corporate Plan was written to include the importance to our Administration of supporting the cultural offer and services in the city. What this Cultural Strategy document does, is to build on that and go further in outlining strengths and challenges, plans and aspirations.

What is also very important to me, is that there is cross party political sign up to this strategy and its aspirations. I believe that the cultural offer, the activities, the organisations and individuals, the buildings and the inspirational work that goes on must be subscribed to from all sides for the good of the future of the city.

We have some exciting things ahead of us: London 2012 creates some great opportunities for us locally to increase participation and active volunteering and to create some great new events for the city for example. 2012 gives us a focus for all sorts of cultural activity alongside the charge it will create for sports development in Brighton and Hove. Following the example of the Mayor of London, we have not covered sports activity in this Cultural Strategy, but have chosen to cover it separately in its own strategy.

Finally I would like to mention and commend our partnership working. I am proud of the work that we lead at the city council, but the city would be nowhere without its fantastic cultural organisations and partners. We have a really enviable set of delivery organisations and individuals that go to make up collectively such an impressive sector.

I hope that over the next 12 month period we will hear more from them to contribute to this strategy and take forward our shared vision for the city.

## A Cultural Strategy for Brighton and Hove Introductory Message: Scott Marshall Director of Culture and Enterprise

For a city like Brighton and Hove, a Cultural Strategy is not hard to write. Culture is one of the driving forces of this city and has been for hundreds of years; it is the city's past, its present and what this strategy sets out to do, is to set out what culture will mean to its future.

There is a particular link in Brighton and Hove between our cultural sector and the success of our economy. In this strategy we outline in more detail the precise contribution that culture makes to the success of our economy – but there is something more intangible in this that is to do with exactly how our city works, what makes it distinctive, what is its personality and what makes it tick.

In this current economic climate, in a time of recession, it is even more important for us to use all the assets that city has in helping to stabilise the economy and to look to build for the future – to be ready for when we can pull out of this recession. We need to be providing more free events for our city to encourage attendance and expenditure, we need to increase public confidence and improve and enhance the environment of our city through our culture. However, the role of culture and of creativity is not just about direct spend or jobs, it is also about the innovation and invention element in a chain of production, it is about broadening horizons and changing lives – it is all the things that we have need of now and will continue to have need of as we face a challenging future.

The importance of this Cultural Strategy for me is twofold; structurally it provides an overarching umbrella for the cultural services and initiatives that we have in the council and beyond. There is a range of more detailed policy documents that sit underpinning this which can provide additional detail and context in different areas. In this way, it also provides an easy link to a range of strategic policy documents such as the Community Strategy and Brighton and Hove's Economic Strategy.

Secondly, I hope that it will provide inroad opportunities for our partners across the city to link to, creating a framework for them to join with us in presenting the wealth of cultural opportunity we have to offer and stretch to meet the challenges.

With all of this combined, it gives us an outward facing statement of achievement and of intent that I hope we can all sign up to.

## The City Today

Brighton and Hove is the creative powerhouse of the region and has the potential to become a national cultural leader. Its strength lies in its combination of people and place: a city of contrasts defined by the AND in its name. The city has unique architectural heritage and cutting edge contemporary culture: art and entertainment: countryside and cosmopolitan sea front and rich and poor neighbourhoods and communities. These contrasts are united by a uniquely Brighton & Hove spirit of creativity, open-mindedness and free spiritedness. The spirit of the City is captured in two unique wonders: the Royal Pavilion explodes with creative genius, energy and the excess of its colourful past and the Brighton Pier is loud and brash, pure fun, relaxation and pleasure by the sea.

There is the city's cultural quarter surrounding the renowned Royal Pavilion, with refurbished impressive historic homes for the Dome complex of theatres and the Museum and Gallery: the two hundred year old Theatre Royal Brighton crowning the Gehl designed contemporary New Road, and the award winning Jubilee Library, itself the centrepiece of a modern and lively district with new apartments, a hotel, retail and sporting facilities.

The city is cosmopolitan; it is socially, culturally and creatively diverse with a unique social history with long artistic traditions. We have two Universities with international reputations for excellence and demonstrable local commitment to the success of our economy and increasing opportunities for our residents. Several regional and national cultural organisations are based in the city including the National Dance Agency for the South East, New Writing South and Photoworks. There are over 50 Festivals each year ranging from critically renowned art-form festivals to neighbourhood festivals and community of interest festivals. This includes the Brighton Festival each year in May which is the largest arts festival in England and, with its umbrella 'festivals within festival', contributes more than £20m to the local economy. The city hosts major sporting and cultural outdoor events and attractions and is seen as a specialist in creating outdoor performance and a national leader in producing outdoor events. We have the largest Festival Fringe in England and a deserved and growing reputation for producing interesting site specific and cross art form performance.

It is also home to creative practitioners who forge new directions and has a reputation for networking, flexible working, innovation and collaboration. This attracts global giants in new technology and media: the city is the real world European home of Linden Lab the inventors of Second Life. We are home to the annual Develop Conference the leading European games development expo. Brighton and Hove is ranked at number 5 in the national Sharpie Index on Creative Cities published in 2008 which measures the creativity of individuals and businesses alongside a rigorous range of other indicators.

Brighton and Hove's Museum Service ranks in the top ten performing unitary authorities in the country, and it is a regional hub for museums. Its Library Services rank in the top five of unitary authorities with the Children's Library Services ranking as the second best in the whole country with satisfaction rates at 91%. Jubilee Library is fifth most popular (i.e. well used) library in the country and our libraries receive over 1.8 million visits each year. In terms of the new National Indicator NI11, Engagement in the Arts, Brighton and Hove is the top ranked authority in the country outside of the London Boroughs and the highest in the region.

Brighton & Hove manages the pressures of modern life without the stresses of a large population but with as much convenience and amenity as a large centre can offer. Surrounded by natural beauty, the urban environment is of a human scale, the City is an appealing place to live, work, play and visit and is high on the list as a major conference destination. There are 8 million visitors a year and the tourism industry contributes over £400m to the local economy.

The city is well known for its vibrant grassroots nightlife, a unique cabaret and theatre scene, a music scene which numbers 1,000 bands and club nights that cater for every taste. There are more than 50 venues - including theatres, performance spaces, pubs and clubs - mostly well within walking distance of each other. There are small scale contemporary art galleries, 1000 Open House artists and a growing public art portfolio finding a place throughout and across the City. There is also a diverse authentic and bohemian independent retail offer particularly in North Laine and The Lanes.

There is excellent cross sector partnership working supporting the development of culture and cultural representation on both the Local Strategic Partnership & the Economic Partnership underlining the importance the city places on culture. Successful models for stimulating the cultural sector have grown here, with the Brighton & Hove Arts Commission and Creative Brighton both providing independent and arms length sector led vision, advocacy and dialogue and creating a solid base for expanding infrastructure.

There are dedicated arts and cultural programmes for the young through the award winning Brighton & Hove Music and Performing Arts service, bespoke libraries, museums and arts programmes and a wealth of opportunities offered by the range of cultural providers in the city. The Further and Higher Education institutions in the city also offer a range of cultural opportunities including qualifications in Outdoor Events production and management at City College.

Community spirit is infectious in Brighton & Hove. The third sector is a powerful force for positive change in the city with strong community involvement in a range of neighbourhood services, facilities, activities and events. There are more than 5000 members of the Community and Voluntary sector forum. There is a successful and popular range of neighbourhood libraries museums and community centres across the city.

# This position is one of great strength and an excellent foundation on which to build and thrive.

## The Challenges

By standing still, the City will lose its place. Competition from elsewhere in the UK and Europe could challenge the City's leading position. It has the opportunity to achieve and maintain a national prominence it has not achieved before. It is the time for the City to show leadership.

The city faces some particular challenges as it grows and develops. Inequality and disadvantage are often linked to both social and economic background and geographical location and Brighton & Hove is home to more than its share of individuals and families with multiple disadvantages. We value our contrast in the cultural experiences on offer but will not allow this contrast to spread to access to opportunities.

As well as its intrinsic value culture provides solutions. It has a positive impact and contributes to meeting society's various social and economic agendas. Quite simply culture can help make life better.

The City has severe pockets of deprivation and is in danger of developing a dual economy: there is evidence of a growing gap between the wealthy and the poor. The City has a high degree of affluence but some of the most disadvantaged communities in the country.

The City's employment and skills plan concludes that the City needs to create sufficient jobs to support its growing working age population and to ensure that a good proportion of these jobs are high value-added to better deploy the highly qualified resident population. It needs to strengthen the City's economic base, increase the supply of jobs but not by-pass lower skilled and disadvantaged local residents, improve business performance and productivity, and take social welfare interventions designed to tackle worklessness, inequality and disadvantage.

The City's study of creative workspace reports a shortage of suitable business sites and premises and a need to upgrade the quality of stock. There is a shortage of business support targeted at creative industries and a lack of finance for new and growing creative businesses.

There is increasing competition from home and abroad in the leisure and business tourism markets. The transport system, particularly the train system, does not encourage visitors to stay and enjoy the City's night economy. It is a difficult city for the tourist and visitor to navigate and find the sights. The City's reputation as a destination for freedom, amusement and pleasure can create difficulty in managing issues of safety, crime and antisocial behaviour.

There are a high proportion of arts and creative professionals living and working in the City but that has not translated into a high level of Brighton-based work created or showcased in the City.

Local people have high expectations of the city's libraries services and there are increasing demands for expanded children's services, support for reading and creative writing activities, and better quality information provision. The potential of many of the community branches could be maximised further and the standards of some are not meeting national benchmarks. The museums aspire to reaching the broader audiences, the significance of the collections could be exploited further and public access too many important parts of the collections expanded.

There is much more that can be achieved in Brighton and Hove.

#### Case Study 1: Useful Arts

Useful Arts is an arts organisation run for and by service users of the drug and alcohol treatment services and the mental health treatment services in the city. Useful Arts aims to provide support and encourage participation in arts and multi media events for both Service Users and the general public. Useful Arts believe that taking part in art activities has been shown to provide therapeutic benefits for Service Users, it aids their recovery process, provides a sense of accomplishment and promotes self confidence.

Their current project is The Myth of London Road is a community photography project which aims to raise awareness of the experience of being a Service User and challenge negative perceptions of Service Users whilst restoring some community cohesion into the London Road area. The project is running as part of Brighton Fringe festival and has been award the Argus Angel Community Project Award.

#### Case Study 2: Micro Museums: Royal Pavilion & Museums

In an exciting initiative to deliver 'micro museums' in non-museum locations across Brighton & Hove, we opened two micro museums in 2008: one at Sure Start Children's Centre in Whitehawk and the other at the community library and Sure Start Children's centre in Portslade.

The partner locations were handson in choosing the themes and collections for their own displays. At Portslade Library, toys and local history were chosen. After consultation at Whitehawk Children's Centre to find out what made their visitors tick, hundreds of objects and photographs were brought out of stores to form a series of new displays about the area's history, including its internationally important Neolithic archaeology.

Feedback from visitors at Whitehawk Children's Centre demonstrated that 68% of under 16s and 54% of adults said they will visit one of the city's museums as a result of seeing the display. Previously 6% of those who looked at the display had never visited any of the city's museums and only a quarter had visited the Royal Pavilion or Brighton Museum before.

## The Commitments

#### Engagement

The city's cultural offer already engages with a high number of its residents. According to the most recent National Indicator surveys undertaken at the end of 2008, well over half the population engage with the arts and just over half with our museum and library services. The footfall figures for our main central library Jubilee are around one million visits per year and it is the fifth most popular library in the country. The Brighton Dome programme reached one in six households currently and the Brighton Festival audience each year is around 70% from local BN postcodes.

Against this healthy backdrop, our efforts are best placed in targeted outreach and inclusion work which seeks to break down barriers to engagement for those who are not currently accessing the city's fantastic opportunities as well as ensuring that we continue to serve and stretch our existing cultural audience.

There is some excellent work taking place in terms of targeted engagement work as shown in the case study illustrations.

In the next five year period we will build on this:

#### ACTIONS

- Work with our partners, such as the Brighton Dome and Festival to sustain and extend engagement.
- Create targeted arts programmes aimed at priority groups and prioritise engagement in our annual grants.
- Museums services will increase the number and broaden the diversity of people using our collections, buildings, gardens and services
- Develop an inclusive and inspiring programme for Brighton and Hove 2012 with city partners
- Develop our community libraries as local hubs which underpin social cohesion such as the extension of Portslade Library to include a Children's Gateway Centre and Micro-Museum which has resulted in a 30% increase in use
- Introduce a Visitor Greeter scheme to connect visitors with local people.

#### Case Study 3: Wired Sussex

Wired Sussex is a key business development agency for the digital media sector, supporting approximately 700 Brighton & Hove businesses. Basic membership of Wired Sussex is free, and benefits include networking events, specialist training, and assistance in recruitment; all of which has assisted in creating a powerful hub of peer-to-peer support in the sector.

The organisation works with public, private and third sector partners to represent the interests of the local digital business community, such as ensuring new flexible workspace is developed in the city, and working with the economic development to hosting potential inward investors. A number of these visits have proved successful; for example, Club Penguin, a subsidiary of Disney, opened an office in Brighton in mid 2008.

#### Case Study 4: The Royal Pavilion and its impact on tourism and the city

In 2006 Brighton Business School carried out a study to measure the cultural impact of the city's iconic palace. Over 600 surveys were conducted among both residents and visitors to the city. 74% of visitors had heard of the Royal Pavilion before their visit to the city, associating it most closely with royalty and history. 13% of visitors cited the Royal Pavilion as a factor that influenced their visit to the city. Based on the city's estimated tourism expenditure, this equates to approximately £55.9 million of visitor spend in the city being influenced by the Royal Pavilion. Among residents, 65% saw the Royal Pavilion as an important contributor to the city's economy and 77% saw it as an important part of the image of the city.

#### Economy

In Brighton and Hove culture means jobs and a positive impact on the city's economy in a number of ways. In terms of direct employment, the tourism sector accounts for 20% of employment and contributes over £400m into the local economy. The creative and cultural industries account for a further 10% of employment minimum. One fifth of businesses are classed in the creative and cultural sector and it is the fastest growing business sector. The Brighton Festival contributes £20m into the local economy every May.

Indirectly, the cultural offer is clearly an integral part of the success of our tourism; a reason for people to come and to stay. It is also a key contributor to the quality of life impacts that are so important both in retaining existing business and attracting new employers and investors.

Events and visible free cultural programmes across the city have a key role to play at the best of times and in a time of oncoming recession, the role is even more important. This is in raising public confidence and activity in the city, stimulating secondary spend and keeping a sense of year round vibrancy.

Maximising this impact and continuing to develop the gain for the city means:

### ACTIONS

- Continuing to invest in cultural provision for the city; maintaining and developing the quality, freshness and uniqueness of the content
- Prioritising support to the creative industries sector; encouraging workspace expansion, including it in both mixed use schemes and as planning gain, working with partners in our Universities to maximise their strengths in innovation
- Developing the sustainable tourism charter hotel initiative
- Highlight the role of culture in relevant investment strategies such as the Economic Strategy
- Work with partners to develop new initiatives for the city's cultural calendar such as the Book and the Rose
- Develop the destination marketing activity to generate an increase in the £408m tourism impact.

# Place

Culture has been a hugely important shaping force in the physical landscape of the city. The culturally led regeneration schemes over the last 15 years have defined the city as it is today as did the visionary architecture of 200 years ago.

The importance of high quality public and urban realm is well understood in Brighton and Hove. We have an excellent Legibility Strategy and an operational Percent for Art Policy that both feed into the aspirations of this strategy. The University of Brighton's courses in Architecture and Design offer opportunities for the city in developing urban design projects with the Faculty of Arts.

Art and design and history, events and activity are informative and inspirational starting points for the creation of successful public places and spaces. Our cultural buildings, both old and new, in Brighton and Hove make up a most enviable collection and most within walking distance of each other.

Culture must continue to play this successful role in the ongoing development of our city around us.

#### ACTIONS

- We will maintain a role in delivering the City's Legibility Strategy and in contributing to new developments
- Take responsibility for caring for the portfolio of historic buildings, preservation and increased access
- Promote and develop events for the city such as White Night and others
- Continue to develop innovative ways of improving public spaces including the use of large destination images on the front of disused premises

#### Case Study 5: New Road

As part of a comprehensive drive to improve streets and squares across the city, Brighton and Hove City Council commissioned an international design team led by Copenhagen's Gehl Architects to work with local residents and stakeholders in developing proposals for New Road.

The design uses granite blocks to create a high quality setting for the listed buildings which line New Road, including the Pavilion Theatre, the Dome and the Theatre Royal Brighton. The granite is attractive whilst being robust enough to take heavy traffic loads. The scheme encourages social, leisure and other uses and invites users to reclaim the city. The road is lined with a 50 metre bespoke wooden bench with an artist designed lighting commission in it which features random changing light patterns after dark.

The scheme has taken New Road from being an unsuccessful public space to the 4<sup>th</sup> most visited space in the city and the recipient of a Civic Trust Award.

# Case Study 6: Jubilee Library and Square

The development has been key in maintaining the city as a regional and national cultural centre. It reestablished the literary focus to the developing Cultural Quarter, and added leisure, retail and business services, a new city square and performance space.

The development prompted further upgrading to the surrounding areas, estimated to be worth £4.2m. The added footfall; more visitors staying longer has added an estimated additional £4.4m expenditure into the city.

The completed scheme is also estimated to have generated 500-700 sustainable full time jobs in the local economy – this is equivalent to  $\pounds12.2$  and  $\pounds16.3m$  a year.

The return on public sector investment has been in the range of 1:10.

#### Case Study 7: Early Years: Royal Pavilion & Museums

Supported through funding from Renaissance in the Regions, a dedicated Early Years museum specialist has been working in all 14 of the city's Children's Centres and in libraries and nurseries, providing family learning workshops for children under five and their parents.

Such sessions are currently reaching 2,000 children a year. In line with Every Child Matters the workshops aim to create a sense of community through working with the stories and artefacts of the city, communicating shared histories and developing skills. knowledge and understanding in under 5s. Importantly they are also designed to develop confidence of parents in supporting their child's learning through play, with new initiatives for 2009 targeted at supporting father and toddler groups.

#### Case Study 8: Homework Clubs

Homework clubs offer stimulating and free professional study support for young people. Evaluation has shown that pupils who participate in study support do better than would have been expected from baseline measures in academic attainment, attitudes to school and attendance at school. Study support appears to be especially effective for students from minority ethnic communities. Participating pupils also acquired more positive attitudes to learning and better school attendance.

# Learning

Cultural programmes can offer life changing alternative, accessible and engaging opportunities. We support education and learning at all stages in people's lives, through access to information, collections, creative and cultural activities. It is through creative and cultural activities that we can often reach those most alienated in our society.

There are significant roles to play in developing life skills, in connecting children and young people to each other and to the wider community, in increasing self esteem and positive self expression, in widening horizons and boosting a desire for self development. This impact is particularly significant for those children and young people that are often marginalized from mainstream services particularly looked after children and those not in education, employment or training.

Extending this valuable role that culture can play means:

# ACTIONS

- Work with learning partners across the city to support and encourage learning at all ages, particularly our Universities and Further and Higher Education providers
- Target support to people facing particular barriers to learning/those alienated from traditional learning routes
- Promote the empowering role of informal learning in underpinning personal and community development, through reading, creative activity and cultural experiences
- Improving reading and literacy levels of children and adults through the implementation of a City-wide reading strategy
- Increasing access to information, knowledge and learning through online services in Libraries, making public information and communication technology (ICT) more available and more popular
- Improve museum education services for children and adults through the Museum Renaissance Programme
- Implementing key aims of Express Strategy for young people education and the arts
- Developing apprenticeship schemes in creative and cultural industries.

#### **Case Study 9: White Night**

Brighton and Hove has a thriving night time economy. Sometimes, aspects of this can tip into anti-social and criminal activity that make the city centre less welcome and safe for all. White Night was an initiative developed by the Brighton and Hove Arts Commission in order to create an alternative night time offer. It is a 24 hour cultural festival which took place on the night the clocks went back in October 2008. Around 15,000 people came to take part in free events in the city centre, venues stayed open and there was a range of outdoor events, exhibitions and performances. The atmosphere was very friendly and the audience ranged in age from toddlers to pensioners. The majority of those surveyed felt 'extremely safe' and the event was very popular with those who might not otherwise come into the city at that time.

# Case Study 10: Libraries and health

Research into health information seeking with library users carried out by the University of Brighton has revealed our public libraries are very highly trusted as a source of health information, second only to GPs and ranked above other health care professionals and pharmacists. National research has identified that 48% of people who visit libraries are seeking healthrelated information and 97% find this information useful (in Brighton & Hove terms that equates to 846,000 people. 75% of GPs (14 surgeries) found Books on Prescription helpful or very helpful in a study on the pilot phase.

# Wellbeing

Culture makes us healthy and happy, it encourages people to be active and do the things they enjoy. This increases personal, physical and mental wellbeing and helps build healthy communities. Culture and sports activities support healthy lifestyles by promoting good physical and mental health and well being. Research shows that people who do not participate in culture and sport say they have lower levels of health. Libraries have a particular role in the support of health education, health promotion and self-help, by communicating public health information and lifestyle messages.

Arts and health is a broad area of work, covering what the National Network for Arts in Health (NNAH) defines as four distinct areas:

- Arts in health care settings: all forms of art within healthcare settings
- Community arts in health: the use of community arts to deliver health agenda and health messages
- Medical humanities: the use of arts and humanities in medical education
- Art therapy: a distinct area of practice, focussed on the individual and looking for therapeutic benefit through art.

The role of culture in the design and operation of public space can also have a positive impact in terms of reducing anti-social behaviour; making places safer whether through the use of lighting or by creating spaces that encourages active use and natural surveillance. There are particular issues in Brighton and Hove in terms of welfare that culture could focus on:

### ACTIONS

- Work with health and community partners in providing reliable and effective health information across the city
- Develop role of arts and culture as integral part of therapy, especially in combating mental health issues plus specific initiatives with mental health service users
- Promote lighting strategies and projects for unsafe spaces
- Expand the number of White Night locations and programmes
- Extend the range of walking tour podcasts on visitbrighton.com

# Identity

Our collective cultural identity for the city is important in many ways. Locally for our residents it contributes towards a pride of place, it is key to creating the civic identity or identities that people can sign up to and be part of; creating and belonging.

Our cultural identity beyond the city boundaries means our attractiveness to visitors, our credibility with regional and national agencies, our potential for taking a leadership role in the development of the cultural agenda for the UK and beyond.

This will continue to be important and in developing this dual identity, we need to be both responsive and to lead the way.

#### ACTIONS

- Support community based initiatives through culture that develop neighbourhood and community identity and cohesion
- Play a full role in Eurocities, particularly in the Culture sub group
- Take a leading and co-ordinating role in shaping a programme for Brighton and Hove looking towards 2012 to maximise opportunities for the city's residents, businesses and visitors
- Take a leading role in regional groupings such as the Cultural Regional Improvement Partnership
- Take a leading role in developing national groupings such as the Cultural Cities Network
- Take a role in the development of national policy in culture such as Chairing the new International Standard on Tourist Information.

#### Case Study 11: Pankhurst Avenue Photography Project

As part of a new housing development on Pankhurst Avenue a photography project was created to promote a new community centre to residents. The residents' committee needed a way to let the community know about the space and what facilities they could access there.

The committee commissioned a photographer to work to carry out a participatory project designed for all different members of the community: young mums and babies, teenagers, older people and entire families. Each group could sign up for a series of photography workshops, which took place in the new community centre, where they learnt how to use a digital camera and took photos for an exhibition.

All the workshops were full to capacity and the project resulted in a huge collection of photography which will be on permanent exhibition in the new facility and a film made by young people which can be also be seen at the centre. Over 75 community members took part in the project and a regular camera club has now formed. A group of teenagers have decided they want to make another film and have formed a group to write a script.

#### Case Study 12: Cultural Cities Network

Following Brighton and Hove's bid to host the European Capital of Culture in 2002, the city became a founder member of a national network of cities who had also bid. One of the results from the lobbying of this Network was the establishment of the Urban Cultural Programme which brought funding of £750k into a cultural programme for Brighton and Hove.

The Network has also run 2 successful national projects across the member cities. It is made up of a range of different sized cities and continues to lobby government on the importance of culture to local areas, providing case study material, good practice and advice.

# CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE

Subject:		Museum Plan			
Date of Meeting:		2 July 2009			
Report of:		Director of Culture & Enterprise			
Contact Officer:	Name:	Janita Bagshawe	Tel:	29-2840	
	E-mail:	<u>v.uk</u>			
Key Decision		No			
		Forward Plan No. 5894			
Wards Affected:	All				

#### FOR GENERAL RELEASE

#### 1. SUMMARY AND POLICY CONTEXT:

The purpose of the report is to agree the Royal Pavilion & Museums Strategic Forward Plan 2009-2012 which sets out the Council's vision for the service, building on the recent successes, and outlining the priorities and objectives for the next three years, in the context of the overall plans and ambitions for the city. The Plan demonstrates how the Royal Pavilion & Museums support the Corporate Priorities and contribute to the key strategies for the city, including the Local Area Agreement and Corporate Plan.

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

2.1 To agree the Royal Pavilion & Museums Strategic Forward Plan 2009-2012.

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

- 3.1 The Royal Pavilion & Museums Strategic Forward Plan 2009-12 will be going to the Cabinet Member for Culture, Recreation & Tourism on 9 June 2009 and to Cabinet on 11 June for agreement.
- 3.2 As the Culture, Tourism & Enterprise Overview & Scrutiny Committee will recall, a workshop was held in January 2009 to involve Members in the development of the Royal Pavilion & Museums Strategic Forward Plan 2009-12. The Plan has been improved by the inclusion of many of the suggestions made by Members. The main issues covered were:
  - Income generation, external funding and marketing
  - Increasing visitors to non-central sites
  - Royal Pavilion Gardens maintenance

- Storage of research collections
- DDA improvements
- 3.3 Museums Libraries and Archives Council's Museums (MLA) Accreditation Scheme sets nationally agreed standards for museums in the UK. The standards support museums in identifying opportunities for further improvement and development. Accreditation requires that museums have a forward plan approved by the Governing Body.

#### 3.4 <u>Main features of the Royal Pavilion & Museums Strategic Forward</u> <u>Plan 2009-12</u>

The Plan sets out the Council's vision and ambitions for the Royal Pavilion & Museums, an overview of the Division's history and collections, the national and local context in which it operates, recent achievements, research and future priorities.

3.5 The Vision and Strategic Aims for the Division for the next three years are:

#### Vision

We will enrich the lives of all our visitors and continue to celebrate and care for our city's rich past and vibrant present by making our collections, services and buildings available to everyone for enjoyment, learning and inspiration. Users will be at the heart of what we do. We will build on our regional, national and international standing by seeking innovation and success in all that we do.

#### Aim 1 - Develop audiences

Through this aim we are setting out to increase and broaden the number and diversity of people using the collections, buildings and services. This aim will inform the strategic programming and development of services for residents, in particular from under-represented and priority groups and visitors to the city.

#### Aim 2 - Care for and sustain our collections and buildings

A key function of museums is to collect and care for collections. The city has responsibility for many significant collections, (three are designated of national/ international importance by a government scheme) and historic buildings. It is an essential role of the Royal Pavilion & Museums to care for the collections and historic buildings within the portfolio for the enjoyment, learning and inspiration for this and future generations.

#### Aim 3 - Transform the ways we work

The Division is operating in a constantly changing environment. To ensure that the Division is able to respond to new challenges and provide services that are right and relevant to today's visitors, staff need to develop new skills and knowledge, new ways of working and delivering services. These are at the heart of efficient and effective business planning. To remain competitive and to meet the challenges of the recession, new and different ways of delivering services will be of paramount importance.

#### Aim 4 - Maximise income to develop a sustainable service

Generated income and externally raised funding is essential for running the Royal Pavilion & Museums and improving value for money. The Division has one of the largest earned income targets for a local authority run service in England.

- 3.6 To achieve the strategic aims and vision the following priorities have been identified:
  - Sustainability and modernisation of the service's business and financial infrastructure
  - The continual restoration of the Royal Pavilion and improvement to visitor facilities
  - Redisplays and reinterpretation of the permanent collections and the historic sites
  - Care and presentation of the Royal Pavilion Gardens
  - Improvements to the documentation of the collections
  - Improvements to visitor facilities and DDA programme of improvements
  - Storage improvements
  - IT services
  - Temporary exhibition programmes
  - Support to local improvement agendas
  - Delivery of the Renaissance in the Regions programme<sup>1</sup>
  - Workforce Development
  - Formal and informal Learning programmes
  - Establishment of new arrangements for the future management of Foredown Tower.
- 3.7 The Plan will be subject to continual review monitoring and updating. Progress on the Plan will be reported to Culture Cabinet Member and the Overview & Scrutiny Committee for Culture, Tourism & Enterprise on an annual basis.

#### 4. CONSULTATION:

- 4.1 The Plan is based on research, evaluation, service reviews and national policy including:
  - Visitor satisfaction surveys at all museum sites (2005-09)
  - Pavilion Gardens Survey (2007)
  - Surveys of exhibitions, displays and events (2006-08)
  - Non-visitor research (2007)
  - Mystery Visitor Findings (2007)
  - Collections for the Future (Museums Association, 2005)
  - Understanding the Future: Museums and the 21<sup>st</sup> Century (DCMS, 2006)

<sup>&</sup>lt;sup>1</sup> A programme that provides government funding to transform regional museums into beacons of excellence and sector leaders.

- 4.2 The Plan has also benefitted from the active involvement of members of the Culture, Tourism & Enterprise Overview & Scrutiny Committee, through a workshop held in January 2009.
- 4.3 The Plan has been issued to stakeholders for comment.

#### 5. FINANCIAL & OTHER IMPLICATIONS:

5.1 <u>Financial Implications:</u>

The actions arising from the strategy are expected to be delivered within available budget, or through external funding. The net 2009/10 annual budget for the service is  $\pounds 2.2m$  (gross budget  $\pounds 5.68m$ , income budget  $\pounds 3.43m$ ), in addition external funding and grant funding is attracted to support Royal Pavilion & Museums, of which Renaissance is the most significant. Delivering Value for Money is a key aim of the strategy.

Accountant consulted: Anne Silley, Head of Financial Services (Adult Social Care & Housing, Culture, Strategy & Governance), May 2009.

5.2 Legal Implications:

There are no immediate legal implications arising from the Strategic Forward Plan.

Lawyer consulted: Bob Bruce, Principal Solicitor, 15 May 2009

#### 5.3 Equalities Implications:

The Equalities Impact Assessment that has been carried out on the Royal Pavilion and Museums identified the following key actions:

- Equalities training for all staff
- Implementation of Workforce Diversity Plan
- Publish Museums Forward Plan on web
- Improve monitoring of profile of visitors and non-visitors
- Continual research with users/non-users
- Targeted promotions to under represented groups
- Documentation of collections updated to identify items relevant to diversity themes

#### 5.4 <u>Sustainability Implications:</u>

The Royal Pavilion & Museums, in line with Council policies, sets out to embed sustainability in its business practices as far as it practicable e.g. retail and trading, management of the buildings, exhibitions.

The strategic aim within the Plan 'care for and sustain buildings and collections' is concerned with the long-term conservation and sustainability of the council's unique assets.

The Museums Association has conducted a sector specific draft set of principles. These cover economic, environmental and social sustainability. It is expected that once these are agreed that they will be used as part of the way that museums manage their business and operations.

- 5.5 <u>Crime & Disorder Implications:</u> There are none arising from this report.
- 5.6 Risk & Opportunity Management Implications:

1. The key risks with delivering the priorities within Plan are financial. The future of the Government funded Renaissance programme is unknown after March 2011. Renaissance has provided funding for many of the initiatives over the last 6 years ranging from education to exhibitions to gallery refurbishments.

2. The available level of funding from grant and trust giving bodies (egg HLF, Arts Council) has considerably declined since the start of the recession.

3. Earned income target, which form nearly 60% of the division's core budgets could be difficult to achieve in the recession. Achievement of earned income targets within the heritage sector nationally is causing concern within this period of recession.

4. Lack of funding to replace equipment and upgrade commercial units leading to pressures on income generation.

Accountant consulted: Anne Silley, Head of Financial Services (Adult Social Care & Housing, Culture, Strategy & Governance), May 2009.

#### 5.7 Corporate / Citywide Implications

The Royal Pavilion & Museums supports the delivery of the Council's priorities as outlined in 3.5 of the plan and the 2020 Community strategy 3.2 and the LAA 3.4.

There are a number of objectives in the Corporate Plan that the Royal Pavilion & Museums will specifically deliver or support:

- Completion of the Stonework restoration of the Royal Pavilion
- Increase and diversify participation in cultural activities
- Work through museums to support to early years learning
- Develop an inspiring programme of activities leading up to the 2012 Olympics
- More children go on organised museums visits

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

6.1 None considered

#### 7. REASONS FOR REPORT RECOMMENDATIONS

A forward plan for museums is a key criterion for Museums Accreditation.

#### SUPPORTING DOCUMENTATION

#### Appendices

1. Royal Pavilion & Museums Strategic Forward Plan 2009-12

#### **Documents In Members' Rooms**

1. Royal Pavilion & Museums Strategic Forward Plan 2009-12

# Background Documents None

Appendix A

# Strategic Forward Plan for the Royal Pavilion & Museums 2009-2012

**Brighton & Hove City Council Culture & Enterprise Directorate** 



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# Executive Summary

The Museums Strategic Forward Plan sets out Brighton & Hove City Council's vision and ambitions for the Royal Pavilion & Museums and the services it provides to the community and the role it plays in supporting the visitor economy.

The Plan provides an overview of the history of the buildings and the collections for which the city council's Royal Pavilion & Museums has responsibility. It provides the strategic context in which the service operates at a local level and sets out some of the key recommendations from national policy documents that are driving changes and improvements to the sector.

There are four key aims for the Royal Pavilion & Museums for the next five years that are driving the development and priorities for the service.

#### **Develop audiences**

- Programmes of exhibition and display
- Programme for the Cultural Olympiad
- Programmes of learning and community engagement
- Special events programmes
- Developing the use of information technology to increase access to collections
- Research opportunities and loans of the collections

#### Care for and sustain collections and buildings

- Improvements to storage of collections
- Improvements to documentation
- Continued restoration of the Royal Pavilion
- Improvements to visitor facilities
- Improvements to physical access to building and services
- Improving the long-term sustainability of the Booth Museum and its collections
- Investment in the buildings to ensure long-term sustainability

#### Transform the ways we work

- Supporting local improvement agendas
- Workforce development
- Partnership working
- Marketing and communications
- Use of IT to improve programmes and services
- Address issues of succession planning

#### Maximise income to develop a sustainable service

- Sustainability and modernisation of the service's business and financial infrastructure
- Developing revenue from ethical and sustainable catering venues
- Product development for retail appropriate to collections and visitor demand
- A retail offer that promotes the creative play agenda to young audiences

# 1. Vision and Strategic Aims

We will enrich the lives of all our visitors and continue to celebrate and care for our city's rich past and vibrant present by making our collections, services and buildings available to everyone for enjoyment, learning and inspiration. Users will be at the heart of what we do. We will build on our regional, national and international standing by seeking innovation and success in all that we do.

#### Aim 1 Develop audiences

Through this aim we are setting out to increase and broaden the number and diversity of people using the collections, buildings and services. This aim will inform the strategic programming and development of services for residents, in particular from under-represented and priority groups and visitors to the city.

#### Aim 2 Care for and sustain our collections and buildings

A key function of museums is to collect and care for collections. The Museums Association defines a museum as "institutions that collect, safeguard and make accessible artefacts and specimens, which they hold in trust". The city has responsibility for approximately one million artefacts and a portfolio of historic buildings and museums. It is an essential role of the Royal Pavilion & Museums to care for the collections and historic buildings within the portfolio for the enjoyment, learning and inspiration for this and future generations.

#### Aim 3 Transform the ways we work

The Royal Pavilion & Museums is operating in a constantly changing environment. To ensure that the service is able to respond to new challenges and provide services that are right and relevant to today's visitors, staff need to develop new skills and knowledge, new ways of working and delivering services these are at the heart of efficient and effective business planning. The profile of staff working in the service also needs to be more reflective of the demographic profile to ensure that museums are relevant to today's users and are able to support developing programmes to attract priority groups. To remain competitive, different ways of delivering services and responding to visitor demands is essential and this means introducing new systems in particular IT based ones.

#### Aim 4 Maximise income to develop a sustainable service

Generating earned income and externally raised funding is essential for running the Royal Pavilion & Museums and improving value for money.

In achieving these four aims the Royal Pavilion & Museums is committed to working in ways which support customer focus, partnership, community engagement, the local visitor economy, creativity, value for money, sustainability, excellence and innovation.

# 2. Brighton & Hove City Council's Royal Pavilion & Museums

2.1 The service is one of the largest in the South East of England with collections of local, national and international significance. The service enjoys a high profile, regionally, nationally and internationally, and has a reputation for innovative and high quality exhibitions and projects, which regularly receive national media coverage. The museums and historic houses are all accredited under the government's museums accreditation scheme, which sets standards for the

management and operation of museums. It directly operates six sites, which are open to the public:

- Royal Pavilion
- Brighton Museum & Art Gallery
- Preston Manor
- Booth Museum of Natural History
- Hove Museum & Art Gallery
- Foredown Tower Nature & Astronomy Centre

It also has responsibility for a number of historically important listed buildings and monuments:

On the Royal Pavilion Estate:

- William IV Gate House
- India Gate
- Northgate House
- 4/5 Pavilion Buildings

In addition:

- Portslade Old Manor
- The Old Courthouse and Courtroom on Church Street, Brighton
- Jaipur Gate at Hove Museum & Art Gallery

Furthermore, it is responsible for an off-site store where the reserve and research collections are housed and management agreements with two organisations that open sites to the public in listed buildings: *Fabrica* in Holy Trinity Church and West Blatchington Windmill. The service also provides advice to voluntary run museums in the city: The Old Police Cells Museum, the Fishing Museum, the Toy and Model Museum and the Grange at Rottingdean.

#### 2.2 Overview of the Royal Pavilion & Museums' history and collections

#### **The Royal Pavilion**

The service's history can be traced back to the middle of the nineteenth century and has laid the foundations from which much of the cultural life in Brighton & Hove has flourished. The flamboyant, exotic, quirky Royal Pavilion, the Prince Regent's pleasure palace has, in many ways, set the tone and brand for the city and for the service. It was purchased by the Corporation of Brighton in 1850, following Queen Victoria's decision to sell it and make her seaside retreat the Isle of Wight. The town's policy of restoring and preserving the Pavilion as a 'work of art' was pursued from this time and has been considerably assisted by the generosity of successive monarchs, from Victoria to Elizabeth II, who have donated and lent original furnishings and fittings. It was used for a very varied range of functions between its purchase and the 1950s, which included civic functions, exhibitions, events and use as a hospital for Indian soldiers in the First World War. The decision to open it as a setting for the summer regency exhibitions was taken in the 1950s, and to open it throughout the year in the 1970s, to the public as a historic palace.

#### **Brighton Museum & Art Gallery**

Following the Pavilion's purchase, an annual show of paintings was organised and from the hanging fees it was hoped to purchase a permanent fine art collection. Amongst the range of different civic functions that were established in the Royal Pavilion, rooms were set aside for use as a private museum displaying local private collections. Pressure mounted for a public museum and library, but several attempts to adopt the provisions of the Public Libraries and Museums Act were voted down. In 1873 a new Art Gallery, Library and Museum was built in a Moorish style on the site of ancillary stables, coach houses and servants' quarters, adjacent to the former Royal Stables (now the Dome Concert Hall).

#### Hove Museum & Art Gallery

Was the private residence of John Oliver Vallance, who had become Lord of the Manor of Hove in 1867 and who named the house after his father, John Brooker Vallance. Brooker Hall was purchased by Hove Corporation in 1926 and opened to the public as a Museum and Art Gallery in 1927.

#### **Preston Manor**

The Stanfords bequeathed their home Preston Manor and its contents, in the 1930s to the Corporation of Brighton. It was opened to the public as the Charles Thomas Stanford Museum and in the 1970s the decision was taken to restore the building as an historic property.

#### **Booth Museum of Natural History**

The Booth Museum was built by Thomas Edward Booth in 1874 to house his evergrowing collection of British Birds. The museum was bequeathed to the Corporation of Brighton in 1890 and in the 1970s was enhanced with significant collections of natural history, which were displayed at Brighton Museum & Art Gallery.

The Service, today, is responsible for around one million artefacts, and three of its collections have Designated status (recognised to be of national and international significance): Decorative Art (displayed in the Royal Pavilion, Brighton Museum & Art Gallery, Preston Manor and Hove Museum & Art Gallery) World Art (Brighton Museum & Art Gallery) and Natural History (Booth Museum of Natural History).

#### West Blatchington Windmill

The exact date of this 'smock' Mill is unknown; earliest records of the Mill date back to the 1820s. It was purchased by Hove Borough Council in 1937. Now a Grade II listed building, it is all that remains of a small community that included a manor house, parts of which dated from the fourteenth century, but which was demolished in 1955. Restoration of the Mill's exterior and interior was carried out in conjunction with the Friends of the Mill, who manage the building and open it to the public.

Many of the city council's collections are due to the generosity of the citizens of Brighton & Hove and are equal to many of the largest metropolitan cities, which were founded on collections of the country's great industrialists. Due to the foresight of its city fathers, the visionary directors and curators and the interests and generosity of its citizens such as Henry Willett, FW Lucas, the city today is blessed with a service of regional, national and international standing.

2.3.1 The service is also responsible for the contract with East Sussex County Council for the city's archives. These archives include material dating back to 1100. They are currently housed in Lewes and Newhaven. The public access to these is through the Public Record Office in Lewes.

#### 2.4 What defines the service

2.4.1 The Royal Pavilion & Museums is not just a series of buildings and collections, it is also a complex organisation and a business.

It has many different facets and dimensions and plays a significant role in a complex and dynamic city, constantly re-adjusting and focusing on the needs and requirements of changing local and global communities. In particular, it is a significant cultural industry playing an important role in the cultural, economic, education and social life of the city, and the health and well-being of its citizens.

- 2.4.2 The Royal Pavilion & Museums are major tourist attractions with 53.7% of visits to Brighton Museum & Art Gallery coming from outside Brighton and 96% of visits to the Royal Pavilion coming from outside the city. They therefore have to balance the needs of local people at the same time as offering a high quality cultural offer, which supports the tourist economy and attracts visitors to the city.
- 2.4.3 The 'developed' world's economic activity is increasingly based on knowledge. As cultural industries, museums are seen as part of the knowledge economy. Museums research, create and disseminate knowledge through exhibition, display, publication, public learning and event programmes. As the knowledge economy grows it is influencing the ways that museums conduct their business. Production is an increasingly iterative process where services/knowledge are constantly adjusted and improved in response to the consumer. Curators and producers of knowledge also increasingly engage with users to develop knowledge. The growth in the knowledge economy has brought changes in people's expectations with greater need for emotional and creative expression. This has implications for what museums offer the public, both in what they provide for the public to see and engage with, as well as the opportunities to participate and learn. Increasingly, the overall experience matters with an emphasis on personalised services.
- 2.4.4 As a cultural industry, it directly employs a wide range of creative experts including curators, conservators, decorative artists, designers, artists, makers, teachers, actors and writers. It also provides inspiration, influence and a stepping off point for creative production both locally, nationally and internationally.
- 2.4.5 The museums set out to inspire, illuminate, educate and challenge visitors through showing and interpreting a very wide range of collections including archaeology, local history, natural history, fashion, world art, fine art, decorative art, design history, craft, toys, film and media and Egyptology. The service celebrates the city and its communities, helping generate civic pride, develop a sense of cultural identity as well as building respect and understanding of others. It has a key role in place shaping and promoting a positive image of the city.
- 2.4.6 The service has an annual temporary exhibition programme, which is vital in building new audiences for the museums and encouraging repeat visits. The programme has a national profile and as well as providing cultural opportunities for local people, also supports the visitor economy. It receives national and international media and press coverage, thus enhancing the city's cultural profile. The exhibitions show case and reinterpret the collections in fresh imaginative ways that ensure the city's heritage is made relevant to contemporary audiences. Temporary exhibitions are also able to draw on collections from across the UK and

overseas, giving residents the opportunity to enjoy some of the most outstanding artefacts in historical and contemporary collections.

- 2.4.7 Collections are often lent to exhibitions both in the UK and abroad. It is an essential function of museums to lend to appropriate institutions to support learning. In doing so, Brighton & Hove City Council's rich heritage comes to the attention of many thousands of people across the UK and the world.
- 2.4.8 To maximise the potential of the city's assets and to help people engage with museums, the Royal Pavilion & Museums provides a range of learning programmes for all ages ranging from pre-school workshops to reminiscence support to older people. The under fives sessions take place in the museums as well as at children's centres and libraries. A comprehensive service of activities is available to schools from workshops, tours, role-play, handling sessions, teachers' packs and Continuing Professional Development support to teachers. Children and Family learning includes special events, clubs and holiday activities. Adults can enjoy special events, lectures, guided tours, workshops, special courses and research facilities through the Brighton History Centre.
- 2.4.9 Increasingly, the service is operating in a virtual world in which it provides access to its collections to global communities, it is a world which many young people inhabit, it is where they meet and make sense of the world. The on-line opportunities include an increasingly comprehensive catalogue of the collections to support researchers and learners. The web also is a vital tool in promoting, providing information and selling services to the public.
- 2.4.10 Enterprise is an important aspect of the service's work and includes catering and retail at many of the sites. In addition, rooms are available for hire for corporate hospitality, seminars and civil partnerships/weddings in some of the city's, and indeed the UK's, most lavish surroundings.
- 2.4.11 The service has responsibility for the city's collections and some of its most important historic buildings. To this end it has a team of experts in the fields of conservation, curation and security to ensure that the city meets nationally recognised standards for the care and sustainability of its assets.

# 3. Setting the Scene: Policies, Trends, Challenges & Opportunities

This section sets the scene for the forward strategy for the Museum service. It sets out the local context, the achievements on which we can build and the national picture for museums.

#### 3.1 Brighton and Hove in context

There are over a quarter of a million people living in Brighton & Hove. Compared with the average across the South East, the city has a relatively large working age population and slightly lower levels of childbirth and older people. The population growth over the last ten years is 5%, which is higher than the average for the same period in the southeast (4.5%) and nationally 4%. The growth is driven by increases in the 35-44 age group. It is predicted that the city's population will reach 300,000 by 2029.

The profile of the population is shifting. Approximately 5.7% of the population are from non-white ethnic groups. Although above the regional average, this is below the national average of 9.1%. No one group is more strongly represented in the BME population. However, the profile is changing. Over 15% of the city's residents were born outside the UK and the BME groups have increased by 35% over the period 2001-2004 against a national increase of 13%. 20% of all new births are to mothers born outside the UK. The city ranks in the top 10 local authorities in terms of migrant workers. There are 35,000 from LGBT groups, 20,000 full time students and 13,000 children living in lone parent households and one of the largest homeless populations in the country. It has a highly educated workforce with nearly 38% of the population educated to degree level, which is above the regional (30.5%) and national (27%) levels.

Since the mid 1990s it had a fast growing and strong economy until the current recession. However, in contrast the city also has some of the most deprived areas across the country (Queens Park, East Brighton, Moulsecoomb and Bevendean). These deprived areas are significantly more deprived than the city as a whole with levels on many indicators double the city average. However, many large numbers of people experiencing inequality in Brighton & Hove do not live in the most deprived areas. These demographic profiles have consequences for how the Service needs to think about the services and programmes it provides for the local community.

#### 3.2. <u>Tourism in Brighton & Hove</u>

The city is a major tourist destination and the Service sits within the context of being both a service for the local community, but also a major business within the visitor economy. The Service supports the city's tourism strategy by providing a high quality cultural and heritage offer. There are trends which the Service needs to take into account in its planning and programming if it is to continue to have a share of the tourist market and continue to support it. The trends which are affecting the city's tourist economy include: the importance of visiting friends, opportunities for a unique experience eg authentic, undiscovered and distinctive. The city is primarily a short break destination, which means that the main groups are 20-34s (prefamily), no family and retired age groups. The city as a destination is somewhere with a sense of place/personality and atmosphere created by a combination of people, buildings, famous icons, locations, nightlife and history. A comprehensive high profile events programme is important for business. The key domestic market is the cosmopolitans (risk takers, comfortable with trying things out of the ordinary). Young people are most likely to visit in the peak season and are attracted by relaxing, getting away and having fun, older people in the off-peak season and are more likely to visit specific attractions and events.

#### 3.2 <u>2020 Community Strategy</u>

Brighton & Hove's sustainable community strategy sets out the vision and plans of the agencies, organisations and communities who work together through the 2020 Community Partnership to improve the quality of life in this city. The Museums Strategic Forward Plan has been developed to support these priorities:

#### Promoting enterprise and learning through:

- Engage local communities in learning and research, using the city's collections to motivate their learning experience
- Increase access to collections in different locations and through e-learning
- Increase participation by under-represented audiences, focusing on children and community development

#### Strengthening communities and involving people through:

- Engaging young people though constructive and enriching activities
- Inclusive arts and cultural events

#### Promoting resource efficiency and enhancing the environment through:

- Maintaining biodiversity data bases at the Booth Museum of Natural History
- The management of the Royal Pavilion Gardens
- Care for the city's historic buildings within the division

#### Providing quality services through:

- Implementing customer care standards across all areas of work and service delivery
- Use customer surveys and research to inform service delivery

#### 3.4 Local Area Agreement

Museums contribute to positive outcomes for communities and have an important role to play in the delivery of the Local Area Agreement. In Brighton & Hove the Service does have further potential to contribute to outcomes. The National Outcomes children and young people – make a positive contribution; children and young people enjoy and achieve; adult health and wellbeing; local economy; stronger communities and tackling exclusion and promoting equality. The Royal Pavilion & Museums supports the Arts N1 11 indicator adopted in Brighton & Hove LAA. The number of school-aged children in organised school visits to museums has been adopted as a local indicator L22.

The Division also has the potential to support N16 participation in regular volunteering; N14 people who feel they can influence decisions in their locality; N1 1 people who feel they can get on with others from different backgrounds; N1 79 achievement of a level and qualification by the age of 19 and N1 117 – 16 to 18 year olds who are not in education, training or employment.

#### 3.5 Corporate and Directorate Plan

The corporate plan identifies the key council priorities for the next three years and museums have some specific objectives to achieve. The service contributes to the City Council's five overall corporate priorities in a number of specific ways:

• Protect the environment while growing the economy: The service is responsible for a number of significant heritage buildings and gardens which form part of the city's built environment and are recognised as part of the cultural make up of the city, contributing to local people's quality of life, learning and enjoyment and the tourist economy. The Royal Pavilion and Brighton Museum & Art Gallery in particular, are significant in the role they play in attracting visitors to the city. The service is also an important business and creative industry in its

own right. It supports creative businesses and cultural practitioners in the city, and beyond by providing inspiration for creativity and production and for showcasing works of art. The service also has a significant role to play in promoting public understanding of environmental issues with its nationally significant natural history collections.

- Better use of public money: The service earns nearly 60% of its revenue budgets from earned income from admissions, retail, catering, corporate functions and charges for services. In addition, it attracts considerable external funding for its activities and projects. This is significant for a Local Authority run service and compares favourably with National Museums in relation to the percentage of the core budget. A value for money review in 2008 has emphasised the need for the Service to maximise its income. The Service has and will continue to deliver the city council's efficiency savings and look at new ways of delivery to maximise its ability to achieve value for money. Furthermore, the Service will continue to find different ways to support itself financially through new ways of attracting external funding to ensure the long-term sustainability and development of the service.
- **Reducing inequality by increasing opportunity:** The Service works extensively with excluded and marginal groups, to ensure that they are able to access the Service's activities, and that the Service reflects their needs; the Service has invested heavily in increasing its work with schools and young people in recent years, particularly as a result of increased investment through Renaissance (see paragraph 3.10 & 4.3).
- Fair enforcement of the law: Some of the division's buildings are located in areas which are prone to anti-social behaviour. Through improvements to the design of these areas the service is working to mitigate the possibilities of anti-social behaviour. Furthermore, by increasing activity for example in the Royal Pavilion Gardens that enhances the visitor experience, it is hoped that the gardens will no longer be a magnet for anti-social behaviour.
- **Open and effective leadership:** The Service is increasingly working with audiences and communities to inform the services that it provides. It keeps local people informed of what services it offers through a range of communication strategies, which it is also constantly monitoring and seeking to improve. It has undertaken major consultation exercises with non-user groups and runs customer surveys throughout the year. Many people are engaged with volunteering with the service. The Service also has a role to play in supporting the creation of an inclusive city through supporting understanding of diversity through its displays and learning programmes.

#### 3.6 Cultural Strategy

A new Cultural Strategy has been developed that recognises the importance of culture in Brighton & Hove, and the aspirations of people who live and work in or visit the city. It reflects on the unique profile, strengths and qualities of the city, and sets out a direction for the future of the city's culture. The strategy identifies priorities for growth and improvement in services and activities through cooperation and partnership, and sets out a framework for guiding decision –making and interaction with other public, private and community partners. The role of the Royal

Pavilion & Museums in providing a high quality cultural and heritage offer for the community and its key role in supporting the visitor economy is acknowledged in the plan.

#### 3.7 <u>Collections for the Future</u> (Report by the Museums Association, 2005)

The report was published in 2005 and was followed up with an action plan by the Museums Association to support the key recommendations of the report in 2007. The key message was that although museums have made great strides to improve access to the collections and unlock their potential for engagement with the public on many levels, more could be done. It is a report that is guiding much of the work that the Service is undertaking.

The report recommended that:

- Museums should do more to expand the opportunities open to people to engage with collections.
- More collections should be in active use and museums should improve the way they manage collections-related knowledge. For example by getting more collections out of store.
- It highlighted the need for continued investment in digitisation.
- Museums need to develop their collections to ensure that they remain relevant to current and future audiences. Collections should be more mobile, seen in more venues both within the UK and internationally.
- The museum sector needs to be strengthened. Increased collaboration and more investment in training, development and succession planning is needed.
- It is not desirable, let alone practical, for a museum to have all the expertise it requires in-house. Individual museums can work together to share expertise across the sector. It will be equally if not more important to build closer links with external sources of knowledge and expertise.

#### 3.8 <u>Understanding the Future: Museums and the 21<sup>st</sup> Century</u> (Report by DCMS, 2006)

This report identified the following priorities for museums:

(1) The need for museums to fulfill their potential as learning resources. Museums will be embedded into the delivery of education in every school in the country.

Understanding of the effectiveness of museum education will be improved further and best practice built into education programmes.

The value of museums' collections as a research resource will be well understood and better links built between the academic community and museums.

- (2) Museums will embrace their role in fostering, exploring, celebrating and questioning the identities of diverse communities. The sector needs to work with partners in academia and beyond to create an intellectual framework supporting museums' capacity to tackle issues of identity. The museum sector must continue to develop improved practical techniques for engaging communities of all sorts.
- (3) Museums' collections will be more dynamic and better used Government and the sector will find new ways to encourage museums to collect actively and strategically, especially the record of contemporary society.

The sector will develop new collaborative approaches to sharing and developing collections and related expertise.

- Museums' workforces will be dynamic, highly skilled and representative. Museums' governing bodies and workforces will be representative of the communities they serve. Find more varied ways for a broader range of skills to come into museums. Improve continuing professional development.
- (5) Museums will work more closely with each other and partners outside the sector. A consistent evidence base of the contribution of all kinds of museums to the full range of public service agendas will be developed. There will be deeper and longer lasting partnerships between the National Museums and a broader range of regional partners. Museums' international roles will be strengthened to improve museum programmes in this country and Britain's image, reputation and relationships abroad.

#### 3.9 <u>National Museums Strategy</u>

The Museums, Libraries & Archives Council will publish the draft national museums strategy for England in early 2009. The plan will promote action in three key areas building on the two former DCMS reports, Understanding the Future: Museums and 21st Century Life, 2005 and the 2006 Understanding the Future: Priorities for England's Museums. (See above). It is expected that there will be three key themes:

- Supporting excellence encouraging and rewarding museums that use their collections and develop their scholarship to deliver the very best cultural experiences for the public, and to interpret collections for new and wider audiences.
- Promoting partnerships strengthening the links between museums of all sizes; between museums and the rest of the cultural sector; and building on the relationships with tourism and the creative economy.
- Building capacity investing in the workforce, in scholarship and collections care, in new finance and governance models, and in digital technology, to ensure long-term effectiveness and sustainability in the sector.

#### 3.10 <u>Renaissance in the Regions</u>

The Royal Pavilion & Museums is a partner in the South East Regional Hub, one of the regions that is a beneficiary of the national Renaissance in the Regions programme, which was established in 2003 to create world-class museums, which are beacons of excellence and act as sector leaders. The South East Hub is lead by Hampshire County Council Museums' service and comprises Oxford University Museums, Chatham Historic Dockyard and the Royal Pavilion & Museums.

The main aims of Renaissance is to put users at the heart of museum services by increasing engagement with people and communities, supporting learning and skills, and developing world-class museums through collections development and through workforce and organisational development. The overarching guiding principles for Renaissance are: developing capability within the workforce; ability of museums to exploit collections for wider benefit; sustainability ie income streams,

fundraising, staffing and succession planning; partnerships ie working with museums, libraries, archives, other cultural organisations and non-sector partners to deliver communities; excellence ie innovation, risk taking, best practice.

The Hub museums are expected to play a key leadership and supporting role to the sector in the South East through joint partnerships, support in developing the sector. In the South East there are 300 museums; this is the largest concentration of museums of any region in the UK.

All Hub museums are expected to achieve or maintain the Investors in People award and MLA Accreditation.

Renaissance has provided the framework and support to shape the Service's development and ability to deliver Council priorities and deliver outcomes for the local community. A major review is underway for the future of the Renaissance programme, which will have implications for the Service. It will be published in the summer of 2009.

Much of the Strategic Forward Plan's achievement is dependent on securing Renaissance funding for 2009-11. After 2011, funding towards Renaissance is uncertain and will both depend on the outcome of the Comprehensive Spending Review and the current Renaissance Review. Consequently, the service will be developing strategies for making the programmes currently funded by Renaissance sustainable.

#### 3.11 <u>Sustainability</u>

The Museums Association has launched a consultation on sustainability seeking views from the sector. It has drawn up a draft set of principles for its consultation that it believes the sector needs to adopt to flourish sustainably. These cover economic, environmental and social sustainability. It poses questions around museums' roles in supporting messages and providing information around sustainability issues; succession planning; sharing good practice; managing growth. The consultation ended in September 2008 and the results are yet to be published. Independent of this review, the Royal Pavilion & Museums, in line with Council policies, is setting out to embed sustainability in its business practices, for example through local sourcing of food and goods for its retail and catering outlets as far as is practicable.

#### 4. Achievements

- 4.1 In the last ten years, the Service has secured over £20 million of external funding for refurbishment and special projects. This investment has enabled important improvements to be put in place including: new displays, enhanced interpretation, increased education activity and upgraded ICT facilities. In turn, this has lead to greatly improved standards of artefact care, conservation and new opportunities for public access to the Service's collections.
- 4.2 Significant achievements include:
  - restoration of the Pavilion Gardens to Nash's scheme;
  - refurbishment and redevelopment of Brighton Museum & Art Gallery;

- refurbishment and redevelopment of Hove Museum & Art Gallery;
- continuing restoration and conservation of the Royal Pavilion and the conservation of the museums' collections;
- refurbishment of the Courthouse, adjacent to Brighton Museum & Art Gallery as a community lecture theatre, drawing on Renaissance, PFI and other external funds see below;
- significant academic links, programmes of study, and research activity;
- development of learning programmes, community and outreach work;
- at the same time, the Service is playing a central role in developing the city's cultural offer with important exhibitions and other public programmes.
- 4.3 A further important development since 2003 is the *Renaissance in the Regions* Programme, which provides central Government funding to transform regional museums and galleries (see 3.10 above). Brighton & Hove is a partner in the programme's South East Museum Hub.

Renaissance Funding has provided the funds to:

- Work with local schools; with new staff appointed to the Service and now working with teachers and pupils across the area to support the delivery of National Outcomes, Every Child Matters, the National Curriculum and Local Area Agreement
- Undertake a substantial programme of documenting and digitising the Service's collections
- Develop a new multi-purpose flexible space for lectures and events (the Old Courtroom Lecture Theatre)
- Work to improve access and storage of the collections
- Modernise the workforce through training and development and programmes to diversify the workforce
- The establishment of micro museums across the city to provide access to the collections in community centres and libraries to support
- Work with the under 5s through the Children's Centres, libraries, nurseries etc
- Exhibitions to support the tourist economy and stronger communities
- Gallery redisplays to ensure that the museums remain fresh and of contemporary relevance, eg the ancient Egypt galleries (opened March 2009) and provide children and young people with opportunities for enjoyment and achievement
- Provide effective leadership within the sub-region (Sussex and Surrey) through work with museums that are not in the Hub
- Improvements to customer care and development of divisional standards, including improvements to the entrance hall at Brighton Museum
- New web and IT infrastructure to modernise management information and business systems
- Undertake focus group research with non-users to inform Service developments
- Support training and development and provide expertise to the museums sector within the South East.

# 5. Partnerships

Are critical to the delivery of services to communities, and long-standing and new partnerships need to be developed to continue to successfully deliver. The Service has, amongst others, partnerships with Renaissance South East, University of Brighton, University of Sussex, East Sussex Archaeology & Museums Programme, the V&A National Strategic Partnership, British Museum, East Sussex County Council, University College London, Sussex Wildlife Trust, Brighton Dome/Festival, Theatre Royal Brighton, Royal Collections Trust.

Increasingly, the Service will be developing existing and exploring new partnerships to deliver outcomes for Brighton & Hove. As resources are squeezed we will need to build on the benefits of partnership working to achieve economies of scale.

## 6. Research and Review

Our Strategic Forward Plan is informed by continual processes of review and research, both internal and external. These processes occur across the Service as a whole, or in relation to individual projects, but all outputs of research contribute to forward planning and build our capacity for sustained and targeted improvements to the Service. We are mindful of likely changes to the needs of cultural audiences and gather evidence to support changes to the outcomes and outputs of the Service. The business planning process will continue to be supported by the corporate performance monitoring system through its structure of Departmental Plans, Team Plans and Personal Development Plans, linking in to Renaissance Planning and Action Plans.

Currently there are a number of pieces of research, which are contributing to business and action planning.

#### 6.1 <u>Visitor satisfaction surveys</u>

#### • Brighton Museum and Art Gallery 2005 – 2008

In general, visitors are satisfied with their visit to Brighton Museum. In 2007/2008 94% rated their visit as excellent or good. In 2007/2008 52% of respondents had visited the museum before.

Digivey survey October–December 2008. The service has been introducing IT based self-filling surveys in its buildings over the last year. This has seen a large increase in the number of visitors filling in surveys compared to paper based surveys.

81.6% of adults and 79% of under 16s rated the visit as excellent or good 66.4% of adults and 66.2% of under 16s rated the staff as friendly and helpful 71% of under 16s had enjoyed their visit

41.1% of visits were first time visits

58.9% were repeat visits

Surveys over the last three years have highlighted the importance visitors put on the ambience of the building. The space, light, cleanliness and tranquillity of the museum are important. The museum is seen as a long-standing asset to visitors outside and within the city. The exhibitions are highly regarded

#### • Hove Museum and Art Gallery 2005 – 2008

In 2007/2008 96% rated their visit as excellent or good. 68% of visitors had visited the museum before.

As the high satisfaction percentage shows, visitors particularly enjoy visiting Hove Museum. There are consistently positive comments around the ambience, the variety of displays and exhibitions and the tearoom.

#### • Booth Museum of Natural History

In 2006/2007 95% of visitors were very or fairly satisfied with their visit. 46% of respondents had visited before.

The message that comes from these surveys is that the Booth Museum is fun, educational and inspirational for adults and children of all ages. In 2007/2008 86% of respondents thought that the museum is child friendly. The museum was described with positive intent as, 'eccentric', 'original', 'fascinating', 'lively' and 'idiosyncratic'. Visitors value its distinctiveness.

#### • Preston Manor

2007/2008 99% of visitors rated their visit to Preston Manor as excellent. 29% of respondents had visited before.

Visitors feel that Preston Manor is unique and visitor friendly. There are several comments about the knowledgeable and helpful staff.

#### Royal Pavilion

In the survey April 2005 – March 2006 86% of respondents rated the tour guides as excellent or good, but there were suggestions that there could be more guided tours. There were also numerous requests for audio guides as in other historic buildings. The survey demonstrated a huge amount of adoration for this building, words such as wonderful, beautiful, stunning and decadent being used 76% of visitors had also stated that they had gained new knowledge and understanding as a result of their visit.

#### 6.2 The audio guides survey January – September 2008

Visitors answer questions about their visit on the audio guide. 98.4% of visitors to the Royal Pavilion rated the experience as excellent or good and 97.3% rated the audio guide as excellent or good.

#### 6.3 Digivey survey November 2008-January 2009

The Service has been introducing IT based self-filling surveys in its buildings over the last year. This has seen a large increase in the number of visitors filling in surveys, compared to paper based surveys. The new system was introduced to the Pavilion in late 2008.

91.5 % of adults and 81.4 under 16s rated their visit as excellent or good
92.5% of adults and 66.6% of under 16s rated the audio guide as excellent or good
75.9% of adults and 79% of under 16s rated the staff as friendly and helpful
72.4% of adults rated the visit as providing value for money
87.9% of adults rated the presentation of the building as excellent or good
88.6% of under 16s had enjoyed their visit.

#### 6.4 Pavilion Gardens Survey – August 2007

The clear message that came from this survey is that visitors to the Gardens think it is a tranquil, beautiful, oasis in the centre of Brighton and have lots of praise for the maintenance of the grounds. Many of the respondents use the Gardens as access to other areas, socialising, and for quiet lunch breaks. They clearly like the Pavilion Café.

Respondents have mixed views about buskers and the entertainment, but clearly would like to see an end to the street drinkers and cyclists.

#### 6.5 Surveys of exhibitions, displays and events

• Fashion & Fancy Dress: The Messel Family Dress Collection 1865-2005 (Brighton Museum and Art Gallery) October 2006-July 2006

This visitor research indicates that the *Fashion & Fancy Dress* exhibition was well received by visitors and had something to offer to a broad range of people, including those with a professional interest, families with young children, students and casual browsers.

Visitor experience of the exhibition was generally very good.

The interactive elements of the exhibition proved popular with visitors. One visitor commented that her family loved it so much she had brought her daughter and friends as a birthday treat, to see the exhibition and play with the dressing up clothes, which had proved a great success.

80% of respondents felt they had learnt something new from the exhibition.

• *Little Black Dress* Exhibition – May 2008

The exhibition appears to have been well publicised with 67% of respondents being aware of the exhibition before coming to the museum. There were many comments from visitors about how the exhibition had surpassed their expectations.

This exhibition proved to be inspiring and over 70% of visitors gained knowledge and understanding.

• Chinese Festival event – 31<sup>st</sup> August 2008

This was a short postcard evaluation.

Over 90% of respondents described their experience of the event as excellent or good. "Good way to promote the Chinese culture, keep it up".

• Non-user research for *On The Pull* – February 2007

Qualitative research was commissioned to support the development and design of the project, and inform the way the museum will consult audiences in the future. Two panels of 12 people were recruited on the street in specific postcode areas and at central shopping areas. One group of 18-24 year olds and one group of 60-75 year olds, with a common recruitment criteria of C2DE, socially active and never been to a museum before of their own volition. All had a similar lack of

awareness/knowledge about museums and similar prejudices about what they would be like.

The biggest implication of all is that if Brighton Museum & Art Gallery wishes to make real connections with any of these people it needs to ensure it offers in the new exhibition (and more generally):

Fun/activity Low effort Opportunity for social interaction Relevance to me Sense of "wow"

Younger people would like on-street word of mouth and non-print media like radio for advertising/marketing.

Brighton Museum & Art Gallery is physically as well as emotionally well-hidden for these people. Its location and lack of visibility are a significant barrier. Very few of the two groups were aware of free entry and had a very old-fashioned view of museums, *"Think museum, think brown". "Museums are just not for me".* 

The message from this research is to break the trance (that says museums are not for me) with fun, newsworthy activities and events that people don't expect from a museum.

#### 6.6 <u>Brighton Museum & Art Gallery – Museums, Libraries, Archives Council</u> <u>commissioned October 2007 – April 2008</u>

An average of 76% were very satisfied with their overall visit to Brighton Museum & Art Gallery with over half saying it was better than they expected it to be. Over 70% of respondents said they are likely to return to Brighton Museum & Art Gallery in the future.

#### 6.7 Independent Research

# "Mystery Visitor" Exercise (service standards for customer care and focus)

An in-depth detailed service standards benchmarking exercise, funded externally through the Museums Renaissance Programme, revealed a number of shortcomings in customer service at the Royal Pavilion and Brighton Museum & Art Gallery. This exercise was undertaken in the form of a "mystery visitor" in March 2007. It was commissioned to inform the ability of the Service to raise income. The exercise looked at a range of services, which form part of the visitor experience, from planning a visit, to finding the buildings to the actual onsite visit and customer care. There were a number of significant findings of shortcomings in all of the categories, in particular around staff customer service. As a result, the Service has responded to these shortcomings through instigating organisational changes such as establishing a sales team, a duty management team and a comprehensive set of service standards for all parts of the organisation.

• The Royal Pavilion Palace, Brighton: impact, values, perceptions and strategy

Brighton University Business School undertook a study of the Royal Pavilion in 2005-06 to research its iconic value to the city through gathering perceptions from the public and visitors of Brighton, especially in relation to the economy of the city. 34% of visitors made a significant association between the Pavilion and Brighton and 74% had heard of it. 9% said that their reason for visiting Brighton has been influenced by the Royal Pavilion. Overall the study concluded that the Royal Pavilion contributed approximately £55.9M pa to the visitor economy, this figure was derived from the actual visits to the Pavilion and those whose visit to Brighton had been influenced by the Pavilion.

#### • What might consumers want from the sector in ten years

MLA undertook a piece of work that identified the key drivers for change and how these might impact on the strategic direction that the sector needs to follow. There were four key drivers identified: social, emotional, identity specific and intellectual.

- To address the evolving social and emotional need to consumers, it predicted that museums would need to offer more customised and exciting entertainment events to attract visits for the core offer where there are opportunities to socialise with peers and family. Young people raised on the virtual world will no longer demand the cultural offer that is available today.
- To meet the changing intellectual needs to consumers, museums will need to become providers of informal and personalised education opportunities through both the on line offer and the programmes that take place in the museums.
- To address the implication of identity-specific and social drivers of change, what was outreach will become part of the mainstream offer. In order to stay relevant and financially viable.
- To address the implications of the intellectual drivers of change, the sector will need to operate using different business models and diversify its funding resources.

# 7. Looking Forward: Vision for the Future

The Service has achieved a remarkable programme of redevelopment and restoration in many of its buildings and services over the last ten years. Over the next five years we want to build on our achievements and maintain our reputation for excellence. To do this we need to remain relevant, innovative and competitive. We have to be responsive to evolving public expectation, the rapidly changing environment and the emerging national picture for museums. The visitor needs to be at the heart of what we do and we need to engage with and sustain an active dialogue with our visitors, partners and stakeholders about our work and the services we provide. We need to actively develop public participation with our services and understanding about our heritage and collections and their importance to society today. Making our collections relevant to today's and future audiences, through developing new interpretation, has to be a key priority alongside widening access to our collections through changes to displays, exhibitions, improved storage, loans, the web and other initiatives. In particular, where there has been

investment eg at Brighton and Hove Museums, it is essential that they remain fresh and that they keep abreast with the tastes and interests of our changing population. To achieve a Service that is meeting new and different public demands, we must act creatively and root our developments and services in need, research and evaluation. We will be supporting the local government improvement agenda with our museums being places of learning, enjoyment and challenge. We need to ensure that the whole visitor experience is given attention from the welcome that visitors receive, the presentation of our galleries, the visitor facilities through to the way that we market our services.

To achieve our ambitions for the Service, we need to urgently address a number of challenges. Attention needs to be focused on growing and diversifying our fundraising capacity to ensure that we no longer just rely on grant giving bodies and we need to examine new business models for running our services. We need to balance the priorities of opening our services to non-users and priority groups at the same time as generating income. With diminishing core resources we need to achieve efficiency through ensuring that we focus on priorities and provide excellence with the best public outcomes. We need to transform the ways we work, find new ways of delivering our services and to take opportunities to work in partnership. To do this we will need to continue to broaden and develop our skills and knowledge. It is equally important that the huge amount of existing knowledge about the buildings, collections, exhibitions and projects is captured to create a bank of information to assist future developments and projects. IT plays an increasingly vital part in how we run our services. The web is our virtual museum that reaches to audiences worldwide, it is also increasingly how we communicate and market our services to our audiences. We need to ensure that we can take advantage of the possibilities that new technologies offer to ensure that our service remains competitive and responsive to contemporary needs.

#### **Key Priorities**

• Sustainability and modernisation of the service's business and financial infrastructure: This Service has the highest proportion of earned income, approximately 60%, in its revenue budgets to any greater local authority museums service in the UK and is indeed higher than many of the National Museums. This is largely attributable to the admissions at the Royal Pavilion. It also attracts a good level of external funding through grants, trusts and DCMS initiatives such as Renaissance in the Regions. It also has the support of the Green Charitable Trust, which uniquely supports the work related to the World Art Collections.

The Council is supporting through an Invest to Save, the installation of new systems to support the earned income infrastructure of the Service with a new booking and ticketing system which will be integrated with telephone systems that will enable on line-booking, reduce lost calls and provide detailed customer information to support promoting the business.

However, there is increasing competition for diminishing external funds and the Royal Pavilion & Museums needs to develop its capacity to fundraise from different sources and make good use of its Friends organisation in supporting fundraising activities. A number of council lead services have established Development Trusts to support fundraising for their museum services eg Manchester, Tyne and Wear and Hampshire County Council. Improvements to the quality of the catering services at the Royal Pavilion need to ensure that it is in keeping with visitor expectations of this iconic Royal Palace. Whilst there have been many improvements in the in-house catering it needs to embody the quality and brand of the Royal Pavilion and its heritage which can only be achieved through investment.

- Raising the profile of the Royal Pavilion & Museums: The Service operates in a highly competitive market, where success of a service not only relies on meeting the demands of visitors and users, but also on funding and engaging partners and other stakeholders. Raising the profile of the service is critical and will be achieved through a strong communications plan including advocacy, press and marketing for the work of Brighton & Hove City Council's Royal Pavilion & Museums locally, regionally, nationally and internationally.
- The continued restoration of the Royal Pavilion and improvement to visitor facilities: Whilst there has been a concentration on ensuring that the exterior of the building is restored and maintained, there has been a lack of investment in the interior of the building. The visitor attraction market, which historic houses form part of the offer, is highly competitive. Visitors expect good facilities, and the Pavilion does not meet these expectations. It lacks disabled access to the tearoom, it has no cloakroom facilities, its toilets are substandard and much of its interpretation is dated. Although a remarkable and unique building, it needs to remain relevant to contemporary audiences. It is also necessary to ensure that there is something new to underpin marketing and promotional strategies. The conservation team are currently working on the restoration of the Saloon. It is an aspiration to reconstruct the original fireplace, carpet and curtains.
- The long-term sustainability of the Booth Museum and its nationally significant natural history collections: The Booth Museum collections are at risk; whilst the museum offers wonderful insight into how museums used to be, this 'time capsule' is not the best environment for such important collections. The collection of birds has faded in the uncontrolled light levels and is prone to infestation. Most of the collections have much to teach us about the environment in which we live and the impact that humans are having on the natural world. The Museum itself suffers also from being in a location that is out of the city centre and is mostly residential, it has very limited passing footfall. In undertaking an options appraisal for the future of the Booth, we need to look at its major potential to support understanding of current environmental agendas and how we overcome the location issues that have been identified / must be explored.
- The display of significant collections currently not on public display in particular those that are of regional and national significance. We will develop a strategy, through peer review and partnership for the future use and display of our Archaeology collections, which include significant local material and Sussex-wide material.
- Redisplays and reinterpretation of the permanent collections and the historic sites to keep the galleries, in particular in the redeveloped sites, up to date, alive and fresh and relevant to contemporary audiences.

- Care and presentation of the Royal Pavilion Gardens to ensure these restored Regency Gardens, which are the historic setting of the Royal Pavilion are maintained to standards appropriate to one of the UK's top tourist attractions.
- A high profile programme of events for the Royal Pavilion Gardens which are in keeping with its Regency setting and its role in the centre of the city's cultural quarter.
- Improvements to the documentation, collections management and access to all the collections in particular those in store to underpin the public programmes of engagement.
- Improvements to visitor facilities to meet modern standards, customer care expectations and DDA legislation at the Royal Pavilion, Preston Manor, Hove Museum & Art Gallery and Brighton Museum & Art Gallery.
- DDA a programme of DDA improvements has been undertaken over the last few years. These include at Preston Manor: an induction loop has been fitted in the entrance area; a lift from the basement to the ground floor, improvements have been made to make the basement area accessible, an accessible toilet in the basement, a ramp has been installed to the building at basement level and a designated parking bay established; at Brighton Museum & Art Gallery: the improvements to the entrance hall included the installation of a low level reception desk; at the Booth Museum induction loops have been fitted in the entrance area and teaching area, improved lighting in the teaching area and an accessible toilet has been put in. There is still further work to do.
- Improvements to storage The research collections are inadequately housed for their long-term sustainability. They are largely housed in areas that are difficult to access and don't meet the conservation standards required for their long-term preservation. Equally, the archive collections which are cared for by East Sussex County Council on behalf of the city do not meet the standards for archives care and accessibility of The National Archives.
- IT underpins many services that the Royal Pavilion & Museums offers. It is essential that IT based services remain up to date whether they are supporting gallery interpretation and engagement with visitors, income generation, administrative procedures or promoting the work of the division.
- Development and delivery of vibrant temporary exhibitions across all the sites.
- **Contemporary collecting** to ensure that collections remain relevant to current future generations and different audiences.
- Access to the collections through development of opportunities in different locations to improve access to the collections for the local community (such as in libraries and children's centres), development of accessible storage facilities, loans, web and other initiatives.
- **Support to the creative industries** in the city through projects and partnerships with artists and makers including exhibitions, installations and learning activities.

- **Supporting local improvement agendas** eg Local Area Agreement and the 2020 Community Strategy through projects that support and engage local communities in Brighton & Hove who are excluded, disadvantaged or disaffected (priority groups) and learning and skills agendas.
- **Delivery of the Renaissance agenda** nationally and in particular in the South East to develop the ability of museums to exploit collections for wider benefit and achievement of national outcomes.
- Workforce development museums are working in a changing environment with the need to respond to new challenges and different ways of working, in particular, to strengthen capacity for community engagement, partnership working, digital development and entrepreneurial leadership. Broadening the profile of staff that work within the museum sector through initiatives that support bringing underrepresented groups into the workforce through placements, targeted volunteer schemes and traineeships. Succession planning is also essential in developing workforce development plans and the instigation of initiatives to provide apprenticeships for the specialist skills that are required for the long-term care of the Royal Pavilion.
- Learning informal and formal learning is central to engagement with museums and their collections. Alongside providing well interpreted and displayed galleries, a broad ranging programme of learning activities will continue to be provided and developed both on site and through outreach. Sessions supporting the delivery of the national curriculum and other new school/college initiatives will be offered. Work with the Children, Families & Schools Directorate will be built on to support Continuing Professional Development for teachers. Links with the City's two universities in support of higher education will be strengthened. Informal learning opportunities for families and children and adults will form part of the core programme.
- **Foredown Tower** we are working with Hove and Adur Sea Cadets to establish a community run visitor facility at the Tower, providing a gateway to the South Downs National Park and a training and learning base for young people.

# 8. Monitoring and Reviewing our Plan

- 8.1 We will monitor the progress of our Strategic Forward Plan on a six monthly basis through the Royal Pavilion & Museums Management Team. This will involve not only reviewing progress, but also taking corrective action where necessary and planning ahead.
- 8.2 The Divisional and individual work plans that flow from the Strategic Forward Plan are prepared annually across the Service, and form part of the corporate performance monitoring system. Managers monitor team plans throughout the year at departmental management meetings. Individual plans are monitored throughout the year through performance and development reviews. Divisional plans are placed on the Corporate website, and linked to Equalities, Health & Safety and Risk Management plans and assessment.

- 8.3 At the end of each financial year there will also be a formal review of what the Strategic Forward Plan has achieved towards the key priorities, under each strategic aim and areas which remain to be addressed. This annual review will subsequently form the basis of the Assistant Director's annual performance and development with the Director of Culture & Enterprise.
- 8.4 Progress on the Strategic Forward Plan will be reported to Culture Cabinet Member and the Overview and Scrutiny Committee for Culture, Tourism and Enterprise on an annual basis.

APPENDIX Aim 1 - Develop Audiences							
Research and consultation with users and non-users to inform service development	BME Young People Disability	Renaissance		June 2009 March 2010 March 2011			
Programme of exhibition, nterpretation and display,	New interpretation at Preston Manor	Renaissance		March 2010			
	New interpretation & displays at Royal Pavilion	External funding	al funding Royal Collections				
	Temporary exhibition programmes at the museums	External funding/ Renaissance/ Headley Trust/ Core funding	Screen South University of Sussex Charleston Farmhouse Brighton Festival/ Dome British Museum British Council Museums Libraries and Archives Council	Ongoing			
	Cultural Olympiad: Redisplay of World Art Galleries	Stories of the World bid/Renaissance/ James Green Trust	Renaissance South East Hub /Museums in the South East	2012			
	Displays/galleries for collections not currently on show	External funding		2011 and ongoing			
Programme of learning and community engagement	Children & Families learning & events programme	Core funding/ Renaissance	SureStart/Arts Commission	Ongoing			

	Adult learning & events programme	Core funding	University of Brighton University of Sussex	Ongoing
	Learning resources relating to the collections	Core funding/ Renaissance	University of Sussex	Ongoing
	Develop gallery interactives at BMAG	Renaissance		Ongoing
	Schools learning programmes	Core funding/ Renaissance	Children Family and Schools Renaissance South East Hub Brighton and Hove Art Teacher's Panel	On going
	Outreach programmes to support gallery developments	Core funding/ external funding		
	Micro museum developments	Renaissance	Libraries/ Children's Centres	
Develop an innovative programme of special events	Royal Pavilion & Estate events programme	Renaissance External funds	Brighton Philharmonic Early Music Festival Theatre Royal Brighton Dome/Festival City Council	2009, 2010
	White Nights	Core funding/ external funds	City Council/Arts Commission	2009, 2010

	Programme of evening openings at Brighton Museum	External funding	Brighton Dome/ Festival Others	
Develop use of information and communications technology to increase access	Online access to and interpretation of collections developed	Renaissance		2009-11
	Online exhibitions	Renaissance		
	Develop collections access across museum services within South East	Renaissance/ external funding	MLA/Renaissance SE Hub	2009-11 and ongoing
Provide access to collections through research and loans	Loans to national and international museums for exhibitions	Core funding		Ongoing
	Review the role of the Brighton History Centre in relation to The Keep		East Sussex County Council University of Sussex	2009
	Build knowledge base of collections to underpin future programming	Arts and Humanities Research Council	AHRC University of Sussex University college London	2009

Objective	Key Actions	Funding Source*	Partners**	Timescale
Develop collections management	Achieve MLA standards for conservation of collections and maintain Accreditation standards	Core funding/ Renaissance		Ongoing
	Programme of preventative conservation	Core funding/external funding		Ongoing
	Documentation of collections to provide research and access	Core funding/ Renaissance		Ongoing
Improve the long-term sustainability of the Booth Museum and collections	Promote the role of the specialist environmental and scientific knowledge of the service	Core funding/ Renaissance	Sussex Wildlife Trust University of Brighton University of Sussex Environment Directorate	
	Action plan for the care of the research collections	Core funding		
Develop relevant collections for future generations	Collections reviews and strategies for future collection development	Core funding/ Renaissance		Ongoing
	Develop strategy to ensure access to archaeology collections	Core funding/ Renaissance	Renaissance SE Hub East Sussex Archaeology and Museums Project Brighton and Hove Archaeology Society	2009
Invest in buildings to ensure their long-term sustainability and improve	Restore Royal Pavilion stonework	Council Planned Maintenance budgets		2011

access	Improve visitor facilities and access to the Royal Pavilion	External funding bid		2011
	Improve energy usage/ consumption & impact of running buildings	External funding		
	Pavilion floodlight replacement	External funding	B&HCC Sustainability Team	2010
To improve the long-term care of the collections and archives	New storage facilities	Core funding/ external funding	East Sussex County Council University of Sussex	2010
	Restore the Royal Pavilion Saloon to its 1823 decorative scheme	Core funding/ external funding	Royal Collections Trust English Heritage	2009-12
	Plan for future restoration of Royal Pavilion room	Core funding/ external funding	Royal Collections Trust English Heritage	2010
Improve the visitor experience	Develop new visitor facilities at the Royal Pavilion	External funding	English Heritage	2011-13
	External signage and internal way finding improvements	Core funding/ external funding		March 2010
	Access improvements to meet DDA legislation at the Royal Pavilion & Museums		English Heritage	

Objective	Key Actions	Funding Source*	Partners**	Timescale
Develop new business systems and models	New ticketing system developed & installed	Invest to save BHCC/ Renaissance		2009
	Establish bookings and sales office	Invest to save BHCC		Spring 2009
Partnership working	Develop partnership working across the Council to deliver priorities and improve performance targets	Core funding/ Renaissance/external funding	Children, Family & Schools Culture & Enterprise Directorates	Ongoing
	Develop partnerships to deliver nationally and locally agreed outcomes for visitors/users	Renaissance SE	Renaissance SE Hub The V&A Strategic Commissioning Partnership Brighton Photo Biennial University of Brighton University of Sussex East Sussex Archaeology and Museums Project Brighton Festival/ Dome Theatre Royal Brighton The British Museum Strategic Commissioning Partnership	
	Establishing a gateway to the South Downs National Park at Foredown Tower		Adur and Hove Sea Cadets	
Develop marketing and communications activity	Web/e-marketing based marketing development plan	Core funding/external	Museums sector B&H City Attractions	2009 and ongoing

			Dome/Festival Theatre Royal	
	Communications plan for raising the profile of the work of the service nationally with key sector organisations and stakeholders		Renaissance SE	2009 & ongoing
	Promotion of the Cultural Quarter	Core funding	Brighton Dome/ Festival Theatre Royal	2009 & ongoing
Develop use of information technology to improve programmes and services	New website improve collections interpretation online	Core funding/ Renaissance		Ongoing
Develop and train a customer-focused and creative workforce	Development and learning plan implemented to achieve business plans	Core funding/ Renaissance	Renaissance SE	
	Achieve IIP	Core funding		Achieved Jan 2009
	New customer service standards implemented across the division	Core funding/ Renaissance		
Address issues of succession planning	Develop knowledge capture strategy and build e and online dissemination of collections research and interpretation	Core funding/ Renaissance		
	Establish apprenticeships/ traineeships in Conservation Team	Renaissance funding External funding		

Equalities	Achieve greater diversity amongst the work force	Core funding		Ongoing
	Positive Action Traineeship placements	Museums Association/ Renaissance	Museums Association	2009-11
	Implement Volunteer strategy	Core funding/ Renaissance		Ongoing
Embed sustainability	Build sustainability into exhibition and display design			
	Local sourcing of food and goods for catering and retail outlets			

Objective	Key Actions	Funding Source*	Partners**	Timescale
Exploit the income potential of buildings, collections and services	Develop corporate functions and hirings across the division	Core funding		Ongoing
	Develop the role of the sales and bookings team to achieve income targets	Invest to Save/ core funding	VisitBrighton	Ongoing
	Improvements to catering and retail to meet customer expectations and achieve income targets	Core funding/ external funding		Ongoing

	Explore partnerships to support income generation	Core funding	
	Develop the role of the Friends of the Royal Pavilion, Art Gallery & Museums Charity		
Capitalise on information technology to market and sell services	On-line retail development	External funding	2009-10

- \* Subject to securing funding and agreements with funders
- \*\* Further partners will be identified as projects develop; also some partnerships are subject to agreement

# CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITEE

Subject:	Potential Effe	Potential Effects of the Recession on Business		
Date of Meeting:	2 July 2009			
Report of:	Director of Cu	Itural and Enterprise	•	
Contact Officer: Na	ime: Paula Murray	Paula Murray Tel: 292534		
E-i	mail: <u>paula.murray@</u>	brighton-hove.gov.uk		
Wards Affected: All				

# FOR GENERAL RELEASE

# 1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report highlights the effects of the recession on business and the council's response to the recession for business at this time.
- 1.2 This report went to the Overview and Scrutiny Commission on 02.06.09. This committee welcomed the report and held a positive discussion about the activity currently being undertaken by the Council.

# 2. **RECOMMENDATIONS**:

2.1 Receive this report and note the activity currently being undertaken by the Council in support of business and in response to the recession.

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

- 3.1 The UK officially entered a recession following a 2<sup>nd</sup> quarter of negative growth at the end of 2008. The factors leading up to this occurrence are well chronicled and predictions over the likely depth and duration of the recession vary widely.
- 3.2 The key impacts nationally, as well as the declining output and GDP, have been a reduction in house prices, increasing unemployment, reduced interest rates, reducing inflation and increasing home repossessions.
- 3.3 Businesses have been affected significantly as consumer spending has declined resulting in cost reduction for many businesses and in some cases business closure. Many of the most notable closures in recent months have occurred on the High Street with businesses such as Woolworth, Zavvi and Principles but there have also been many other areas of business activity seriously affected including construction and manufacturing.

- 3.4 In the local area the impacts of the recession are obviously being felt. The major consequences for business are as follows:
- 3.4.1 Multiple retailers: local branches of multiple retailers that have ceased to trade have resulted in closures on our high street. Brighton & Hove branches of Woolworth and Zavvi have closed.
- 3.4.2 Other business closures: Other retail vacancies are clearly evident in most parts of the City including within the Lanes and North Laine as some businesses have closed shops or ceased to trade. A number of licensed premises including restaurants have also ceased trading. Detailed studies of retail vacancy rates in Hove show a marginal increase in January 2009 over September 2008 but the majority of streets are still well below national averages of between 7% (Experian) and 10% (Office for National Statistics).
- 3.4.3 Unemployment: Claimant counts in the City have risen. January 2009 figures show that in one year unemployment has grown by 39% to 6,147 claimants. As bad as this appears, it is worth noting that in the South East the increase over the same period is 76% and in Great Britain overall it is up by 54%. The City has therefore fared better than it's regional and national counterparts. In the business services sector it has been announced in May 2009 that Legal & General will be making 560 job cuts across the UK, which will have an impact at their City Park offices.
- 3.5 The Council reacted quickly to the early affects of the recession by implementing a number of actions as follows:
- 3.5.1 The formation of an Economy Task Force to work with the Council in developing a coherent and joined up approach in responding to the recession and developing actions to mitigate the effects of the recession on local people and local business. Participants in the Task Force include The Council, SEEDA, Federation of Small Businesses, Business Link, Chamber of Commerce, Business Forum & Economic Partnership, Job Centre Plus and more recently the Business Community Partnership have been invited. The Task Force has been meeting monthly since November 2008.
- 3.5.2 The creation of the 'Be Local Buy Local' campaign. This innovative campaign launched in December 2008 with the intention of getting local people to think more concertedly about spending their money with local businesses and keeping the benefits of that spend within the local economy. We aimed to get 100 businesses and 1000 residents actively signed up to and supporting the campaign. The green 'Be Local Buy Local' stickers are increasingly obvious in the windows of businesses and residents. To date 170 local businesses have signed up to the campaign.
- 3.5.3 Establishing with the Chamber of Commerce and Business Link a series of sector workshops and business support clinics for local businesses to seek and get advice from professionals including accountants, solicitors and banks to help them deal with and survive the recession. These are currently being run and

marketed under the name 'Business Lifebelt', and have provided intensive support to 200 businesses in addition to attracting 800 attendees to a major business support show.

- 3.5.4 The Council has written to the regional managers of the major high street banks urging them to provide support to local businesses and to try to ensure that any business that can survive the recession is given every opportunity by their banks to do so.
- 3.5.5 The Council has also offered local businesses who are struggling with their cash flow the opportunity to pay their business rates in 12 instalments rather than 10. Additionally the council has identified approximately 1000 local businesses that may be eligible for Small Business Rates Relief and aren't claiming. Despite substantial marketing efforts to reach these businesses and regular mailings, many still weren't applying. The service therefore assigned a number of staff to visit these businesses over a concerted period to help businesses complete the applications. Due to this campaign, the number of local businesses now receiving small business rate relief has risen to over 3,000, claiming nearly £2 million.
- 3.5.6 The Council has also committed to paying invoices from small business in the City within 10 days.
- 3.5.7 The Council has offered to support the cash flow of small businesses who may be tenants of the Council by offering monthly rents as appropriate.
- 3.6 The Economy Task Force will continue to help shape activity to respond to the continually changing situation and opportunities for supporting activity through 2009/10 have been considered as part of Cabinet decisions regarding the use of LABGI (Local Authority Business Growth Incentive) funds.
- 3.6.1 As agreed by Cabinet, there are a number of programmes and projects that will greatly enhance business success in the city and have an impact on both jobs and income. The Tourism marketing plans, including a small sum to establish the new Greeter Scheme which will be linked to successful models in Europe and the United States, will add to the effectiveness of the tourism economy, targeting longer staying and higher spending visitors. Funding is proposed to match fund the Festivals Clusters development initiated by the South East of England Development Agency (SEEDA) to support the significant Festivals offer in the region, one of its unique selling points. Other projects will have an impact on the city centre environment such as the scheme to put artwork up in vacated and boarded up premises which has had such success in mitigating the negative impact of empty premises, particularly in key locations.
- 3.6.2 There will also be an allocation of funding for additional specific Recession Relief Measures to be directed by the Economy Task Force over the next few months. This may include measures such as the establishment of a Hardship Fund for local businesses to apply to which will enable the local

authority to give rate relief under certain criteria, 75% of which can then be claimed back from Government. It may also include funding for the enhancement of Advice services in the city facing particular strain in the current climate or the development of Credit Unions. There is, additionally, the proposed continuation of support to businesses through the work of the Chamber of Commerce for example, which aims to reach well over a thousand businesses in 2009 and other business targeted Economy Task Force initiated schemes which have been so successful to date. The number of businesses that will be directly helped across the whole funding programme will be at least two thousand.

- 3.7 Though the recession is clearly difficult for many businesses in the City, the economic climate does present some opportunities for local business and we are doing everything possible to capitalise on these opportunities. This includes exchange rate differences, which have improved the ability for the City's businesses to export with our products and services now 20%-30% cheaper than a year ago for foreign buyers. This not only helps us attract more foreign buyers for our products but as a destination attracts foreign visitors and makes foreign travel for UK residents more expensive. We are already seeing more short-break takers switching trips to places like Brighton & Hove from European short-break destinations like Prague, Paris and Madrid.
- 3.8 On the positive side also, measures of footfall in the City have continued to remain strong and are still up on 2008. Whether these shoppers and visitors are spending as much in the City is difficult to answer but the traffic at least compares favourably against a pattern of declining footfall in retail areas across the UK. The week commencing 23<sup>rd</sup> February for example showed a year on year growth of 4.2% against a national pattern of 5.9% decline.
- 3.9 The City has a strong conference and events calendar for the year, significantly better than in 2008 with many new, returning and growing events that will help attract visitors to the City and the associated spend.
- 3.10 The current economic climate is also good for those businesses whose interest charges have dropped in line with the bank's base rate, although lending conditions are still incredibly tight for businesses wishing to obtain new finance (start-up businesses are worst-hit,)
- 3.11 Finally many tenants are finding the economic climate, increasing retail vacancies and flexible terms from some landlords is helping them to negotiate better deals from their own landlords. Requests for moving to monthly rather than quarterly payments of rent, as initiated by the Council is also spreading to other landlords and tenants undertaking rent reviews probably have a stronger bargaining position than a year ago when demand for retail and other commercial units remained strong.

#### 4. CONSULTATION

4.1 Consultation with businesses and business support organisations has been a central plank of the Council's recession relief activity.

# 5. FINANCIAL & OTHER IMPLICATIONS:

#### Financial Implications:

5.1 The actions taken by the council to provide additional months to pay business rates, and to pay rents monthly instead of quarterly affects the council's cash flows and can reduce the council's ability to generate interest. However the impact of these changes is not significant given the very low interest rates currently available and the financial implications of these measures has been taken into account in the financing costs budget. In terms of the activity described in the report funded through LABGI funds: The LABGI funding is one-off funding received as an unringfenced grant. The £149,000 is a reallocation of previously awarded LABGI grant and the £414,000 has been received in March 2009. The allocation of these resources to support the local economy was agreed at Cabinet on 23<sup>rd</sup> April 2009.

5.2 The impact of recession on businesses can also impact on the finances or performance of the council. In particular struggling businesses may affect collection performance in relation to business rates while the council's commercial rent income may also be affected if replacement tenants cannot be found quickly when businesses fail. There are also likely to be pressures on parking and permit income. These factors were considering in setting the 2009/2010 budget and resulted in higher level of contingency being set aside within the budget (£0.75 million) than in previous years.

# Finance Officer Consulted: Nigel Manvell

Date: 26 May 2009

# Legal Implications:

5.3 This is an update report which reviews action taken to date and ongoing activity and there are no legal implications which were not previously considered at the time decisions were made e.g. in relation to the exercise of economic development and well being powers which the council has opted to exercise.

Lawyer Consulted:Bob Bruce

Date:20.05.09

#### Equalities Implications:

5.4 The programmes and actions described in the report are designed to increase employment opportunities and the success of local businesses. This will have a positive impact on those who face barriers to employment.

#### Sustainability Implications:

5.5 In terms of environmental sustainability, there are no specific adverse implications. Those projects and programmes described in the report that are funded by LABGI funding have been subject to criteria that address their funding base, favouring those with a wider funding base to increase their sustainability.

#### Crime & Disorder Implications:

5.6 By supporting activity that is designed to increase employment opportunities and the success of local businesses, there are no adverse crime and disorder implications. The LABGI funded proposal to decorate empty premises with artwork is also specifically designed to discourage anti-social behaviour around empty premises.

#### Risk and Opportunity Management Implications:

5.7 In terms of the LABGI funded recession relief work described in the report, The LABGI criteria were developed to minimise the risk of selecting projects with a less favourable chance of success. The criteria are designed to select projects with maximum impact and sustainability.

Officers in the Economic Development Team have developed a monitoring process that will be used in the administration of this funding and there will be ongoing contact with organisations managing the activity.

#### Corporate / Citywide Implications:

5.8 All of the activity described in the report has a citywide impact, either directly or indirectly.

# SUPPORTING DOCUMENTATION

#### **Appendices:**

1. Brighton and Hove Economic Trends – data from Business Forum

#### **Documents In Members' Rooms**

1. None

# **Background Documents**

1. None

# Appendix 1 – Brighton & Hove Economic Trends based on Economic Partnership information

1. The UK is officially in recession, with Gross Domestic Product 1.9% down in the first quarter of 2009. Oxford Economics estimate the UK economy to contract by 4.1% in 2009 and grow by 0.1% in 2010. Oxford Economics also predict that Brighton & Hove will be more resilient to the recession than the UK average, with a contraction of just 1.8% in 2009 and growth of 0.3% in 2010.

2. In common with the rest of the UK, construction companies in the city have suffered badly. Local company Integra collapsed in October with the loss of 40 permanent jobs and many more sub-contractors and Adenstar – a company with a turnover of £4m - reported at the end of 2008 that it had only £400,000 of contracts in the pipeline for 2009.

3. Brighton's varied retail offer makes an important contribution to the "sense of place" that makes the city distinctive and vibrant. While the independent retail sector is probably more vulnerable in the longer term, it is national chains like Woolworths, The Pier, Envy, Zavvi, USC and Roseby's that have gone into administration and shed in the region of 240 jobs (full time equivalent).

4. So far employment in Brighton & Hove is holding up well especially compared to locations like Milton Keynes, Dartford, Witney and Southampton which saw the largest number of notified redundancies out of all towns in the South East in quarter 4 of 2008<sup>1</sup>. Latest unemployment data (as of May 2009) show that this trend has continued, with Brighton & Hove experiencing a relatively low percentage increase in Job Seekers Allowance claimants over the past year (see Fig. 1 overleaf). However, with just under 25,000 people on unemployment benefits of one kind or another in Brighton & Hove, it is worth noting that the city entered recession with a higher level of unemployment than any of the towns listed above or in Fig. 1.

5. A recent <u>Centre for Cities report</u><sup>2</sup> comparing the likely impact of the recession on three cities including Brighton & Hove estimated that job losses would be in the region of 2,400 if the recession is short and 7,400 if it is long. The report also suggested that most of the losses would be from the **retail** and **hospitality** sectors.

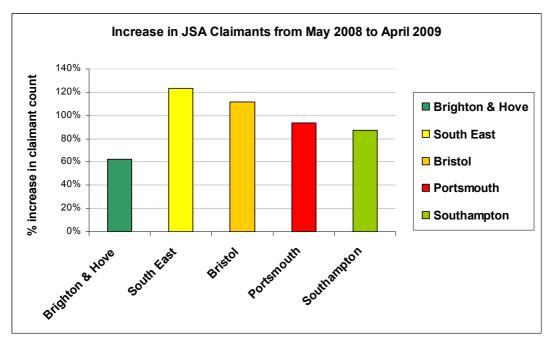
6. These sectors rely to varying degrees upon visitors to the city centre and footfall numbers are holding up very well compared to both last year and the national benchmark with over 15 million shoppers recorded in the prime pitch in 2008 (please see Fig. 2 overleaf).

7. Retail vacancy rates in the city centre declined from 5.75% in March 2008 to 4.7% in October.

# Fig 1 – Unemployment Trends

<sup>&</sup>lt;sup>1</sup>Source. SEEDA from Department for Business, Enterprise and Regulatory Reform figures

<sup>&</sup>lt;sup>2</sup> Into Recession. Centre for Cities. 2009



Graph showing % increase in the number of people claiming Job Seekers Allowance in the 12 months from May 2008 to April 2009 (*latest data as of 26 May 2009*).

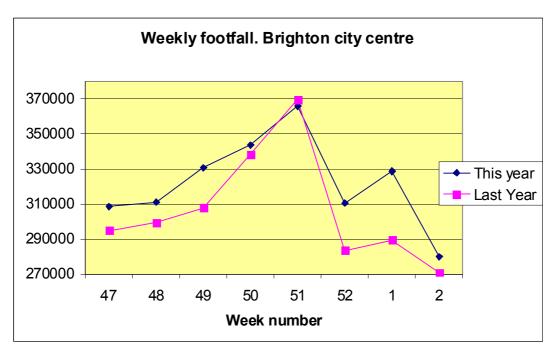


Fig 2 – Footfall Trends

Graph showing footfall in the city centre prime pitch between 17.11.08 and 11.01.09 An increase of 5% over the same period in 2007

Joint Workshop for Environment and Community Safety; and Culture Tourism and Enterprise; Overview & Scrutiny Committees

# London Road Central Masterplan; Draft Supplementary Planning Document (SPD)

Tuesday 28 April 2009 Hove Town Hall Committee Room 3

Councillors Present: Ian Davey, Pete West, Mel Davies, Warren Morgan, Bill Randall, David Smart, Pat Drake, Mo Marsh, Amy Kennedy, Tony Janio

# INTRODUCTION

1. Planning Projects Manager Alan Buck opened the meeting which was the first time a joint scrutiny workshop had been convened to consider and comment on a draft SPD. Comments from this session would be reported to the Environment Cabinet Member Meeting on 7 May 2009 with the recommendation to start the statutory 6-week public consultation period in late May. Part of the public consultation would include a 3-day exhibition in the former Co-op department store in London Road.

2. This latest draft had been informed by initial consultations in Summer 2008 including 3 well-received external workshops and a workshop for Members in November.

3. The format of the meeting was; after the short presentation Members could make representations or ask questions of the Planning Projects Team officers at each station covering the six themes:

- Land Use
- Movement and Access
- Urban Design
- Public Realm
- Sustainability
- Community and Funding

4. Comments written down at each station would be taken forward to the Cabinet Member meeting. (summary below)

5. Issues raised by Members:

- a development company and a local community group are also producing a Masterplan
- a list of all the City's protected/locally important buildings would be useful
- advantages/disadvantages of re-routing north-bound traffic
- advantages/disadvantages of excluding through traffic from retail areas
- implications of a square at Ann St /Oxford St junction
- effects of road junctions on traffic congestion
- width of London Road carriageway and traffic queuing

• importance of improving air quality, relating to long-term exposure to pollution

# SUMMARY OF REGISTERED COMMENTS BY THEME

# Sustainability

- Welcome priority given to sustainable retrofit and refurbishment rather than demolish, eg. New England House possibly also Vantage Point (7.6).
- Desperately need 'greening' of the area to increase biodiversity and soften the area. Street trees, green walls, etc. – This comment felt important by another member: Green infrastructure felt very important – especially green walls.
- Encourage as much local energy generation as possible.
- Green infrastructure paragraph should be given higher priority in the sustainability section – i.e. moved nearer the top.
- Should be an examplar 'green' area building on & extending the principles established by One Brighton.

# Public realm

- Smaller retail units, not large supermarket. North Laine retail culture.
- Threatening public realm needs addressing.
- Public art / communal spaces / all positive improvements.
- Quality materials.
- Embrace 'Lifetime Neighbourhood' concept including access for people of all ages & abilities, public lavatories, benches, bike parking, etc.
- To create a boulevard in the London Road you will need to remove more of the traffic.
- Need to create central refuge/reservation to break up London Road make it easier to cross and less intimidating for pedestrians.
- Shared space could transform Baker St + Providence/Elder Place.
   On Street view:
- Blinds / awnings and restricting signage good ideas!
- New Central Square worth considering!

# Urban design

- 44 Cheapside last remaining small house. Should be retained.
- Critical relationship between St Barts Church and St Barts School taking away the school would affect use of Church.
- New England House should be demolished enough money has already been spent on it.
- New England House is a good building and should be retained/refurbished.
- Elder Place + Providence Place has tremendous potential as a walking + cycling route with a high quality public realm.

# Movement and access

- Relocate St Peter's railings to Western footway (1.1) Trafalgar St to Cheapside this would help enforce against illegal stopping that affects traffic flow.
- Provide info on casualties/locations where are key concentrations?

- Abuse of LHT late into Cheapside to go straight on physical measure or camera enforcement.
- Agree with reducing bus concentration at Iceland/Somerfield disperse to
- Elder Place make more shops and use as alternative route for traffic, if possible.
- Arrange bus/walking tours to help familiarise/experience the area.
- Future parking schemes how do they impact on area?
- Will any relocation of Fire Station have parking access would be through residential area!
- Relocate traffic to Union Rd to incorporate The Level more into London Rd.
- Need to reduce traffic levels overall to achieve improvements
- Elder/Providence Place use for cycle routes.
- Unclear how traffic flows at current rates will sit easily with pedestrian facilities, etc.
- Consider shutting Ditchling Road along The Level & routing main traffic around The Level.
- The London Road Traffic Management Scheme was only partially completed. The scheme introduced the one-waying of Viaduct Rd for southbound A23 traffic. The result was the road became a race track. The northbound traffic was 'temporarily' re-routed through London Rd with the intention that it would be re-routed along a re-aligned New England St (once clear of St Barts School). Baker St became one-way westbound at the bequest of Trades Concerned about shopper access. It wouldn't be very welcome to complete the re-routing of northbound traffic into New England St now the New England Quarter residents have added. However, London Rd will never be free of traffic and the aspirations of making it a nicer place won't be achieved unless the traffic introduced in now removed. Perhaps as the LRTMS 'can't' be completed it should be undone again, allowing northbound A23 traffic to again go up Ditchling Rd and west along Viaduct Rd. (Pete West)

#### Land use

- Would like to see development sites 3 and 4 developed together to continue the valuable use of New England House in a rebuilt design at a lower height level with more access for clients at ground level.
- New road via Providence Place/Elder Place for just car size vehicles. Entry at Cheapside just for 'shopping' with northbound through traffic straying on the A23.
- The masterplan should take a more vionary holistic approach. Despite the
  potential development sites comprising around 50% of the built
  environment of the designated area, there is no overarching vision of how
  it will be developed together towards agreed vision (Pete West).

#### **Community and funding**

- When normal sources of funding are not available, there is the need to look for other alternatives. Mutual ownership schemes via community/thirdsector land and development trusts should be considered for New England House. Devon Council has a number of useful examples being implemented.
- Like idea of Open Market as a source of local trade.

- Area lost anchors but has mix of local, small shops that people use on utilitarian basis/for their weekly shop.
- George Street is good example of what side streets with continental feel can be like.

Brighton & Hove City Council City Planning / Planning Projects

# CULTURE, TOURISM & ENTERPRISE OVERVIEW AND SCRUTINY COMMITTEE

Subject:	Update on Work Programme 2009/10 and Scrutiny Panel		
Date of Meeting:	2 July 2009		
Report of:	The Director of Strategy and Governance		
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Wards Affected:	All		

# FOR GENERAL RELEASE

# 1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report provides an update on the draft work programme of the Committee for 2009-10 and the progress of the current scrutiny panel *Environmental Industries Inquiry Capturing the potential and economic benefits for Brighton and Hove.*
- 1.2 This report then provides a brief description of two potential topics for the next scrutiny panel to be undertaken and asks members to consider what they think could be a suitable topic for the next panel.

# 2. **RECOMMENDATIONS**:

- 2.1 This report recommends that CTEOSC members consider which would be appropriate topics for the next scrutiny panel. When the Committee has identified three potential subjects, a brief scoping report on each subject will be requested. These scoping papers will then assist the committee members to determine which topic should be taken forward as the next scrutiny panel.
- 2.2 That members note the amendments to the work plan for 2009/10.

# 3. BACKGROUND INFORMATION

#### 3.1 Work Programme

The current work programme is attached as Appendix 1 to this report. It was developed following a discussion at the Chairman's meeting with the Director of Culture & Enterprise and other officers on 16<sup>th</sup> March 2009. Then further amendments have been made following the Chairman's meeting on 9<sup>th</sup> June 2009.

#### 3.2 Environmental Industries panel

The Panel has held four public evidence sessions and heard from twenty different individuals and organisations ranging from universities and further education establishments, to unions and environmental consultants. The final report is now being drafted and will be presented to the next meeting of this Committee.

#### 3.3 The next Scrutiny Panel

The Committee may wish to consider potential subjects for the next adhoc panel. Ad-hoc panels are intended to carry out "short, sharply focused pieces of work" and they should ideally be capable of being conducted within three meetings or less. The following items are only listed as potential subjects for the next panel, and members are invited to suggest any topics that they wish

#### a. Sports Facilities in the City

When the subject of ad-hoc panels was previously discussed by the Committee, the subject of sports facilities in the city was discussed. A report on "sports development update" is coming to the CTEOSC meeting planned for October, so Members may wish to wait until they have received this report before deciding whether they want to hold a panel into the subject.

#### b. A Cultural subject?

The Chairman has suggested that the next panel could come from the cultural side of the Committee's remit, as the last panel was economic. Therefore the Head of Culture and Economy may wish to suggest a suitable area.

# 4. CONSULTATION

4.1 The work programme and the subject of the next ad-hoc panel were discussed at the CTESOC Chairman's meetings on 16<sup>th</sup> March and 9<sup>th</sup> June 2009.

# 5. FINANCIAL & OTHER IMPLICATIONS:

#### Financial Implications:

5.1 There are no financial implications arising from this report.

Legal Implications:

5.2 The rules of procedure relating to ad hoc overview & scrutiny panels, specifying their purpose, scope and member composition, are set out in Part 6.1, paragraph 5, of the council's constitution.

Lawyer consulted: Oliver Dixon Date consulted: 22.06.09

# Equalities Implications:

5.3 There are no equalities implications arising from this report.

#### Sustainability Implications:

5.4 There are no sustainability implications arising from this report.

#### Crime & Disorder Implications:

5.5 There are no crime and disorder implications arising from this report.

#### Risk and Opportunity Management Implications:

5.6 There are no risk and opportunity management implications arising from this report.

# Corporate / Citywide Implications:

5.7 None arising from this report.

# SUPPORTING DOCUMENTATION

# Appendix

1. Suggested amended timetable for 2009/10.

# Agenda Item 13 Appendix 1

# Proposed Amended Work Programme for 09-10

	19 November 2009
<ul> <li>Dome &amp; Festival presentation (info item by Andrew Comben, Chief Executive Dome and Festival)</li> <li>The future management arrangements of the Council's golf courses</li> <li>Cultural Strategy</li> <li>Royal Pavilion and Gardens Strategy</li> <li>Museum Plan sign off</li> <li>Potential effects of the recession on business</li> <li>Foredown Tower – verbal update</li> <li>London Road SPD – verbal update</li> <li>Major projects update</li> <li>Work programme and Ad-hoc panel update</li> <li>Work programme and Ad-hoc panel update</li> </ul>	<ul> <li>Presentation by Fred Hasson, Executive Director of Redbedlam re: gaming industry</li> <li>Major projects update</li> <li>Preston Barracks (?)</li> <li>Work programme and Ad-hoc panel update</li> <li>Pride - business case</li> <li>Mobile library and equal access</li> </ul>

4 <sup>th</sup> February 2010	1 April 2010
<ul> <li>Presentation from the East Sussex Credit Union)</li> </ul>	Major projects update
• Sports Facilities – one year on	Work programme and Ad-hoc panel     update
Open Houses	
Major projects update	
Work programme and Ad-hoc panel update	

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