



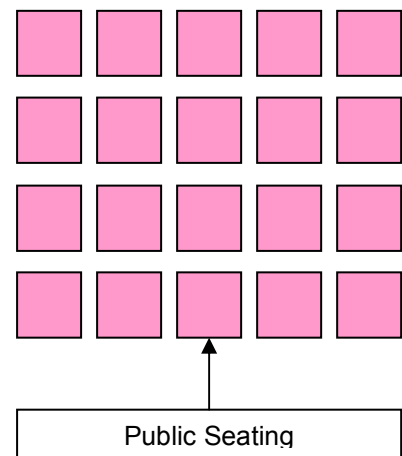
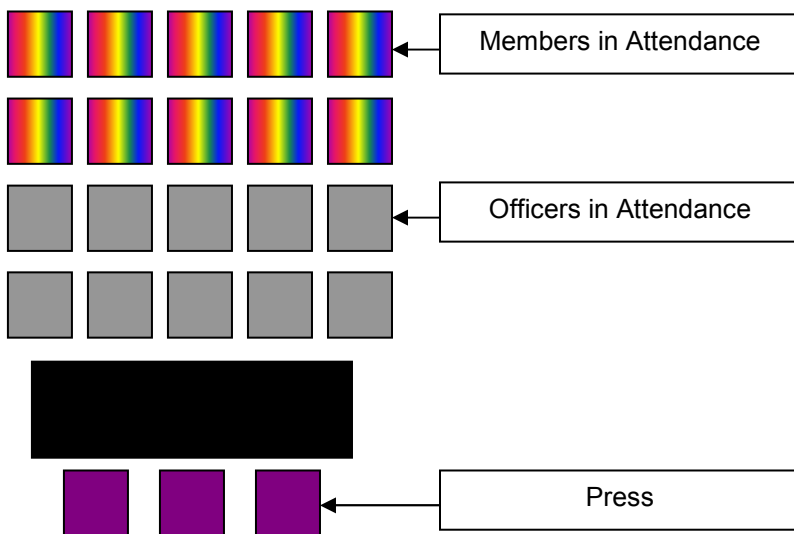
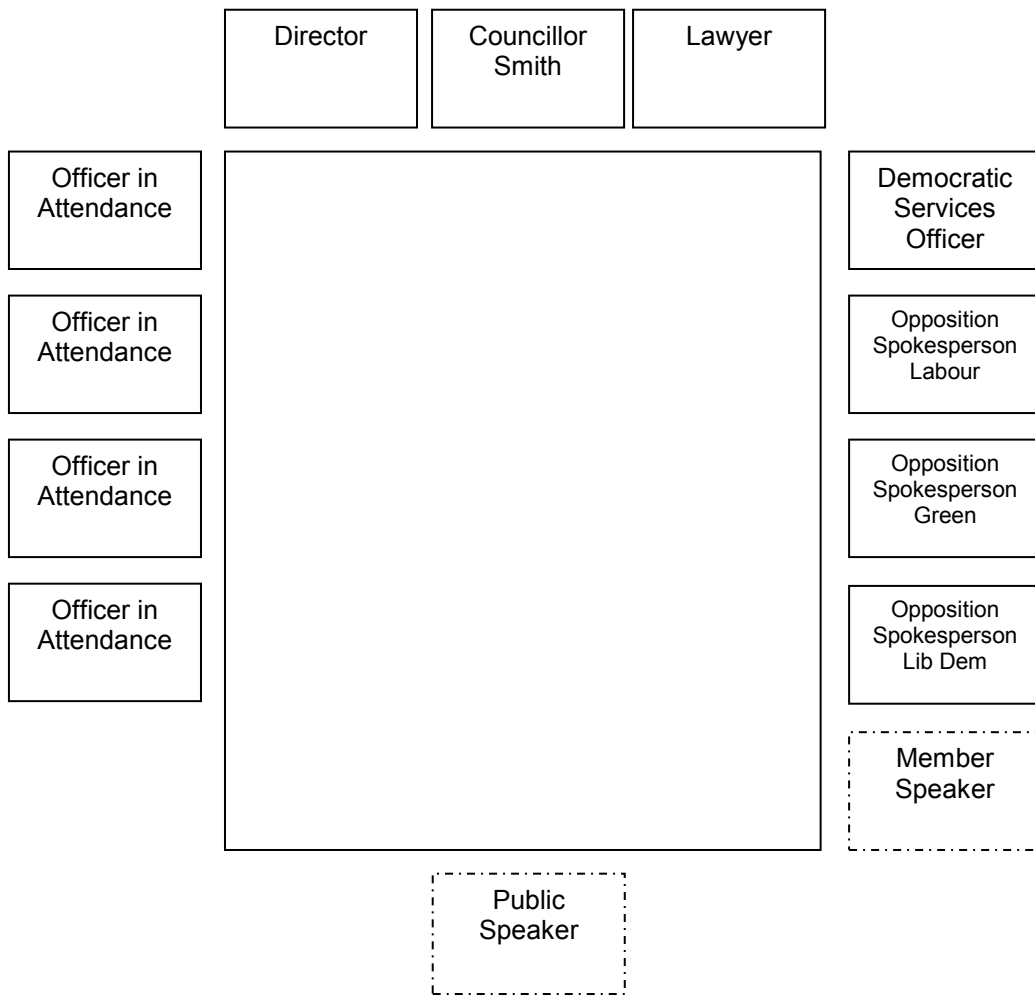
Brighton & Hove
City Council

Cabinet Member Meeting

Title:	Culture, Recreation & Tourism Cabinet Member Meeting
Date:	15 June 2010
Time:	4.00pm
Venue	Committee Room 3, Hove Town Hall
Members:	Councillor: Smith (Cabinet Member)
Contact:	Penny Jennings Democratic Services Officer 01273 291065 penny.jennings@brighton-hove.gov.uk

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Democratic Services: Meeting Layout



AGENDA

Part One

Page

1. PROCEDURAL BUSINESS

- (a) Declarations of Interest by all Members present of any personal interests in matters on the agenda, the nature of any interest and whether the Members regard the interest as prejudicial under the terms of the Code of Conduct.
- (b) Exclusion of Press and Public - To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

NOTE: Any item appearing in Part 2 of the Agenda states in its heading either that it is confidential or the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the public.

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

2. MINUTES OF THE PREVIOUS MEETING

1 – 10

Minutes of the Meeting held on 23 March 2010 (copy attached).

3. CABINET MEMBER'S COMMUNICATIONS

4. ITEMS RESERVED FOR DISCUSSION

- (a) Items reserved by the Cabinet Member
- (b) Items reserved by the Opposition Spokespersons
- (c) Items reserved by Members, with the agreement of the Cabinet Member.

NOTE: Public Questions, Written Questions from Councillors, Petitions, Deputations, Letters from Councillors and Notices of Motion will be reserved automatically.

5. PETITIONS

11 – 12

Report of the Director of Strategy and Governance (Copy attached).

*Contact Officer: Penny Jennings
Ward Affected Westbourne Ward*

Tel:29-1065

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

6. PUBLIC QUESTIONS

(The closing date for receipt of public questions is 12 noon on 9 June 2010)

No public questions received by date of publication.

7. DEPUTATIONS

(The closing date for receipt of deputations is 12 noon on 9 June 2010)

No deputations received by date of publication.

8. LETTERS FROM COUNCILLORS

No letters have been received.

9. WRITTEN QUESTIONS FROM COUNCILLORS

No written questions have been received.

10. NOTICES OF MOTIONS

No Notices of Motion have been received by date of publication.

11. ROYAL PAVILION GARDEN STRATEGY

13 – 76

Report of the Director of Housing, Culture and Enterprise (copy attached).

Contact Officer: Janita Bagshawe Tel: 29-2840
Wards Affected: All

12. LIBRARIES CONSULTATION RESULTS

77 – 84

Report of Director of Housing, Culture and Enterprise (copy attached).

Contact Officer: Sally McMahon Tel: 29-6963
Wards Affected: All

13. FUTURE MANAGEMENT ARRANGEMENTS OF COUNCIL'S SPORTS FACILITIES

85 – 90

Report of the Director of Environment (copy attached)

Contact Officer :Toby Kingsbury Tel:29-2701
Wards Affected: All

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

The closing date for receipt of public questions and deputations for the next meeting is 12 noon on the fifth working day before the meeting.

Agendas and minutes are published on the council's website www.brighton-hove.gov.uk. Agendas are available to view five working days prior to the meeting date.

Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

For further details and general enquiries about this meeting contact Penny Jennings, (01273 291065), email penny.jennings@brighton-hove.gov.uk or email democratic.services@brighton-hove.gov.uk

Date of Publication - Monday, 7 June 2010

CULTURE RECREATION & TOURISM CABINET MEMBER MEETING	Agenda Item 2 Brighton & Hove City Council
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BRIGHTON & HOVE CITY COUNCIL

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

4.00pm 23 MARCH 2010

COMMITTEE ROOM 3, HOVE TOWN HALL

MINUTES

Present: Councillor Smith (Cabinet Member)

Also in attendance: Councillor Davis (Opposition Spokesperson)

Other Members present: Councillor Elgood.

PART ONE

55. PROCEDURAL BUSINESS

55a Declarations of Interests

55.1 There were none.

55b Exclusion of Press and Public

55.2 In accordance with section 100A of the Local Government Act 1972 (the Act), the Cabinet Member for Culture, Recreation and Tourism considered whether the press and public should be excluded from the meeting during an item of business on the grounds that it was likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press or public were present during that item, there would be disclosure to them of confidential information (as defined in section 100A(3) of the Act) or exempt information (as defined in section 100(I) of the Act).

55.3 **RESOLVED** - That the press and public be not excluded from the meeting.

56. MINUTES OF THE PREVIOUS MEETING

56.1 **RESOLVED** - That the minutes of the Culture, Recreation and Tourism Cabinet Member Meeting held on 8 December 2009 be agreed and signed by the Cabinet Member.

57. CABINET MEMBER'S COMMUNICATIONS

VisitBrighton Conference Wins

- 57.1 The Cabinet Member reported that he was once again pleased to be able to announce further conference wins for the City. Firstly the British Association of Supported Employment, 2010 Annual Conference had chosen the Holiday Inn Brighton to host its two day event this September. It was expected to attract approximately 250 delegates, bringing up to £230,500 to the city.
- 57.2 Secondly, the Society for Rheumatology Annual Conference & Exhibition was to be held at the Hilton Brighton Metropole & De Vere Grand Hotels in April 2011. This event was expected to attract over 1,700 delegates and to bring in approximately £2.5m to the City.
- 57.3 Finally, the Royal College of Psychiatrists Annual Conference & Exhibition was to be held at the Hilton Brighton Metropole in June 2011 attracting approximately 600 delegates and was estimated to bring £1.5m to the City.

Crafts Hove Museum

- 57.4 The Cabinet Member reported that there were two permanent galleries of contemporary craft at Hove Museum housing a large proportion of the craft collection – some 300 pieces. Craft formed a part of the museums' decorative art collections spanning design, furniture and applied arts – more than 16,000 objects. The craft collection continued to grow with the support of external funding with works by local and nationally-based makers. Craft activities such as temporary exhibitions and workshops had always been externally funded; for many years through the Arts Council and more recently through a two year grant from the Headley Trust. Since 2003 there had been 20 craft shows at Hove Museum and 5 at Brighton Museum. While there was no funding available at present for the type of programme that had existed to date for the Museums service, there were three future craft programmes for which funding had been secured:
- 1) May- July 2010 'Unravelling the Manor' comprised an innovative installation of work by ten artists and makers at Preston Manor.
 - 2) Mid June 2010 – January 2011. An installation at The Royal Pavilion of a sensational cloud of 5000 porcelain butterflies made by the ceramicist Clare Twomey. The artist would also work with local makers and the event would be supported by a community engagement programme. This was part of a major national programme-museummaker.
 - 3) In the last few weeks officers had been approached by the 'Permanent' Gallery in Hove to work with Neil Brownsword, a maker of national renown, who wished to make work in response to the Willett Collection of Staffordshire Pottery.
- 57.5 At Hove Museum officers were currently carrying out work with the city's family audience to strengthen audience-informed programming for exhibitions, activities and events drawing on all Hove's collections including craft.

Of Hove's current exhibitions:

Precious, comprising craft construction using recycled materials involved working with school children.

The Moving Image, another new display used photographs, prints and paintings had been informed by work with pre-school children.

This was an approach to programming that was proving very successful and critical to reaching new audiences.

- 57.6 Given that there were two permanent craft galleries at Hove, there would continue to be craft activity at this site, building on past successes as well as developing new ways of engaging audiences with craft and the other collections.
- 57.7 Funding had to be secured for programming across all sites and if it could be secured it was the intention to develop craft programming building on this year's significant new initiatives.

Pride in Our Promenade – Seafront Railing Painting (16-18) March)

- 57.8 The Cabinet Member reported that local hoteliers joined forces with Brighton & Hove City Council to ensure the city's seafront was looking good for the summer season. Over three days from 16 – 18 March members of the Brighton & Hove Hoteliers' Association painted sections of the railings on the seafront, along with council staff.
- 57.9 More than 40 representatives from local hotels, guest houses, B&Bs and VisitBrighton rolled up their sleeves to take part over the course of the three days, with all equipment and paint provided by the City Council. The work was overseen by representatives from the Sussex Probation Service.
- 57.10 The work was timed to take place during National Tourism Week (15 – 21 March) so as to maximise the opportunities for positive media coverage for the city. A photo call took place on Tuesday 16 March and was attended by Cllr Mary Mears.

Convention Bureau Update

- 57.11 The Cabinet Member reported that the recession had had an impact on the conference industry across the UK and Europe and of course Brighton was no different.
- 57.12 That being said, 2009 was by far the strongest year the city had had with regard to conferences actually taking place within the city. From the political sector, the city welcomed both the Labour Party and Green Party Annual Conferences both of which deliver high economic benefits to the city as well as extensive press and media coverage. From the medical sector the council welcomed the UK Public Health Annual Conference and from the corporate sector we welcomed back the BBC Showcase and a new client to the city, The Corporate Games. By far the largest amount of business visitors came from the Association Sector. Some organisations that visited included British Academy of Management, British Psychological Society and British Wind Energy Association.
- 57.13 During 2009 the VisitBrighton Convention Bureau confirmed over 28 conferences for the city which would deliver an estimated Direct Economic Benefit Total of £35m.
- 57.14 With the appointment of a PR Agency to support the Convention Bureau's PR and Marketing activity, 2010 promised to be an exciting and productive year. A year in

which the Cabinet Member was confident that an increase in confirmed events and higher economic benefit values would be achieved.

Wild Planet

- 57.15 The Cabinet Member reported that having had so much success with the Wildlife Photographer of the Year Exhibition, the exhibition & touring teams within Natural History Museum created the first ever exhibition showing a selection of the WPY images spanning 15 years in a single exhibition.
- 57.16 With the city's rich arts culture, attractive year around events calendar and diverse audience, Brighton & Hove was identified as a perfect city to host this event. The Cabinet Member was thrilled that Brighton was the first city it visited and that the Brighton & Hove beat Liverpool, Cardiff and Bath in the process.
- 57.17 The exhibition in Brighton would last for 6 months and would then move to Cardiff. The exhibition overall was expected to 'tour' for a five year period both nationally and internationally.
- 57.18 The National History Museum had estimated that visitor figures could potentially reach 10,000 per week in peak times. These were high figures but considering the 'following' this Exhibition had, officers predicted that it would attract extra visitors to the city, thus delivering extra economic benefit.
- 57.19 It was a great addition to the already high amount of events the city hosted each year and with the exhibition being free of charge; it was felt that it would be visited in high numbers by both new visitors and residents alike.

Whitehawk Football Club

- 57.20 The Cabinet Member congratulated Whitehawk Football Club on their victory in the FA Carlsberg Vase round 3 game. This was a fantastic achievement.

58. ITEMS RESERVED FOR DISCUSSION

- 58.1 **RESOLVED** – That all items be reserved for discussion.

59. PETITIONS

59(i) e-Petition – The Old Market

- 59.1 The Cabinet Member considered the following e-Petition submitted via the council's website and signed by 160 people.

***“We the undersigned petition the council to give financial support to The Old Market and retain the building as an Arts and Cultural venue for the City.*”**

The Old Market opened its doors in 1998 with a capital debt of £2.3m. That debt has steadily been reduced over the last ten years and now stands at £1.4m. The debt is financed through borrowing with Barclays Bank against the value of the building.

The Old Market Trust has never received any revenue funding for its activities despite regular request to both Brighton & Hove City Council and The Arts Council of England. These requests have been met continually by both organisations stating that although they are supportive of the arts and community use of the building, they cannot support a project with such a capital deficit.

As a consequence of the pressures consistent with the present economic climate the Trust finds itself in a situation where the value of the building does not support the borrowing and thus it has had to look at other avenues to mitigate the historical debt position.

In spring 2008 the Trust embarked on a Planning Application to build two substantial flats on the roof of The Old Market. With the recommendation of the Planning Officers the scheme was put to the Planning Committee in April 2009, but was rejected. A revised application taking into consideration the concerns of the Planning Committee was also presented in a meeting in October 2009, but that scheme was also declined, despite recommendation from the officers.

The scheme presented would have enabled the Trust to significantly reduce its capital borrowing, however now the position is that the Trust are in need of substantial financial support to enable it to continue running the project.”

- 59.2 The Cabinet Member confirmed that a written response would be made available within 15 working days.

59(ii) Petition – The Old Market

- 59.3 The Cabinet Member considered the following petition presented at Council on 10 December 2009 by Councillor Watkins and signed by 2500 people:

“We the undersigned petition Brighton & Hove City Council to give financial support to the Old Market and retain the building as an arts and cultural venue for the city.”

- 59.4 Councillor Elgood attended the meeting to support the petition. He stressed the value of the Old Market to residents. It was a superb venue with enormous potential and it was an important part of the arts sector in Brighton and Hove. Councillor Elgood had written to the City Council Chief Executive, John Barradell to ask him to put in a bid to buy the Old Market. This request had not been successful; however, Councillor Elgood hoped that the council would be seeking to work with the current management or new management. He reminded the Cabinet Member that the council had given the Old Market a huge amount of money in the past and should seek to protect the venue for the future.

- 59.5 The Cabinet Member responded as follows: “We understand that The Old Market Trust has now gone into liquidation and is no longer running the Old Market venue. We have seen press reports that the building has been offered for sale and that Brighton Vineyard, a church organisation, has made an offer of purchase.

The city council would not have been able to fund the capital cost of purchasing the building itself or providing revenue for an organisation to run it. If The Old Market does not operate as a venue in the future it is clearly a loss to the city, however, this is something that will be dependent upon any future purchaser and not Brighton and Hove City Council.”

59(iii) e-Petition – Ice Rink

- 59.6 The Cabinet Member considered the following e-Petition submitted via the council’s website and signed by 461 people. The e-Petition was presented by Debbie Beasley:

***“There is currently no permanent ice rink in the whole of Sussex!
Ice skating is a great way for people of all ages to have fun, meet new friends and keep active and healthy.
Sussex has a long and colourful history with ice skating and many ice hockey players, figure skaters and people who just love to skate desperately need a permanent local ice rink.”***

- 59.7 Debbie Beasley informed the Cabinet Member that she represented the Sussex Ice Skating Club. Many of the members had met through Facebook groups campaigning for a permanent ice rink in Brighton or somewhere in Sussex. Ms Beasley stressed that an ice rink would provide a benefit to the public by increasing active recreation, improving health and well being, and providing a safe environment for young people. It would also be of benefit as a training facility and as a benefit to the local economy, schools and user groups. Currently young ice skaters had to make the long journey to London. Ms Beasley asked the council to consider actively supporting the petition for a permanent ice rink and to recognise the Sussex Ice Skating Club.

- 59.8 Ms Beasley submitted the following paper petition signed by 2199 people:

“We the undersigned petition the council to provide a permanent ice rink for Sussex. There is currently no permanent ice rink in the whole of Sussex! Ice skating is a great way for people of all ages to have fun, meet new friends and keep active and healthy. Sussex has a long and colourful history with ice skating and many ice hockey players, figure skaters and people who just love to skate desperately need a permanent local ice rink.”

- 59.9 The Cabinet Member thanked Ms Beasley and fully endorsed the petitions. He mentioned that the Black Rock development was still ongoing. If it were not possible to secure an Ice Rink in Brighton he would support working in partnership with other authorities to secure an Ice Rink in Sussex. A written response would be available within 15 working days.

59.10 The Director Housing, Culture & Enterprise informed Ms Beasley that the representative of the Sussex Ice Skating Club could be put in touch with officers within the City Council's sport and leisure division.

59(iv) Petition – Ten-Pin Bowling at the King Alfred

59.11 The Cabinet Member considered the following petition presented at Council on 10 December 2009 by Councillor Oxley and signed by 112 people:

“We the undersigned, call upon the Council to bring back ten-pin bowling at the King Alfred.”

59.12 The Cabinet Member responded as follows: “The ten-pin bowling at the King Alfred Leisure Centre closed during the 1990's when the new computerised facility opened at the Marina. The area previously used by the ten-pin facility at the King Alfred remained closed due to the proposed redevelopment. The area is now closed due to its condition and it is beyond economic repair, therefore it would not be possible to re-open the ten pin facility at the King Alfred. In any case it would be unlikely that the city would be able to sustain two ten-pin bowling facilities.”

60. PUBLIC QUESTIONS

60.1 There were none.

61. DEPUTATIONS

61.1 There were none.

62. LETTERS FROM COUNCILLORS

62.1 There were none.

63. WRITTEN QUESTIONS FROM COUNCILLORS

63.1 There were none.

64. NOTICES OF MOTIONS

64.1 There were none.

65. BRIGHTON FESTIVAL

65.1 The Cabinet Member reported that the Brighton Festival launched last month to great acclaim. The programme had already been well received and ticket sales were going well. The Festival Fringe and Open Houses had also been launched. The Cabinet Member was sure that the City was going to have another successful Brighton Festival season for the city and he welcomed that the Brighton Dome and Festival Director,

Andrew Comben who would be giving a presentation to talk through the Festival programme for this year.

- 65.2 Andrew Comben set out the reasoning behind the programmes for the Brighton Festival 2010. The Festival had started introducing guest directors in 2009. Anish Kapoor had been a great success in that position with the media profile raised by 40% on previous festivals. This year it had been decided to appoint Brian Eno as the guest director. The key reason for his appointment was due to his wide appeal and interests in many areas, including the environment and the arts.
- 65.3 Mr Comben was pleased to report that the Festival had already reached 52% of the required target in ticket sales in the last four weeks. There was still a further 8 weeks in which to sell tickets.
- 65.4 Mr Comben reported that the BBC Culture Show had changed its schedule in order to film a live show from Brighton during the Festival. Key events included the Children's Festival, Howard Goodall's The Selfish Giant, a concert for children and outdoor and free events such as NoFit State and Electric Hotel.
- 65.5 Councillor Davis asked if it was necessary to book in advance for free events. Mr Comben replied that some free events such as Electric Hotel did need to be booked in advance as there were limited numbers.
- 65.6 The Cabinet Member thanked Mr Comben and his team for all their hard work, which was much appreciated.

66. FOREDOWN TOWER UPDATE

- 66.1 The Cabinet Member considered a report of the Director of Housing, Culture & Enterprise which reported that negotiations had been taking place regarding a lease agreement with the Hove & Adur Sea Cadets to run Foredown Tower. The Hove & Adur Sea Cadets had now indicated their wish to establish a Community Interest Company and for that company to be the signatory to the lease agreement.
- 66.2 Councillor Davis asked about the timescales involved. The Principal Solicitor explained that it would take 3 to 4 weeks for the Community Interest Company to be established. The Head of Museums and Royal Pavilion stressed that it had not been possible to finalise the opening day as works needed to be undertaken on the building. The Principal Solicitor informed the meeting that if the report was approved, officers would work with the Hove & Adur Sea Cadets in order to have a minimal delay in opening. It was likely that the Sea Cadets would ask to carry out works before the Community Interest Company was formed.
- 66.3 **RESOLVED** – Having considered the information and the reasons set out in the report, the Cabinet Member accepted the following recommendation:
- (1) That the request for the Community Interest Company becoming the signatory to the lease agreement, be approved.

67. CHANGE OF OPENING DAYS - HOVE MUSEUM & ART GALLERY

67.1 The Cabinet Member considered a report of the Director of Housing, Culture & Enterprise which proposed a change of opening days to the public at Hove Museum & Art Gallery.

67.2 **RESOLVED** – Having considered the information and the reasons set out in the report, the Cabinet Member accepted the following recommendation:

- (1) That a change in opening days at Hove Museum & Art Gallery from Tuesday-Sunday, closed on Monday, to Thursday-Tuesday, closed on Wednesday be approved.

The meeting concluded at 4.46pm

Signed

Chair

Dated this

day of

CULTURE RECREATION & TOURISM CABINET MEMBER MEETING

Agenda Item 5
Brighton & Hove City Council

Subject: e.Petition: Reinstatement of temporary craft exhibitions at Hove Museum

Date of Meeting: 15 June 2010

Report of: Director of Strategy & Governance

Contact Officer: Name: Penny Jennings Tel: 29-1065
E-mail: penny.jennings@brighton-hove.gov.uk

Key Decision: No

Wards Affected:

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 To receive the following petition to be presented directly to the Cabinet Member Meeting.
- 1.2(i) To receive the following petition and to determine any further action to be taken as appropriate:

"We the undersigned petition the Council to reinstate temporary craft exhibitions at Hove Museum.

Hove Museum holds one only three craft collections in the country. That temporary exhibitions are to cease at Hove is a great loss to the community and to a City with a strong cultural ethos. The exhibitions and related activities inspire creativity at a time when many people have increased leisure time, often against their will. Craft is one of the more accessible of the arts and can be challenging, beautiful and humerous. This issue needs to be addressed urgently in order to prevent the exhibition space falling into disuse."

(25 signatures).

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

Agenda Item 11

Brighton & Hove City Council

Subject:	Royal Pavilion Garden Strategy		
Date of Meeting:	15 June 2010		
Report of:	Director of Housing, Culture & Enterprise		
Contact Officer:	Name:	Janita Bagshawe	Tel: 29-2840
	E-mail:	Janita.Bagshawe@brighton-hove.gov.uk	
Key Decision:	No		
Wards Affected:	All		

FOR GENERAL RELEASE

1 SUMMARY AND POLICY CONTEXT:

- 1.1 This purpose of this report is to present to Culture, Recreation & Tourism Cabinet Member Meeting an updated Royal Pavilion Garden Management & Maintenance Plan. It should be noted, that the Plan has been developed to also assist in the achievement of a Green Flag award in the future.

2 RECOMMENDATIONS:

- 2.1 For the Cabinet Member to note the Garden Management & Maintenance Plan.
- 2.2 For the Cabinet Member to approve the Events Policy for the Royal Pavilion Garden (see Appendix 1 of the attached Management & Maintenance Plan).
- 2.3 For the Cabinet Member to note the vision and aims for the management of the Garden (see 3.5 and 3.6 below and Section 5 of the attached Management & Maintenance Plan).

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Work has been underway since the summer of 2009 to prepare an updated Management & Maintenance Plan for the Royal Pavilion Garden.
- 3.2 A workshop was held in September 2009 with members of the Culture, Tourism & Enterprise Overview & Scrutiny Committee and a report subsequently taken to that Committee in February 2010.
- 3.3 A key area that the Royal Pavilion Garden Management & Maintenance Plan addresses is that of the staging of events. To date, there have been no clear agreed criteria or guidelines for the type of event deemed appropriate for the Royal Pavilion Garden.

Decisions are taken at the discretion of officers. Historically, due to lack of city centre open space, there can be demand to use the Garden for events that are not appropriate to its historic nature. (A Grade II on *English Heritage's Register of Parks and Gardens of Special Historic Interest in England*). In planning events, the issues of the historic nature of the Garden, the recovery periods from structures that are placed on the lawns, additional noise and crowding in the Garden are currently not clearly taken into consideration. Commercial events are charged for and other events are allowed free.

- 3.4 A vital aspect of a sustainable and successful events strategy is understanding the Garden and its historical development significance, as well as its current character and use, will help to underpin policies on aspects such as zoning for different levels, types and frequencies of events and, therefore, the standard of repair and maintenance different areas will need (and therefore necessary fee/charging scale) as well as their capacity. As an internationally-iconic site in the city, an event in the 'Royal' Garden should be capable of attracting, and charging proportionately, top-end and exclusive cultural events.
- 3.5 As responsibility for the Royal Pavilion Garden and the events and activities within it is shared within BHCC (Royal Pavilion & Museums, Cityparks, events and marketing) and the café, there needs to be a management vision to help guide both its development and its day-to-day management and maintenance.

The overall management vision is

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

- 3.6 The following specific aims for the garden are not mutually exclusive and will operate best when implemented together. They are to
- ◆ positively welcome people into the garden in terms of physical, social and intellectual access
 - ◆ ensure a healthy, safe and secure experience for all garden users
 - ◆ provide a well-maintained and clean garden by maintaining its plantings, buildings and infrastructure to a consistently high standard
 - ◆ improve the environmental and ecological quality of the garden and the sustainability of practices carried out in the course of its maintenance
 - ◆ maintain and conserve the restored historic character of the garden and increase awareness and understanding of its heritage significance
 - ◆ provide opportunities to increase community involvement, particularly through education, interpretation, activities and events, and volunteer programmes
 - ◆ develop an events and marketing strategy appropriate to the garden's historic character, capacity and role as a public space, but which will enable robust and stable generation of income, enhance the Royal Pavilion and Brighton Museum experience as a whole, and promote it effectively as a community resource
 - ◆ establish an effective, coordinated partnership approach to the garden's management and funding, ensuring that all those involved in the management and maintenance of

5.6 **Risk and Opportunity Management Implications**

None.

5.7 **Corporate / Citywide Implications**

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

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

None were considered.

7 **REASONS FOR REPORT RECOMMENDATIONS:**

7.1 To enable the Division to progress with the work, complete the report and to implement an events strategy for the Royal Pavilion Garden.

8 **SUPPORTING DOCUMENTATION**

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

8.2 Documents in Members' Rooms: None

8.3 Background Documents: None

**MANAGEMENT & MAINTENANCE PLAN FOR
THE ROYAL PAVILION GARDEN**

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It is intended that more appendices in the form of accompanying illustrative maps, plans and figures will be added as necessary at a later date

1 INTRODUCTION

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

1.2 Purpose of the Plan

- ◆ To develop a criteria-based, coherent and robust strategy for the staging of events which will
 - be appropriate to the historic but public nature of the site
 - generate a stable income and
 - deliver a community/visitor activity and education programme.
- ◆ To identify and address who is responsible for the various aspects of management.
- ◆ To identify, discuss and resolve to establish a system of partnership management which recognises the responsibilities and skills of the relevant departments, staff, café owners etc, but ensures that all work together in the most effective and efficient way.
- ◆ To identify the issues associated with funding and budgeting for garden works (capital and revenue) and explore ways to overcome resource constraints while delivering a high standard of maintenance.
- ◆ To provide a benchmark against which delivery of identified objectives can be measured.
- ◆ To support an application to the Green Flag and Green Heritage Award scheme.

1.3 Structure of the Plan

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

- ◆ It defines the significance or importance of the garden, its character areas and the ways in which it is valued.
- ◆ It explores the issues surrounding the conservation of those significances and values, and of both the problems and opportunities which are presented in managing them.

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

2.1 **Summary of the Historic Development of the Garden – to follow**

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

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

2.2.2 **The restoration works**

The first phase of the restoration took place in the early-mid 1980s, re-creating the beds on the East lawn. This was initiated and sponsored by the Historic Garden Trust (Sussex) with support from John G McCarthy and East Sussex County Council (ESCC).

The second, main phase followed in 1992-1994, with construction of the carriage drive, path system and the remaining planting beds. This phase was funded as a joint project by The Hove and Brighton Urban Conservation Project comprising the then Boroughs of Brighton and Hove, English Heritage and East Sussex County Council, with works designed and supervised by ESCC's landscape team. Research was undertaken by the Garden History Society under Mavis Batey and the design of the shrubberies by Virginia Hinze of East Sussex County Council.

The final phase, comprising the areas immediately adjacent to the Dome and Brighton Museum, was completed in 2001-2002, following their refurbishment and new entrance arrangements.

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

- ◆ The 'Picturesque' style in which Nash worked required the buildings to be treated as features contributing to an overall scenic effect and not, as previously in the 18th century, exposed and dominating bare open lawns. Nash's plan and illustrations show the typical forms of Regency gardening – serpentine paths weaving through lawns and beds containing an informal mixture of shrubs, occasional trees and herbaceous plants in imitation of 'forest' scenery. The layout of the beds created a series of 'open' or 'closed' vistas across the garden and along serpentine paths which introduced the element of surprise and discovery – a key to aesthetic enjoyment.
- ◆ Following the purchase from the Crown of the Pavilion Estate by the Town Commissioners in 1850 the royal, once private, garden was opened to the public. Its maintenance by the Recreation Committee, later to become Brighton Parks Department, led to a very different style of care, reflecting its much broader public role and use.

- ◆ Both function and fashion in planting displays altered and gradually – and inevitably – their original Regency layout and form were lost. The Pavilion no longer sat within its scenery but became fully exposed to view from all approaches. Colourful and spectacular displays of low-growing bedding plants became the norm from June to October, requiring over 60,000 plants to produce vast displays of massed flowers.
- ◆ There grew a need for guidance on the intervention of new, often essential features into the garden (such as park furniture – seats and bins, storage etc) and functions that would be suited to the setting of the Pavilion. As the city centre's main open space, the garden began to host events such as concerts and garden parties to complement the use of the Pavilion itself as the town's assembly rooms. Since the 1970s the Brighton Festival and other celebratory events have used the garden increasingly as a venue, often with large marquees. Many donated trees were planted with no regard to the designed Regency views and vistas.
- ◆ The roads and hard standing came to be used for all-day parking. The isolation of the Pavilion from any form of historical setting was compounded by its separation from the garden on the west front by a tarmac-surfaced road which also functioned as a car park. Parking also took place outside the former Dome entrance (now the entrance to Brighton Museum).
- ◆ There has been a lack of investment in the garden's fabric: its entrances, paths, fencing, walls and balustrading. By the 1980s budgetary constraints and the outsourcing of both management and maintenance under CCT caused even the intensive bedding to be vastly reduced to a few beds of seasonal colour and areas of low maintenance lawns dotted with trees.
- ◆ There are high quality archival sources of historical information. The lack of physical evidence of the original layout and absence of planting plans (the design would have been set out on site, possibly by the Royal Gardener William Aiton) were compensated for by a wealth of archival sources. The most important is John Nash's plan and illustrations in his *Views of the Royal Pavilion* published in 1826. The preliminary watercolours and drawings for this are in the archive of the Royal Pavilion, as are the lists of plants supplied to George IV for the Pavilion, which were found in the National Archives. The books of a contemporary gardener and horticultural writer, Henry Phillips, provide fine detail on how plants should be selected, arranged and associated together – *Sylva Florifera* (1823) and *Flora Historica* (1824).
- ◆ The survival of the Pavilion estate's original boundary lines (and actual boundaries in a few cases) with only minor alterations caused by later 19th and 20th century development, allowed the Nash layout to be achieved with only moderate amendments. Some compromises were required between historical authenticity and current needs, such as low fencing to protect the shrubberies, access for the emergency services, and ensuring that security cameras have clear sight lines.

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

2.3 **Current Site Condition**

2.3.1 **Land Ownership & Bylaws**

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

2.3.2 **Archaeology**

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

2.3.3 **Ecology & Organic Principles**

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

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

2.3.4 **Regency Design & Current Condition of Shrubberies**

The garden is laid out, planted and managed according to the principles of Regency design. This re-introduced flower gardens around the house in the form of decoratively 'dressed' flowery shrubberies set within open lawns with a light scatter of trees. The style is best described as 'mixed and mingled' with trees, shrubs, herbaceous plants, annuals and bulbs grown together in a balanced arrangement. Plants are placed to achieve picturesque, asymmetric and apparent naturalness in imitation of nature, in particular the scenery of the New Forest with its promontories and islands of furze (gorse) and tree clumps enclosing bays of grazed turf. Shrubberies are managed to display a shaggy, windswept profile, again to imitate natural scenery albeit using a palette of ornamental species. Surprise vistas appear along the winding paths, created by planting large shrubs to overhang or enclose a sombre, shaded length which then opens into sunlight.

In order to maintain the relative proportions of each plant type within shrubberies, they are managed in a state of arrested maturity. Trees are removed and replaced when they overwhelm or shade out shrubs below. Likewise, shrubs are replaced (or coppiced or pruned according to species) to maintain light and space for the colourful and seasonal herbaceous plants. Otherwise, the planting is maintained according to standard horticultural principles ie tasks undertaken include weeding,

watering, mulching, feeding, splitting and dividing, pruning and replacing, planting bulbs and sowing annuals.

Plants are selected from a list of species available up to 1825. The list was compiled from a range of sources including those mentioned in royal archive records, recommended by contemporary writer Henry Philips and offered for sale in contemporary nursery lists.

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

2.3.5 Lawns Management & Current Condition

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

Lawns are generally in poor condition as a result of intense use, poor reinstatement after ground works, and lack of appropriate annual care (such as spiking to relieve compaction, feeding and overseeding). Hooped-top railings prevent edges from being mown and a few areas have suffered loss of grass through tree shading. Where areas have restricted access, grass condition is much better; allowing areas to rest (currently the Dome lawn) also has a beneficial effect.

2.3.6 Trees - Role in the Design & Current Condition

The character of the garden should be of an open landscape lightly dotted with trees. Currently tree density on the lawns is greater than Nash's plan indicates, arising from the fact that, while the restoration scheme included planting a few new trees in his proposed positions, none of the existing trees were removed. Several of the latter increasingly block important aesthetic lines of view. The age and species range is, however, very varied (with a few mature elms probably of 18th century origin) and of considerable historical, horticultural and ecological interest.

Trees appear to be in good condition relative to their age.

Trees within shrub beds are being managed to maintain the relationship with the shrubs – pines and laburnums having been removed and replaced in recent years. Trees in lawns in correct positions are allowed to grow to mature size. A small number

of donated trees have been accommodated in recent years, but there is no space for more.

The Royal Pavilion & Museums are responsible for any tree works, which are notified by the Garden Manager or picked up by other Royal Pavilion & Museums staff. (There is no formal inspection programme). An up-to-date survey to record species and condition etc is required.

2.3.7 **Access to Lawns & Protection of Shrubberies**

Currently, control is managed with a light touch. Visitors are requested by notices only to keep off the West lawn outside the King's Apartments (the King's Lawn) and they generally comply. A recent innovation requests them also to keep off the lawns around the weeping elm (the Dome lawn), in order to rest its root plate and allow the area to recover from heavy foot traffic. This seems to be successful too.

Hooped-top fencing has increased surreptitiously since completion of the main restoration phase in 1994 and now encloses most of the shrubberies and the East lawn in its entirety. Much of the fencing is in a poor state, having never been re-painted, and some sections are damaged or bent. Where it runs adjacent to lawns, their edges are uncut. This creates an impression of untidiness.

The shrubberies along the garden's south boundary and to either side of the path from Brighton Museum towards Prince's Place are still backed by post-and-rail fencing erected in 1994. This still performs a useful function in preventing people walking through, although some sections are in poor condition.

The original need for fencing was to allow plants to establish without being trampled. This has been achieved to the extent that some of the low hooped-top fencing is lost within ground cover. As a general observation, fencing seems to deter visitors from walking into or through the shrubberies but does not deter them from walking onto the main lawns at any point. Fencing therefore contributes nothing either to security on the East lawn or to preventing wear and tear on the West (deckchair) lawn, and is aesthetically intrusive to the vistas. If the decision was taken to include within garden maintenance the annual re-turfing of the most worn areas of the West lawn (and/or turf re-enforcement), then significant lengths of fencing could be removed. Monitoring of any damage should be undertaken and the situation reviewed regularly.

2.4 **Buildings, Structures & Hard Landscape (including boundary fencing, walls and balustrade)**

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

Café siting As a building in an historic garden, the café is not badly sited in terms of its visual impact. A proposal in the early 19th century was for a glasshouse or conservatory/orangery to be constructed at this end of the garden. The café acts as a hub to draw visitors away from the main entrance and the immediate setting of the Pavilion itself, thus relieving traffic here. It is also in a good position to serve activities on the main West lawn and, to a limited extent, in New Road itself (although it is screened by vegetation). Views from the Pavilion entrance, and to an extent from the King's Apartments, are also screened by the re-created planting – which it was designed to do. In aesthetic and historical terms, the building is a legacy of 1950 and represents a typical feature of the garden's 20th century municipal history, rather than of its Regency – or indeed Victorian – period. The style of operation is that of a typical, busy, family park café with robust (now dark green) plastic chairs and tables. It is a profitable business, a garden 'hub' and a popular facility - which Brighton & Hove City Council (BHCC) wishes to retain.

Public lavatories These are situated in Prince's Place and are the responsibility of BHCC's Environment directorate. They are open from 8am-8pm in the winter and 8am-10pm in the summer. There is an attendant present daily.

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

Education Pavilion The Education Pavilion was built in 2000-2001 during the redevelopment of Brighton Museum & Art Gallery. It houses activities which include lectures, presentations, seminars and object handling sessions. It is accessed either internally from the museum or through a group entrance door from the garden. The building was sited among trees and its surroundings planted and landscaped to integrate it successfully with the Regency style of the garden.

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

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

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

watered during dry periods to ensure healthy growth and appearance of perennials in particular.

3 SIGNIFICANCE

3.1 Significance of the Landscape Overall

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

3.1.2 The garden is the setting for the city's most internationally-recognised icon. Its eastern and northern lawns form part of the London Road 'green mile' scenery and, as such, with St Peter's Church land and Victoria Gardens, contributes to the high quality of the central cityscape.

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

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

3.1.5 The garden is the only surviving example of a fully-restored picturesque, Regency period garden in England, demonstrating the palette of species available up to 1825 and the newest introductions (such as tiger lilies) available from Kew to George IV.

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

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

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

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

3.1.10 The garden retains, with largely minor alterations, its boundaries as set after land purchases in 1826-1827 by George IV.

3.1.11 The west boundary balustrading of the garden along the East lawn is an example of the extensive, early 20th century improvements to the town's open spaces by the mayor, Herbert Carden, and the parks superintendent B H MacLaren.

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

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

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

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

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

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

3.1.18 The Garden Volunteers are highly valued by the city and the public for their physical care of the site and their contribution to public information, and for being a 'benign influence' on public behaviour when they are working on site.

3.2 Definition of the Garden's various Character Areas, their Uses, Condition & Significance

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

The three zones are

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

3.2.1 The East & North East Lawns

Brief Summary of Historical Development & Character

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

From the 1830s, prints show this open character gradually changing as the boundary trees and shrubbery grow up into a tall, solid screen. From 1850, when the Pavilion became the town's public assembly rooms, advantage was taken of the East lawn – as the largest, continuous open space within the garden – to establish a tradition of regular concerts and entertainments with outdoor seating and a bandstand. When the Steine was widened in 1921 the railings were replaced by the present balustrade and the shrubbery much reduced, which re-created the open vistas of the 1820s. The use for concerts continued well into the 20th century.

Significances

The primary significance of the East and North East lawns is as the setting for the public presentation of the Royal Pavilion – the city's most internationally-recognised icon – to the world at large. It offers the most comprehensive and impressive view.

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

The eastern and northern lawns form part of the London Road 'green mile' scenery and as such, with St Peter's Church land and Victoria Gardens, contribute to the high quality and green character of the central cityscape.

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

East Lawn Current Character

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

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

Current Use

- ◆ Casual strolling by visitors across grass
- ◆ Photography – weddings and informal
- ◆ Occasional sitting
- ◆ Misuse and inappropriate behaviour on the threshold steps of the Pavilion

North East Lawn Current Character

This forms the setting of the North front and the transition to the private King's Lawn.

The area

- ◆ has a different ambience created by a slight rise in ground level and its denser enclosure within surrounding shrubberies with trees

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

Current Use

- ◆ Extensive casual sitting out for individuals and couples who want more seclusion and/or large groups unable to find space on the West lawns.
- ◆ Strolling space for public visitors

3.2.2 The West Lawns

Brief Summary of Historical Development & Character

The West lawns were the private garden and pleasure grounds of the Pavilion Estate. Nash provided a design for the whole area even though it took King George IV until about 1825 to assemble the various parcels of land. These included a Quaker burial ground and a small pleasure ground, the double row of elms outside the café being remnants of this former use. A few other trees, such as the two elms inside the North gate and one on the southern boundary, pre-date the king's acquisition. A key action was the re-routing westwards to the current line of New Road – away from the front and entrance porte cochère of the Pavilion – to give privacy to the royal apartments.

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

After public ownership in 1850 this character gradually changed; shrubberies 'grew out' leaving mature trees on the lawns, which in the 20th century were embellished with bedding out. Shrubby on the perimeter was retained though presumably replaced periodically. Trees were also periodically lost (through poor condition, the great storm of 1987 and Dutch elm disease) and replaced, with the loss of their historical pattern and the designed views and vistas. The historical layout and content of shrubberies was largely restored in the 1980s and 1990s but a number of existing

trees still block important views. Public ownership also brought activities onto the lawns, from mayoral garden parties to (from the 1970s onwards) increasing use for entertainments unrelated to the garden and requiring large-scale installations and structures.

Significances

The Western lawns as restored are significant in re-uniting (as originally conceived) physically and visually the historical structures around them - the Royal Pavilion, the Stables and Riding House (now the Dome, Brighton Museum and Corn Exchange), and the William IV and Indian Gates.

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

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

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

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

3.2.3 The King's Lawn - Current Character

- ◆ The King's Lawn is managed in order to create a distinctly private ambience associated with its location adjacent to the King's Apartments.
- ◆ Its ability to add significantly to the sense of historical atmosphere viewed from within the King's Apartments and from outside.
- ◆ The enclosing shrubberies are designed to frame vistas of the west front, though at least one late 20th century tree mars a main line of view.
- ◆ Shrubbery is colourful, with an especial emphasis on 'spire' plants to echo the minarets on the palace, and it is dotted with some exotics.
- ◆ With their minimal use, the lawns are greener and more lush than elsewhere.
- ◆ Its garden atmosphere is further intensified by its bird and butterfly population.

Current Use

- ◆ Managed to conserve a 'private' atmosphere with minimal public access, which is discouraged by hooped-top railings and polite notices. This is largely observed and respected by visitors (and enforced by both the seasonal grounds security and the security team within the building).
- ◆ Managed organically and specifically as a conservation area to develop habitats for birds, butterflies etc.

- ◆ Has been used for wedding party photographs during the restoration of the Royal Pavilion exterior stonework.
- ◆ Is also used for occasional photoshoots and filming, for which a fee is charged.

3.2.4 **The Main West Lawn (divided in two by the sunken path running towards Prince's Place) and Dome Lawn - Current Character**

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

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

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

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

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

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

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

Current Use

- ◆ Casual sitting and relaxing (including eating, drinking, being entertained etc) by a huge and diverse range of users from individuals to family groups and large parties (often schoolchildren and students).
- ◆ Approaching and/or waiting space to enter the Royal Pavilion or Brighton Museum for a visit.
- ◆ A city through-route for pedestrians and cyclists.
- ◆ Enjoyment of plants and wildlife.
- ◆ Dome lawn currently (2010) closed to allow recovery of grass and compaction over tree roots.

4 ISSUES & THEIR RESOLUTION

4.1 A Welcoming Place

4.1.1 Physical access

Access points are generous (six, including the south pedestrian gate) and the level nature of the ground and width of paths present no barriers to wheelchair users or those with walking difficulties.

However, while the grand, main north and south gates clearly indicate the significance of the site, clutter from restaurant outdoor seating and screens has expanded in Pavilion Buildings (at the south gate) since initial pedestrianisation in 1990s. The poor state of the street furniture presents an unwelcoming and down-market image for approaching visitors. Replacement of this furniture is a priority and may be a candidate for sponsorship or donation.

Plans are in hand at the William IV (North) Gate to improve control of vehicles so that the main gates may be left open for visitors to enjoy the view before entering. The actual pedestrian entrance, through an ungated gap, is not particularly welcoming. This could be significantly improved by a redesign, which might include a closable gate, and by repairs to the pier and paving. The option of re-opening the historic, pedestrian iron gate on the west side of the main gate is highly desirable, if a new location can be found for the current bicycle storage.

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

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

Under the terms of the bylaw, cycling is not permitted within the garden but it does occur regularly. Cyclists pose a real danger to pedestrians, especially to small children, elderly people and when the garden is crowded. Several temporary A-boards, with this message in red, stand on the turning circle by the Pavilion's main entrance and at two other locations. These signs have had some success in persuading cyclists to walk their bicycles through the garden.

The south Indian Gate has chest-high vehicle and pedestrian gates that can be closed. The vehicle gates are now permanently closed mainly to discourage cyclists from approaching at speed. The north William IV Gate, has its vehicle access controlled (access is by pre-arrangement) by the main, high, solid gates being kept partially closed. Pedestrians use the gap and the gateway in the boundary fencing to its immediate south. Work is currently under way to install new gates at the south end

of the William IV Gate so that the solid gates can be left fully open for the vista. Following completion of the first phase, the second pedestrian gate, with a short length of Victorian fencing (which stands to the west of the William IV Gate), will be open during daytime hours. A new pedestrian gate in the boundary fencing, attached to refurbished piers, forms part of this design.

4.1.2 Internal circulation There is no clear information on where visitors may and may not walk (particularly with regard to the East Lawn) leading, with the plethora of low railings, to confusion and discomfort. This urgently needs addressing through carefully designed and sited signage and removal of those railings which serve no effective purpose. The closure of the pedestrian gate at the south end of the East lawns has been a major, and unwelcome, constraint for visitors.

4.1.3 Facilities While the café is one of the main reasons for people visiting the garden, they cannot be certain of the facility being open on days of mixed weather, such as a wet morning followed by a sunny afternoon. The owner controls the cafe opening days and times. The owner has expressed a desire to 'put some money into the garden' which is to be welcomed; these funds should be used to support the implementation of this Plan.

4.1.4 Intellectual access

The current range of interpretive material on site is not welcoming to visitors. It is very limited, of poor quality, difficult to read and neither DDA-compliant nor user-friendly for foreign nationals and minority groups. There is nothing specifically for children.

The attractive leaflet about the garden is not sold on-site.

Provision of information is also uncoordinated, with the café recently commissioning its own information sheet on the trees.

Although the volunteer garden team and the Garden Manager offer a valuable service in answering queries informally, Gardens Week is the only concentrated period that solely promotes and interprets the garden.

These factors constitute a huge wasted opportunity to enhance visitors' first impressions, understanding and enjoyment of the garden. It could be addressed through commissioning, perhaps jointly with the café, an Interpretation and education plan which fully used all the existing resources and encouraged new volunteers to contribute to programmes.

Boundary fences and walls comprise balustrading on the east front, with additional hooped-top railings on the Steine side, and a belt of now tall shrubbery within the garden. A low retaining wall encloses the garden along New Road. The south boundary has a short length of full-height railings with a pedestrian gate currently kept closed and locked.

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

4.1.5 Security Although Cityparks is currently responsible for the maintenance of the grounds, the Royal Pavilion & Museums deals with matters of grounds security. Currently the Division funds two security staff to patrol the grounds April-September, six

days a week for twelve hours per day. This has helped to manage the level of anti-social behaviour in the grounds.

4.1.6 Monitoring of Incidents During the summer season, the Royal Pavilion & Museums employs seasonal security staff to work in the grounds. In recent years, the Royal Pavilion day security team have called the police on a number of occasions. The majority of incidents have involved street drinkers and homeless people who would not move on, with other cases involving drugs and pitching a tent in the grounds. There has been an occasion when a weapon was found. These incidents are in addition to the everyday occurrence of people being asked to stop drinking and move on. As stated earlier, it should be noted that the estate is covered by a Street Drinking Bylaw which became effective in 2001.

In addition, the Royal Pavilion night security team have also frequently called the police. Again, the main reason has been people having consumed too much alcohol and then getting too close to the building itself and setting off alarms. There have been incidents when damage was caused to the building.

4.1.7 Approaches to the Pavilion site from the City

As part of a survey carried out in the garden in 2007, respondents were asked to indicate which entrance they used and which exit they intended to use.

	Entrance	Exit
William IV Gate (north)	26%	15%
Indian Gate (south)	27%	37%
Dome slip road	15%	13%
New Road	26%	23%
Prince's Place	6%	12%

4.1.8 Signage and Presentation of Information within the Garden

Signage in the Royal Pavilion Garden is uncoordinated, with both Cityparks and the Royal Pavilion & Museums having installed signage and additional information being presented at the café.

Current signage includes

- information about the bylaws
- information on the historic garden, comprising two boards with basic information on the garden and a copy of the Nash plan (located at the Indian Gate entrance and at the museum entrance end of the carriage drive)
- way-finding signage
- temporary and changing notice boards, A-boards and banners with public information about events in the Royal Pavilion and Brighton Museum & Art Gallery.

Much of the signage is in poor repair and out-of-date; some of it is difficult to read and some intrusive to the garden's ambience. None of it appears to conform to

recommendations laid out in DDA audits carried out in 2004. Recent customer service reviews have commented on the lack of clear orientation and welcoming signage, the negative tone of the current signage and its poor state of repair.

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

During 2009 Brighton & Hove City Council appointed the Applied Information Group (AIG) to undertake a city wayfinding project with a view to developing a pedestrian signage and mapping system which would provide clear information on walker-friendly routes through the city. Wayfinding signs and maps have now been introduced throughout central Brighton clearly showing Pavilion Gardens, the Cultural Quarter and other key attractions.

The garden itself is not currently identified as a feature or facility alongside the Pavilion; this might be worth incorporating into new signage graphics. Royal Pavilion & Museums staff need to investigate whether the city-wide strategy extends to within the garden and, if so, to ensure designs meet Royal Pavilion requirements.

4.2 Healthy, Safe & Secure, Well Maintained & Clean

4.2.1 Personal Safety & Security

This was identified as an issue by both a user survey and a stakeholder survey of surrounding businesses, although only 10% of garden users cited 'more security' as a wish. The sheer level of use seems also to affect people's sense of security, with nearly 20% citing 'the public' as an aspect least liked. Despite heavy use, levels of purposeful vandalism to garden structures and planting are surprisingly low.

Only 50% of stakeholders considered the garden a safe environment, citing excessive alcohol drinking as a major contributor to the rise in unacceptable behaviour. This perception is supported by the number of incidents recorded by Pavilion staff, including during the night. The number of incidents has increased, partly as a result of the installation of new benches on the New Road side of the boundary retaining wall, although they occur elsewhere in the garden too. The presence of security staff working in the garden is therefore essential to combat unacceptable behaviour. It would be desirable to extend the current summer period only cover to the winter months as well, as the garden is very well used throughout the year. Incidents must continue to be monitored, as must active liaison with the police.

Alongside New Road it would be possible and desirable to install fencing within the shrubbery along the top of the wall without too much visual intrusion. But people will always be able to get in – and feel that they have a right to do so while the grounds have 24 hour open access.

4.2.2 Cycling The A-boards set in the middle of the main carriage drive have reduced cycling through the garden, although a few determined individuals still do not dismount even in busy periods. The project currently underway to install an

additional set of gates at the North Gate will have the effect of preventing cyclists travelling through at speed from Church Street. In addition, there are plans to keep the gates at the south entrance closed for the same reasons. The bylaws must be displayed in a more visible and obvious way to assist the security staff who seek to implement them.

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

4.2.4 Dogs in the Garden A recent city-wide review and introduction of Dog Control Orders unfortunately did not include the Pavilion Garden, for reasons that are not clear. Users do bring dogs into the garden, or walk through with them, and some are not kept on leads. Dog fouling is an issue and it would be desirable that the Dog Control Order be revised to include the garden.

4.2.5 Well Maintained and Clean Maintenance of shrubberies is generally to a good standard with specialist Regency-style knowledge provided by the Garden Manager. Longer term, shrubbery refurbishment is now necessary as much of the planting has reached a mature state and requires replacement or heavy pruning. A forward plan needs to be devised by the Garden Manager to prioritise and budget for this work, with advice from Cityparks as necessary. Most of the lawns are currently in a poor state from years of heavy use and neglect. Again a forward plan to reverse this decline and improve the sward in the whole garden needs to be implemented, to follow on from the repairs to the West lawn now in progress and the resting of the Dome lawn.

4.2.6 Maintenance Maintenance of structures and surfaces such as fences, gates, bollards, lighting columns and paths, has not been given adequate attention since the restoration project was completed. They are looking shabby and in some cases are damaged. A full condition survey and maintenance programme needs to be devised, costed and urgently implemented on a cyclical basis.

4.2.7 Internal Visitor Management The garden is currently suffering from a rash of low hooped-top railings. The original intention was to protect plants and turf in early establishment. The railings are still needed to deter visitors from walking into or through the shrubberies. But they are distinctly unwelcoming, intrusive to vistas and a litter trap around most lawns – with the exception of the King's Lawn and the Dome lawn, which are signed as 'conservation' areas. Significant lengths could be beneficially removed if future garden maintenance includes some annual re-turfing of the most worn areas (West lawns) and/or turf re-enforcement. Monitoring of any damage should be undertaken and the situation reviewed regularly.

4.2.8 Litter Control Levels of litter control are variable especially in the summer periods when bins need emptying several times a day. It is essential that bins are emptied promptly and never allowed to spill contents onto paths. Although resources are not infinite, Cityparks are able and willing to provide additional help to the Garden Manager in busy periods if requested. There is a particular problem with ambient litter (items like cigarette ends, tickets and small wrappers that are scattered

and stuck under fences and in long grass) which has a detrimental effect out of all proportion to the size of the pieces. This needs urgent attention and is currently being considered for a Probation Service project.

4.2.9 Garden Manager There is an issue over whether the Garden Manager can manage the garden to the appropriate standard with current levels of help on litter collection and with volunteer input. The Garden Manager is undertaking detailed time recording to see where any problems may lie and how efficiency may be improved.

4.3 Sustainability

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

4.3.2 Sustainable management The garden is managed on organic principles with no use of herbicides, which is encouraged by BHCC. The nature of the planting (particularly the herbaceous plants), and the fact that the garden is on display every day of the year, mean that watering must be undertaken in periods of drought. Mulching will continue to be used to reduce this as far as possible but the density of planting makes it difficult to achieve fully. Cityparks operates a policy of no use of peat wherever possible.

4.3.3 Services The irrigation system sources water from an underground aquifer. The pop-up heads installed in the 1990s need re-siting now and the system kept in good repair to prevent leakages.

4.4 Conservation & Heritage

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

4.4.2 Since completion of the main phase of restoration in the mid 1990s, maintenance of hard surfaces and structures (such as benches, bins, fencing, walls and lamp standards) has suffered from a lack of investment and cyclical repair or renewal, resulting in a currently shabby appearance. While shrubberies generally maintain well the desired 'mixed and mingled' planting style, the lack of more major replacement and heavy pruning (to retain the Regency state of 'arrested maturity') has allowed a good number to grow too tall and dense. Key vistas are being lost, a

state which is exacerbated by the issue of inappropriately-sited trees never having been grasped and resolved.

4.4.3 Lawns have suffered even more from lack of basic turf management and, where access is not limited, are heavily compacted and worn to bare earth in many places, particularly alongside paths.

4.4.4 **The Café Building** Although most of the garden survives in, or has been restored to, its early 19th century form, 20th century additions and alterations contribute to its current heritage value. The café is such a feature. It is of local value, having been designed by students of Brighton Art College in the 1950s, and is a highly popular asset, but neither the building nor its current plastic furniture is sympathetic to the Regency character of the garden. The location of tables and chairs has prevented the restoration of the elm avenue. Although reasonably well-screened from the immediate environs of the Pavilion itself, BHCC needs to open discussion with the owners to explore potential improvements.

4.5 **Community Use & Involvement**

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

Stakeholders were more concerned (50% of respondents) than visitors (10%) that the garden was not a safe place, perhaps reflecting the attraction to drinkers of the new seating in New Road. Visitors did however mention (9%) their dislike of drinking and drug-taking. The number of visitors who were there alone (40%) was also significant. The success of increasing the number of events, stakeholders felt, would also depend upon resolving security issues. The above suggests that additional or revised security measures should be looked at, including boundary fencing and CCTV.

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

Both surveys identified entertainment as a desirable feature, with visitors citing music (bandstand type) as a preference, while stakeholders most favoured (+78%) general 'cultural events such as those that enrich understanding of the Royal Pavilion'.

Only stakeholders were asked specifically for their views on the appropriateness of private hire of the eastern lawns for events: 42% were in favour but a significant 32% were not. These findings suggest that further consultation is vital to successful progression towards proposals for private events on the East lawn – and indeed for any community events which may impact on the high level of preference (74%) for relaxation and avoidance of overcrowding in the rest of the garden.

The most-often mentioned reason for being in the garden was to visit the café. This again is a key attraction which needs to be well maintained and supported through a partnership approach to garden management.

It is recommended that further surveys and consultation are carried out in the future to ensure that the views of stakeholders and users become a vital part of the garden's management.

4.5.2 Conflicts of Interest These are inevitable, as a result of the location and popularity of the garden, and they may increase with the introduction of more events of a private or corporate nature. Currently cyclists and dogs cause occasional nuisance and danger. Buskers are identified as a least-liked aspect by some survey respondents (8%) but a more significant number identify 'the public' as such. The fact that these 'least-liked' users are individuals makes it difficult to deal with the issues they pose. Roving security can assist, as can application of the bylaws, but the main thrust will come from much tighter control of event organisation, of activities such as busking, and of ensuring all staff are trained in conflict resolution, negotiation and diplomacy skills.

4.5.3 Garden Volunteers The volunteer garden team was formed in 1994 to assist the Garden Manager with many of the detailed tasks that give that extra level of finish, such as fine weeding and pruning, dead-heading, and planting bulbs. Team members provide added value by answering queries about the garden (and gardening techniques) and providing a reassuring presence. The team age profile is towards 70 and, although there is currently a waiting list to join, this may not always be the case. Integration of the team with the Royal Pavilion & Museums volunteer management programme would help to ensure the team's sustainability by achieving wider community representation, identifying a wider range of volunteer opportunities (such as educational and other maintenance activities) and engaging with other organisations such as the Probation Service and the Brighton City College horticultural training centre at Stanmer. It may be of benefit to explore the development of the team as a more general 'Friends of the Garden' to reflect a wider community role.

4.6 Marketing & Events

4.6.1 Marketing

The garden is not marketed separately from the Pavilion but is an integral part of the 'offer'. The Royal Pavilion & Museums has promoted more garden-related events through its pilot programme, the main one being Gardens Week. This was a success in terms of visitors' rating activities as 'good' and value for money, especially the personal contributions (see Appendix 5 for Gardens Week 2009 Audience Survey summary). Well-planned events have the potential to become self-financing and to produce additional income. This could be achieved by identifying a niche market for the fair, expanding it to attract more commercial nurseries and trade stands etc, and wider marketing.

The garden guide leaflet is high quality and attractively priced – but it is currently only available in the Pavilion Shop. It is recommended that the leaflet be offered on sale

at other outlets. The in-depth book *Set for a King* is on sale in the Pavilion. There is a section on the garden in the Royal Pavilion guidebook, which is also produced in French and German. A garden tour is also featured in the Young Person's Guide. During the season, other garden products are featured in the shop and plant sales take place during Gardens Week.

4.6.2 Publications

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

5 MANAGEMENT

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

5.1 Management Vision

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

The overall management vision is

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

5.2 Management Aims

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

- ◆ positively welcome people into the garden in terms of physical, social and intellectual access
- ◆ ensure a healthy, safe and secure experience for all garden users
- ◆ provide a well-maintained and clean garden by maintaining its plantings, buildings and infrastructure to a consistently high standard
- ◆ improve the environmental and ecological quality of the garden and the sustainability of practices carried out in the course of its maintenance
- ◆ maintain and conserve the restored historic character of the garden and increase awareness and understanding of its heritage significance
- ◆ provide opportunities to increase community involvement, particularly through education, interpretation, activities and events, and volunteer programmes
- ◆ develop an events and marketing strategy appropriate to the garden's historic character, capacity and role as a public space, but which will enable robust and stable generation of income, enhance the Royal Pavilion and Brighton Museum experience as a whole, and promote it effectively as a community resource

- ◆ establish an effective, coordinated partnership approach to the garden's management and funding, ensuring that all those involved in the management and maintenance of the garden, including community representatives, use the Management Plan effectively as a working document

5.3 Budget

The current budget held by Cityparks includes

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

In the past there was an apprentice working with the Garden Manager.

Cityclean spends an additional sum on cleansing.

5.4 Departmental Organisation, Responsibilities, Staffing & Training

Since 1995 staff in the Royal Pavilion & Museums team have undertaken the lead role in the maintenance, presentation and interpretation of the Pavilion Garden. However the Garden Manager is employed and supported by Cityparks – his duties are set out at 5.4.1. The Garden Manager is the public face of the garden and his role includes interpretation of the garden, with the support of the Garden Volunteers team which was established in 1995.

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

Brighton Dome/Brighton Festival is responsible for the maintenance and operation of the service road from New Road to the stage door of the Dome concert hall.

The refuse bins are emptied by Team Waste.

Given the divided responsibilities for the garden between two different parts of the council, it is essential that there are clear lines of communication and guidelines for ownership for the delivery of different parts of the management plan to ensure that the standards of presentation required for this historic site are achieved, and that there is the most efficient use of the limited resources of budget and manpower.

Regular inspections of all aspects of maintenance works should be carried out to ensure they are to the appropriate standard, with advice on all historic structures sought from Royal Pavilion & Museums staff.

Cityparks need to ensure that whoever is in post has the required levels of specialist skills and experience to undertake Regency garden management and maintenance.

Royal Pavilion & Museums and Cityparks also need to ensure that all staff working within the garden work to the aims and objectives of the Management and Maintenance Plan and that all guidance and information is disseminated accordingly.

There is need to establish

- ◆ a forward plan which is prepared and updated by the Garden Manager

- ◆ the Management and Maintenance Plan and a costed action plan
- ◆ regular meetings to implement and for liaison with the café on management and event issues

5.4.1 **Role & Duties of Garden Manager**

The Garden Manager is employed full time and works 8am-4pm for six winter months, 7.30am-5pm summer high season. The Garden Manager has sole responsibility for the garden and works only within it and in the adjacent planting areas in South Victoria Garden/east end of Church Street.

He currently carries out the following duties

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

The Garden Manager receives additional ad hoc assistance with cleansing tasks (emptying bins and litter picking) on average between a half and a whole day per week, and/or as he requests. Until early 2009 the Garden Manager had an assistant, but this ceased when the postholder left.

While the Garden Manager undertakes refurbishment works to shrubberies, he does not have a written forward plan agreed with his manager. Responsibility for purchase of any new plants and materials lies with the Garden Manager's line manager.

5.4.2 **Volunteer Roles & Management**

Day-to-day management of the group of volunteers is undertaken by the Garden Manager. Working times are Tuesday and Friday mornings from 10am-1pm. Some choose to finish earlier than others. Volunteers meet outside the front entrance of the Pavilion at 10am.

The maximum number of volunteers at any time is 20.

The volunteers work alongside the Garden Manager, who plans the day's work, supervises and provides some training. Tasks have included dead-heading, weeding, raking, pruning, removing suckers and planting.

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

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

5.4.3 **Training (including Health & Safety)**

The Garden Manager receives Health & Safety training and training in managing his public interface role.

6 EVENTS

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

The garden is frequently used for filming. This falls into three main categories: news broadcasts, films promoting the Royal Pavilion or Brighton & Hove as a tourist destination, and commercial filming for TV programmes or films. A fee is charged for all commercial filming. Requests are often turned down as they are considered detrimental to the grounds and its users or to the Royal Pavilion's image.

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

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

6.1 Why Income-generating Events are necessary

Income-generating events are an accepted and popular feature common to virtually all public, and the majority of private, historic houses and gardens, for example those owned by the National Trust, English Heritage, local authorities such as Bexley, and Sussex Past (formerly Sussex Archaeological Society). More prosaically such events are vital to their survival. BHCC and its predecessor authorities have staged or hosted events of varying size, content and location within the Pavilion Garden since it came into public ownership in 1850, though these have not generally been specifically selected to complement the garden's historical importance, character or its capacity. Damage and years of wear and tear have also not been rectified to a standard that the importance of this unique garden deserves, especially since its restoration was completed in 1994.

6.2 What should guide Events Policy & Management in an historic Site?

A vital aspect of a sustainable and successful events strategy is ensuring that events are selected and managed to sustain and enhance the fabric, significance and values of the 'heritage asset'. In other words an event should build upon the asset rather than risk destroying the very product offered. It is highly advisable to ensure at least majority support for an events strategy from the visiting public and community through well-planned, formal and ongoing consultation, by responding positively to that consultation and acting in a transparent manner. Making public as much information as possible is helpful, for example by publishing the events strategy, and ensuring that its policies are fully met and enforced (eg structures are removed when

they are supposed to be, mess and litter is always completely cleared, that repairs and renovations are attended to at once).

Understanding the asset, its historical development, significance and its current character and (in the light of the 2007 visitor survey responses) its current use, will help to underpin policies on aspects such as

- zoning for different levels, types and frequencies of events
- impact on quiet enjoyment
- the standard of repair and maintenance different areas will need
- the necessary fees or charging scale, and
 - the capacity of events.

As an internationally-iconic site in the city, an event in the 'royal' garden should be capable of attracting – and charging proportionately – top-end and exclusive cultural events.

6.3 Issues & their Resolution in Summary

- ◆ The need to identify locations for income-generating events of various types, levels and frequencies within the Pavilion Garden, partly for combined visitor offers (ie of 'historic house and garden') and partly to increase the understanding and enjoyment of the garden, through interpretation and educational activities and events (free and paid), for both visitors and the local community.
- ◆ The need to use the tool of character area analysis (as set out in section 3.2) as the basis for guiding capacity for events.
- ◆ The need to conserve and reveal the historical, designed character and role of the East and North East lawns as demonstrating the picturesque principles Nash and George IV chose for the Pavilion's setting.
- ◆ Recognition that the different historical character and current public informal use of the North East lawn limits its capacity for temporary closure, structures and large crowds.
- ◆ Recognition that any event use of the King's Lawn must enhance its closed and exclusive character to allow visitors to experience something of the garden's original purpose.
- ◆ The opportunity for achieving some significant income-generating events that re-establish the tradition of cultural entertainments on the main East lawn while, with careful siting and control, retaining much of the open façade as the principal vista of the Royal Pavilion for city visitors arriving along the A23.
- ◆ The opportunities for developing small-scale events on the West lawn which recognise their present, intensive level of informal use and their value for such by the majority of visitors.
- ◆ Resolution of whether East and North East lawns should be made fully publicly accessible by the removal of hoop-topped railings and opening the gate into these lawns at the north end of the Pavilion, or conversely whether the height of

the railings should be increased to indicate a clear perimeter for the Pavilion and to allow the area to be secured on occasions when events take place on the East lawn.

- ◆ Ways to control inappropriate activity on the Pavilion's east façade threshold - improvements to the location of CCTV cameras, potential for extending grounds patrols outside main summer season.
- ◆ There is an opportunity to look at the relationship of the Royal Pavilion Garden to other nearby city centre open spaces and the possibility of an integrated management approach to ease the pressure on the Royal Pavilion Garden.

6.4 Pilot Programme of Events

Since autumn 2007 a pilot programme of events has taken place which aims to increase the visibility of the Royal Pavilion and its historic garden.

To date these have included

- ◆ Gardens Week 2008 – events, tours and talks celebrating the garden, including garden-themed catering and retail. Event attendance was approximately 549.
- ◆ Gardens Week 2009
 - a programme of talks was organised for adults, which attracted a total audience of around 200
 - The Great Garden Fair/Community Gardening Exhibition attracted an estimated 5,000
 - an opportunity for families to have a Regency portrait photograph taken
 - a children's photography workshop and competition
- ◆ Chinese Festival – celebrating Brighton Museum & Art Gallery's major exhibition *Chinese Whispers*, and marking the close of the Beijing Olympics and the start of the UK's Olympic journey. Event attendance approximately 4,000.
- ◆ 'The Survival Tour' campaign, which brought 15 life-size elephant sculptures to the garden

6.5 Survey to establish Use Patterns & Preferences of Garden Visitors

In August 2007 a survey of users of the Royal Pavilion Garden was carried out.

The aims of this survey were to find out

- what people use the garden for
- what they like and dislike about it
- to establish entrances and exits that people are using, and
- if there is anything that users would like to see in the garden.

Staff approached people using the garden and completed questionnaires with them. Questionnaires were also handed out by staff at the café for self-completion.

341 questionnaires were completed, 138 handed out by Pavilion Café staff and 203 completed by face-to-face interview.

Headline findings were

- ◆ Just over 40% of users were on their own
- ◆ 48% were in the garden at least once a week
- ◆ The three main reasons for being in the garden were
 - 38% to visit the café
 - 27% just walking through to get somewhere
 - 16% on a lunch break
- ◆ In terms of how the space is viewed, multiple answers were allowed
 - 74% saw it as somewhere to relax
 - 46% saw it as an historic garden
 - 24% saw it as a public park
- ◆ Largest numbers entered by William IV Gate or New Road (both 26%) with Prince's Place least used (6%)
- ◆ 37% of users were planning to exit via the Indian Gate, with 23% leaving by New Road
- ◆ Open questions about what people liked most and least about the garden, and what they would like to see, had high responses in the following areas
 - Liked most - plants, flowers (26%), ambience (25%), access/space/location (10%)
 - Liked least - public (19%), wildlife - seagulls/pigeons (12%), drinking and drug-taking (9%), buskers (8%)
- ◆ What people wanted
 - More seating (22%)
 - Entertainment/bands/bandstand (15%)
 - More/different flowers and plants (12%)
 - More security (10%)

User/Stakeholder Analysis & Consultation

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

- ◆ 89.5% of the respondents viewed the garden primarily as a public park and 84.2% viewed it as a historic garden. Although 78.9% saw the garden as attracting visitors to the local area, only 36.8% saw it as attractive to business.
- ◆ 95% of respondents agreed that the garden design complements the historic buildings. Most indicated they thought the garden was well maintained and integral to the Royal Pavilion experience. However only 50% indicated that they thought that the garden was a safe environment for visitors and stated that excessive drinking of alcohol was a particular problem.

- ◆ The garden is seen as suitable for staging a number of events. Cultural events such as those that enrich an understanding of the Royal Pavilion and the museum scored highest in this category (78.9%), followed by theatre and classical music. 42% of respondents agreed with the notion of private and corporate hire of the eastern lawns, whilst 32% disagreed.
- ◆ Overall the Royal Pavilion Garden is viewed as a well maintained space with beautiful planting and superb views. It is seen as a pleasant environment in the centre of the city where people can meet and relax.
- ◆ Respondents felt that more events could be held in the garden, but that issues of security needed to be addressed.

6.6 Events Policy Recommendations

The area covered by the Royal Pavilion Garden is small, with only certain areas being suitable for events. It is not the size of many grounds associated with historic houses. Certain types of event (for example those including the use of fireworks) are not suitable for the space due to the proximity of buildings.

We need to

- ◆ Acknowledge the historic tradition, established with public ownership in 1850 and continued into the early-mid 20th century, of cultural events on the lawns by developing an events strategy which responds to the issues identified above and which is integrated into the overall management strategy for the garden.
- ◆ Ensure that all requests for events be directed to the Head of the Royal Pavilion & Museums in liaison with the Director of Housing, Culture & Enterprise and, where appropriate, agreed by the Cabinet Member for Culture, Recreation & Tourism.
- ◆ Define the criteria for the type, level and frequency of events, based on those of the 19th and early-mid 20th centuries, which appear to have been less intensive and to have complemented the historical character of the garden as defined in the 'Site significances' and the above-described historic characters.
- ◆ Re-establish the East lawn, as the largest open space and least used by the public, as the preferred location for more extensive events, as in the 19th and early 20th century tradition. The Events Policy will specify the nature, size and frequency of events, preferred locations for all structures and servicing facilities and the management of event visitors, preferably retaining a significant length of the East façade open to view from the Steine and avoiding any impact on the remaining areas of the garden. All events on the East lawn would be agreed on a commercial hire basis – no free events would take place there.
- ◆ Agree events on the western lawns that will be appropriate to community preferences (as per survey findings) which are inclusive and do not require areas to be closed off. Large, intrusive and heavy structures, and any installations which might cause damage to lawns and blight their everyday use, will not be permitted.

- ◆ Undertake appropriate and additional public and stakeholder consultation, building on user survey findings and the pilot Garden's Linked Programmes marketing review 2007-2008, specifically as part of developing the events strategy, with particular exploration of views on the acceptable nature and frequency of events and attitudes to lawn closure.
- ◆ Apply capacity analysis (to be discussed with Cityparks) to lawns to guide the frequency and intensity of events and allow lawns to recover. Build in a budget (eg by charging deposits and upfront payments to event sponsors) to pay for lawns to be maintained to a higher quality and density of sward throughout the year than is presently the case.
- ◆ Acknowledge that more frequent use and heavier structures and footfall will require more intensive and more expensive maintenance and, in the case of the East lawn, renovation to counter previous years' neglect and compaction from building repair activity.
- ◆ Explore and evaluate the capacity of the garden as a whole to manage access for major events on the East lawn; and measure the acceptability of events against outcomes from this.

6.7 Events Policy for the Royal Pavilion Garden

The suggested events policy and event application form are shown at Appendix 1 and are also intended to be a stand-alone document.

7 MONITORING & PLAN REVIEW

- 7.1 The Management and Maintenance Plan will be continually reviewed, revised, and re-written as necessary. The cycle for the Plan is to
- ◆ write and adopt the Management Maintenance Plan
 - ◆ operate according to the aims and objectives held within the Plan
 - ◆ monitor the operation of the Plan
 - ◆ review the working of the Plan
 - ◆ revise and improve the Plan where necessary to reflect ongoing developments such as feedback from surveys of visitors and users, and revised financial projections.
- 7.2 BHCC will be responsible for carrying out monitoring to ensure that maintenance work has been satisfactory. The Garden Manager and the Historic Buildings Officer of the Royal Pavilion will together be responsible for the day-to-day implementation of the Plan and will monitor horticultural and fabric or structural maintenance standards within the garden. They will also ensure that all other relevant city council officers, the café owners and the volunteer gardeners are involved in the monitoring and review of management and maintenance work, and the plan itself as necessary.
- 7.3 In addition the following methods of monitoring and review should be considered.
- ◆ An annual survey to monitor the success of the Management Plan.
 - ◆ The Green Flag Award annual feedback will be used to guide review of the Plan.
 - ◆ An annual report will be presented to the Friends Group (see 4.5.3 development of Friends group) who will feed into the monitoring and review of the Plan and general standards of management and maintenance.
 - ◆ All key BHCC staff will meet each year to monitor standards and progress, and review the Management Plan.
- 7.4 The Management and Maintenance Plan is intended to cover a period of five years from its adoption. It will be subject to continual review, and BHCC will carry out a full review annually to enable any improvements and alterations to be made as necessary.

Events Policy for the Royal Pavilion Garden

The area covered by the Royal Pavilion Garden is small, with only certain areas being suitable for events. Certain types of event, for example those including the use of fireworks, are not suitable for the space due to the proximity of buildings, and will therefore not be permitted at any time.

1 Impact of Events

- 1.1 Events in the Royal Pavilion Garden shall take into account and respect its historical setting and not cause any damage or nuisance, or harm the character of the garden.
- 1.2 All events which take place in the Royal Pavilion Garden shall be agreed by the Head of Royal Pavilion & Museums.
- 1.3 The visual impact of events shall be designed and managed according to the guiding principles set out in the following section.
- 1.4 Events shall not cause physical damage to any part of the Royal Pavilion and its estate. The Royal Pavilion Garden shall be reinstated to its previous condition once the event is finished.
- 1.5 Frequent use and heavy structures and footfall will require more intensive maintenance. Charges will be made to event organisers for reinstatement with the purpose of maintaining the garden for the enjoyment of all residents and visitors to Brighton & Hove.

2 Areas of the Garden to be used for Events

- 2.1 **West Lawn** This area will be restricted to events which are more appropriate to community preferences, which are inclusive and which do not require areas to be closed off. No large, intrusive and heavy structures will be used, or any installations which might cause damage to lawns and blight their everyday use.
- 2.2 **East Lawn** This is the largest open space and least used by the public and is the preferred location for more extensive events, as was tradition in the 19th and early 20th centuries. The Royal Pavilion & Museums will agree the nature, size and frequency of the events, preferred locations for all structures and servicing facilities and the management of event visitors, in most cases retaining part of the East façade open to view from the Steine. The capacity of the garden as a whole to manage access for major events in this area will be evaluated. All events on the East lawn will be agreed on a commercial hire basis – no free events would take place there.
- 2.3 **Capacity Analysis** To be applied to guide frequency and intensity of events and to allow lawns to recover. A budget will be built for lawns to be maintained to a higher quality and density of grass throughout the year than is presently the case.

3 Funding of Events

- 3.1 Entry to events may be free or be subject to the purchase of a ticket by members of the public.
- 3.2 Private and corporate events may be held on the East lawn.
- 3.3 The East lawn will be used for larger, commercially-viable events. The West lawns will be used for smaller, less intrusive, community events. Events will be charged for, according to their nature.

Information to follow re likely charges – will be inserted

4 Duration & Frequency of Events

- 4.1 All events shall be of a temporary nature.
- 4.2 All equipment shall normally be removed within two days of the end of any event, unless otherwise agreed in advance.
- 4.3 The number of large events taking place on the East lawn shall be decided by the level of their likely impact, but will be no more than six per calendar year.
- 4.4 The number of events taking place on the West lawns shall be limited to ?? per calendar year.

5 Conditions for Filming & Photography

These are shown at Appendix 5.

6 Timing of Events/Noise Levels

6.1 Noise Levels

Noise levels in the Royal Pavilion Garden must be reasonable and must not impact in any way on the Royal Pavilion or adjacent buildings. There should be no amplified music at any time. Any request with regard to noise levels from the designated point of contact at the Royal Pavilion must be adhered to.

- 6.2 Events will adhere to reasonable times of operation, to be agreed in advance with the Royal Pavilion & Museums.

7 Security

- 7.1 Event organisers must arrange their own security and event stewards for the duration of the event. No staff from the Royal Pavilion will be available to assist. The Royal Pavilion will provide a dedicated point of contact for the event organisers during the hire period.

8 Alcohol

- 8.1 Alcohol is not permitted in the Royal Pavilion Garden, which is part of the 'Designated Public Places Order 2001 for the St James Street Area of Brighton, East Sussex', which prohibits the consumption of alcohol in public areas.

It is the responsibility of the event organiser to ensure that everyone attending the event understand this, and also to ensure that the bylaw is enforced. The police have powers to stop events in violation of this bylaw.

9 **Facilities**

- 9.1 Event organisers must provide their own toilet facilities during the event. No facilities will be available in any of the adjacent buildings.

All rubbish must be cleared from the Royal Pavilion Garden during and after events. This includes any rubbish created by people attending the event or by the event itself. Refuse must not be left by the bins in the garden but must be removed from the site completely.

Royal Pavilion Garden Event Application Form

Your details

Name of organisation	
Name of contact person	
Position within organisation (if applicable)	
Full address	
Telephone	Fax
Mobile	
E-mail	

Event details

Event title
Proposed start date and finish date of event
Proposed start time and finish time of event
All equipment to be removed from the site within two days of the end of the event, unless otherwise agreed in advance
Estimated number of people attending the event

Description of Event

<p>This section is very important to your application. It helps us to ensure you will have a successful and well-run event. If any of these details change, it is up to you to inform us.</p>

Access & vehicle parking

<p>Will you require vehicle access at your event? Yes/No</p> <p>There is no vehicle parking permitted in the Royal Pavilion Garden except for emergency vehicles, contractors employed by the Royal Pavilion and disabled visitors. All access must therefore be arranged with the Royal Pavilion & Museums in advance and will be permitted only for unloading before an event and reloading once the event is finished.</p>

Power & Water	
Do you require power at your event?	Yes/No
If yes, how do you intend to supply it?	
Do you require water at your event?	Yes/No
If yes, how do you intend to supply it?	

Please attach a Risk Assessment for your event

I apply for permission to hold an event in the Royal Pavilion Garden as described in my application.

If my application is accepted, I agree to pay the fees charged by the Royal Pavilion & Museums and to observe the conditions and requirements which will be notified to me in the Royal Pavilion & Museums' acceptance letter and in the Royal Pavilion Garden Events Policy which has been provided to me.

Signed

Date

Appendix 2

The Royal Pavilion, Brighton Conditions for Filming & Photography

The Royal Pavilion, Brighton, is a unique historic palace containing many special collections, furniture and objects of immense value, including priceless items which are irreplaceable. The fabric of the building itself also needs special care. The building is open to visitors daily throughout the year. In this context, filming and photography must be planned to comply with the requirements of the Royal Pavilion estate.

Each member of a film or photographic crew should be made aware of the content of these conditions before shooting starts.

Security

Because of the nature of the building and its contents, security is paramount.

Everyone involved in a shoot, whether technical crew or artists, must comply with all Royal Pavilion security requirements at any time. If the activity of the shoot creates a risk to security, it will be closed down immediately.

All crew members will be issued with Royal Pavilion security badges at the beginning of each day. The badges must be worn at all times, and be visible to Royal Pavilion security staff and visitors.

A list of all crew members must be provided in advance, showing names, roles and responsibilities.

To get in and out of the building, crew members may use only the public entrances, unless other doors are being specially supervised by Royal Pavilion staff.

Planning

The shoots that are planned in most detail are those which achieve the desired result most effectively in terms of time and other resources.

Every shoot should be preceded by at least one site visit to meet Royal Pavilion staff, view possible locations, discuss practicalities, and assess how the building can most easily meet the needs of the project.

No shoot will go ahead unless the Royal Pavilion's formal agreement has been signed in advance. The agreement briefly details the purpose, dates, times and locations of the shoot.

A copy of the public liability insurance covering the shoot must also be provided in advance. If appropriate to the project, the Royal Pavilion may also require a copy of an adequate risk assessment carried out by the production company/photographer.

A shooting schedule should be provided in advance, detailing times and locations for each part of the shoot. This will enable Royal Pavilion staff to prepare the building, making it easier for the crew to work on the day. Any need to move furniture or

objects must be agreed in advance as it can be carried out only by Royal Pavilion specialist staff.

No items on loan may be photographed or filmed. This applies particularly to items on loan from HM The Queen, unless prior written permission has been granted by the Royal Collections.

To ensure factual and historical accuracy, the Royal Pavilion should be consulted about the content of a programme, preferably by providing a copy of the script.

Any use of on-site power supplies must be agreed in advance, in consultation with Royal Pavilion technical staff, to ensure that circuits are not overloaded.

Access

There is no on-site parking. The nearest public car park is the NCP in Church Street (less than five minutes walk).

Equipment can be dropped off at Pavilion Buildings (off North Street) or outside the North End of the Royal Pavilion, by prior arrangement. If needed, the Royal Pavilion may provide a base within the building where equipment can be stored when not in use. The Royal Pavilion accepts no liability for equipment that is not supervised.

The formal agreement for a shoot will specify the times when access has been agreed. These are the earliest arrival and latest departure times. Scheduling within these hours will need to take account of the amount of time needed to set up and wrap each day's shoot. In the event that a shoot needs more time than that already agreed, the Royal Pavilion will charge an over-run fee.

Some shoots request access to the roof and other parts of the building where there are particular risks in terms of conservation, health and safety. Special access of this nature must be planned in advance as it requires supervision from specialist staff.

The Shoot

All filming and photography will be supervised by a member of Royal Pavilion staff who will liaise principally with one member of the crew (usually the producer, director or principal photographer). The supervisor's responsibilities will include enabling the crew to achieve the images required within the limits agreed. However, they will also have the authority to intervene and halt filming if they are concerned that Royal Pavilion conditions are not being met.

At the beginning of the shoot, the crew should expect to be briefed by the Royal Pavilion on issues such as security, risk to the building and its contents, and the management of visitors. This briefing is intended to help the shoot to run more efficiently.

Public access has priority so each shoot must be managed so that it causes no disruption to individual visitors or groups. If needed, visitor flow can be managed to some extent to accommodate filming; this is the responsibility of Royal Pavilion staff rather than crew members.

The crew is expected to stay together while filming takes place, and to keep all equipment with them (unless it is deposited out of public view in an allocated space). A shoot requiring more than one camera, working in separate locations, affects the level of staffing the Royal Pavilion needs to provide, so this must be planned and agreed in advance.

Conservation Issues

Crew members are not permitted to touch, move, lean on or sit on any furniture, wallpapers, decorations or artefacts. Any need to move furniture or objects should be planned and agreed in advance as it requires specialist Royal Pavilion staff to be available.

All equipment must be kept well clear of all furniture, objects, light fittings and wall coverings. Particular care should be taken when carrying equipment through the building, especially in confined spaces and where there is any risk to items above head height. Staff may intervene to require certain methods of carrying equipment in vulnerable areas, for example the number of crew needed to move heavy or unwieldy items.

Floors and carpets must be protected from tripods etc by the use of rubber feet or mats.

If using floor space beyond the usual designated visitor route, ropes must be lifted to gain access, not stepped over.

No smoking or naked flames are permitted anywhere in the building. No food, drink or other liquids are permitted in the display areas. Hair products and make-up may not be applied in any of the public areas.

Damage must be made good at the cost of the film or photographic production company.

Technical Issues

If there is any likelihood that a shoot may want to use Royal Pavilion power supplies, needs must be identified and discussed at the earliest opportunity. It is likely that a crew will need to consult Royal Pavilion technical staff in order to ensure that circuits are not overloaded.

Trailing cables and wires must be secured with clean and dry non-slip mats.

Lamp stands and tripods must be stable and in good condition. All feet must be taped if not plastic or rubber. All wheeled items must have rubber wheels in good condition. Tracking must be laid if cameras are on dollies, to protect carpets and floors.

Lighting should be kept well away from wallpapers, fabrics, furnishings and light fittings, and be switched on for a minimal amount of time only. Lights must be switched off if requested by a member of Royal Pavilion staff. Photographers should use an electronic flash where possible.

Filming using a hovercam or helicam is not allowed because of issues of safety and security. Use of a steadicam may be possible but may be restricted as space in some interiors is very limited. Any proposal of this nature must be discussed and agreed with Royal Pavilion staff before the shoot takes place.

Exteriors

Permission to film or photograph exteriors anywhere on the Royal Pavilion estate should be sought beforehand. If a shoot needs to be supervised by the Royal Pavilion, or requires any special access, a facility fee will be charged. A straightforward exterior shoot may be given permission to proceed without incurring a charge.

Filming and photography in the garden must be managed so that there is no disruption to visitors. In order to avoid congestion, permission to film at the main entrance to the Royal Pavilion is not normally given.

All members of a film or photography project are asked to respect the planting throughout the garden. Any damage to plants, installations or equipment (eg seating, fencing or the lawn sprinkler system) will need to be paid for by the film or photographic production company.

It is not permitted to film on the King's Lawn, to the west of the building outside the King's Apartments. Because of the condition of the fabric of the building, access to the stone steps and terracing along the East Front is not normally given.

All crews are asked to respect the needs of the Pavilion Garden Café, which is run as a separate business from the Royal Pavilion.

Access for emergency vehicles must be maintained at all times.

The Royal Pavilion routinely informs the city centre authorities of any planned exterior shoots which may create public interest. The authorities may alert the police to provide an additional presence in the area, if appropriate. Nevertheless, any crew must be prepared to manage public interest in the shoot from their own resources, without the need to call on Royal Pavilion security staff.

Reproduction Rights

Film and photographs may be used only in the agreed programme or publication, and promotion directly for it. They must not be used out of context, within other programmes or publications, re-used, lent or sold under any circumstances.

Copyright in our buildings and artefacts remains with the Royal Pavilion, Brighton.

The usual wording for a credit will be 'Thanks to the Royal Pavilion, Brighton'.

A copy of the final programme or publication must be provided to the Royal Pavilion, for internal, non-commercial, archival purposes.

Facility Fees

A facility fee is charged for all filming and photography. Fees should be paid in advance at the time when the formal agreement is finalised. Cheques should be made payable to Brighton & Hove City Council. All fees are subject to VAT.

Fees are calculated individually, based on hourly rates plus the cost of specialist staff time, when needed. Examples of specialist staff include conservation, curatorial, technical and research expertise.

The size of the crew and the nature of the planned shoot may also affect the level of fee.

Fees relate to agreed timings. An over-run fee is charged if these timings are exceeded.

The Royal Pavilion will expect to be reimbursed for any other facilities or services which arise in the course of the shoot, such as research expertise, special technical or security arrangements, or unplanned access.

If, after formal agreement has been reached, the production company or photographer cancels, a cancellation fee will be payable to the Royal Pavilion.

Further Information

Requests for further information should be addressed to

Marketing & Audience Development
The Royal Pavilion
4/5 Pavilion Buildings
Brighton BN1 1EE
Telephone 03000 290906
Fax 01273 292871
Email museums.marketing@brighton-hove.gov.uk

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

Damage to Furniture etc

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

Animals & Vehicles

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

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

Opening Times

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

Touching Exhibits

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

Returning Exhibits

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

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

Spitting & Chewing Gum

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

Sleeping

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

Obstruction

No person shall in the Royal Pavilion Estate:

- (a) intentionally obstruct an officer of the council in the proper execution of his duties;
- (b) intentionally obstruct any person carrying out an act which is necessary to the proper execution of any contract with the council; or

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

Advertising

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

Trading

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

Lying on Furniture etc

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

Smoking

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

Refreshments

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

Litter

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

Photography etc

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

Broadcasting

Except with the consent of an officer of the council, no person shall cause or permit any apparatus for the reception of sound or television broadcasting or for the reproduction of sound to be operated in any part of the Royal Pavilion set apart for the use of the public.

Climbing

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

Removal of Structures

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

Driving

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

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

No person shall leave a cycle or motorcycle or park a vehicle, whether mechanically propelled or not, or trailer in the estate without the consent of an officer of the council.

This bylaw shall not prevent the riding or driving into the estate of any vehicle carrying persons or goods with the consent of the council.

This bylaw shall not extend to invalid carriages.

In this bylaw and in bylaw 21:

- 'cycle' means a bicycle, a tricycle, or a cycle having four or more wheels, not being in any case a motorcycle or motor vehicle;
- 'invalid carriage' means a vehicle, whether mechanically propelled or not, the unladen weight of which does not exceed 150 kilograms, the width of which does not exceed 0.85 metres and which has been constructed or adapted for use for the carriage of one person, being a person suffering from some physical defect or disability and is used solely by such a person;
- 'motorcycle' means a mechanically propelled vehicle, not being an invalid carriage, with less than four wheels and the weight of which unladen does not exceed 41.0 kilograms;
- 'motor vehicle' means a mechanically propelled vehicle, not being an invalid carriage, intended or adapted for use on roads;
- 'trailer' means a vehicle drawn by a motor vehicle, and includes a caravan.

Protection of Flower Beds, Trees, Grass etc

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

- (a) any grass, turf or other place, where adequate notices to keep off such grass, turf, or other place is exhibited; or
- (b) any flower bed, shrub or plant, or any ground in the course of preparation as a flower bed, or for the growth of any tree, shrub or plant.

Removal of Substances

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

Games

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

Animals in the Estate

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

Erection of Structures

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

Trading in the Estate

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

Meetings

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

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

Litter in the Estate

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

Sleeping in the Estate

No person shall, without reasonable excuse, after a warning by an officer of the council, sleep in the estate.

Noise

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

- (a) by shouting or singing;
- (b) by playing on a musical instrument; or
- (c) by operating or permitting to be operated any radio, gramophone, amplifier, tape recorder or similar instrument;

cause or permit to be made any noise which is so loud or so continuous or repeated as to give reasonable cause for annoyance to other persons in the Royal Pavilion or in the estate.

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

Savings

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

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

Penalty

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

SWOT ANALYSIS

Strengths

- ◆ Much-loved community space
- ◆ Green oasis in the middle of the city
- ◆ Historic garden restored to Regency splendour
- ◆ Sustainable and organic
- ◆ Beautiful context for the Royal Pavilion and Brighton Museum & Art Gallery
- ◆ Garden Café
- ◆ Head Gardener - visible presence, specialist gardener, good on public engagement - and good working relationships with RP&M/Environment
- ◆ Contribution of the garden volunteers
- ◆ Peaceful
- ◆ Safe for children
- ◆ Brighton & Hove's most popular public garden
- ◆ Historic trees
- ◆ Independent water supply (underground spring)

Weaknesses

- ◆ Poor signage and unsympathetic to setting
- ◆ Litter
- ◆ Lack of dedicated budget
- ◆ Anti-social behaviour
- ◆ Random events unsympathetic to setting
- ◆ Buskers
- ◆ Cyclists
- ◆ Café image poor and unsympathetic to setting – out of date/tatty [eg see transformation to 'The Meeting Place']
- ◆ Split management
- ◆ Unable currently to package the Royal Pavilion and the garden as a single 'offer'
- ◆ Lack of ability to close grounds and present exclusive events
- ◆ Poor interpretation (of historic garden and plants)
- ◆ Lighting
- ◆ Café season not longer
- ◆ Lack of clarity for users re access or non-access to areas of the garden
- ◆ Street furniture and café seating unsympathetic to setting

Opportunities

- ◆ Improved visual identity and interpretation sympathetic to setting
- ◆ Income-generating events sympathetic to setting
- ◆ Promoting sustainability, including working with national initiatives (eg Springwatch)
- ◆ Opportunity to promote the Royal Pavilion, Brighton Museum and exhibitions
- ◆ Improved garden café and retail (eg later opening of café, plant sales), including possible ticket booth
- ◆ Honeymoon suite/holiday rental potential for William IV Gate 'bijou' accommodation
- ◆ Opportunity for programmes to build community engagement and links to Royal Pavilion, Brighton Museum and exhibitions
- ◆ Improved lighting
- ◆ Sponsorship opportunities
- ◆ Opportunities for new, or developing existing, partnerships for programming in the garden (eg Theatre Royal, Dome, Brighton Festival)

Threats

- ◆ Lack of adequate police back-up to deal with anti-social behaviour
- ◆ Public permitted close to historic buildings and trees
- ◆ Lack of funding
- ◆ Lack of clear management responsibility
- ◆ Lack of strategy
- ◆ Inappropriate programming for the garden and potential or actual damage – eg Spiegeltent
- ◆ Activities and developments that threaten the integrity of the image of the Royal Pavilion
- ◆ Lack of recognition of the garden's importance re historical context of the Royal Pavilion & Museums, and importance to its users
- ◆ What happens when Head Gardener retires?
- ◆ Lack of pest control policy: squirrels, rabbits, gulls

Royal Pavilion & Museums Gardens Week 2009

Audience Survey Summary

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

For next year, people were most enthusiastic about

- ◆ circus skills
- ◆ dancing

Selected comments

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

Estimated numbers (children only)

Seed planting	70
Interacting with Regency Picnic actors	150
Dancing	10
Music	150
Board games	10
Active games	70

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

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

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

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

Selected comments

- ◆ 'Really enjoyed it, very interesting'
- ◆ '[Cream] tea very good except the rationed cups of tea'
- ◆ 'Only got one small cup of tea, wouldn't have taken much to provide more'

Four members of the audience felt it was difficult to hear and/or get full benefit of the talk because of the large group size. (Both groups were at or around maximum capacity as once again these events proved very popular).

Notes for improvement

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

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

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

Fantastic Photography workshop (26 & 28 May)

Selected comments

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

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

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

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

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

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

Ben Law talk

Selected comments (response to this talk was overwhelmingly positive)

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

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

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

Community Gardening Exhibition/Great Garden Fair

Across the three days, 32% rated their experience as 'excellent', 59.5% as 'good'.

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

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

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

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

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

Selected comments

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

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

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

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

Agenda Item 12
Brighton & Hove City Council

Subject:	<i>Libraries Consultation Results</i>		
Date of Meeting:	15 June 2010		
Report of:	<i>Director of Housing, Culture & Enterprise</i>		
Contact Officer:	Name:	<i>Sally McMahon</i>	Tel: 29-6963
	E-mail:	sally.mcmahon@brighton-hove.gov.uk	
Key Decision:	No	Forward Plan No.	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The purpose of the report is to update the Cabinet Member on the results of recent library user consultation and to agree the action plans arising from these. Libraries regularly consult with library users in order to find out how well the library service meets their needs and identify how the service might be improved.
- 1.2 This report highlights the main findings from two public library user surveys which are set by the Chartered Institute of Public Finance and Accountancy (CIPFA). These are: the CIPFA Public Library User Survey (CIPFA PLUS), and the CIPFA Electronic Public Library User Survey (CIPFA ePLUS).
- 1.3 The surveys show that overall satisfaction with Brighton & Hove City Libraries has increased from 88% to 90% since 2006, and that satisfaction with opening hours in particular has improved significantly from 59% to 86%. Libraries are increasingly supporting people without home internet access (68% of users), and free access is a key factor for most people (69%).
- 1.4 45% of respondents made over 2,000 comments covering varied aspects of services including access, facilities, opening hours, activities, staff and stock. It is the libraries stock that was most commented on, which reflected the 65% satisfaction score for choice of books, up 1% on 2006.
- 1.5 These survey results are in addition to the recently published CIPFA library statistics for 2008-09 in which we achieved the excellent result of 90.3% satisfaction with children's library services, the second highest in the country (Isle of Wight came top with 90.4%).
- 1.6 Other highlights from the recently released CIPFA library statistics include the fact that Jubilee Library remains the fifth most popular library in the country, and it is also the most visited library in the south east.

2. RECOMMENDATIONS:

- 2.1 To note the levels of public satisfaction with Libraries Services provided by Brighton & Hove City Council
- 2.2 To approve the actions to improve services as outlined in sections 3.1.11 and 3.2.9

3. RELEVANT BACKGROUND INFORMATION

3.1 CIPFA PLUS Survey

- 3.1.1 This is a national survey carried out every three years to find out how well the library service meets customer needs providing data about each individual library as well as information about Brighton & Hove City Library Service as a whole. The previous CIPFA PLUS survey was carried out in 2006.
- 3.1.2 As well as providing the answers to the twenty-two questions in the survey over 2,000 additional comments were made. The large number of comments demonstrates a high level interest and participation in this consultation exercise.
- 3.1.3 There were a lot of new questions, or questions asked in a different way in the 2009 survey compared to 2006, so it is difficult to compare the data. Where there was a comparable question, the 2009 results were broadly an improvement on those in 2006.
- 3.1.4 The overarching satisfaction question within the survey contributes towards the Local Area Agreement local target L21: Community Engagement in Local Libraries. The results of this show that 90% of library users think Brighton & Hove City Libraries are 'very good/good', which is a 2% increase on 2006 and 4% increase on 2003.
- 3.1.5 There was a significant 15% increase in satisfaction with opening hours, rising to 86% from the 2006 score of 71%. This is a result of the extension of opening hours at Jubilee Library to seven days a week, and at Hove Library to include Mondays. This improvement is on top of a similarly high increase in satisfaction in 2006 over the 2003 score, so that over a period of six years since 2003, performance has improved by 27% from 59% to 86%. However, the comments show that there is still a desire by the public for improved opening hours in all libraries, including Jubilee Library.
- 3.1.6 Overall there was an improvement in satisfaction with library environments:
 - satisfaction with outside appearance up from 75% to 85%
 - satisfaction with internal appearance up from 84% to 87%There were lower levels of satisfaction with the provision of seating and tables, achieving only 71%.
- 3.1.7 The perception of the quality of customer care remains high at 90%. 96% of respondents see libraries as safe places to visit, and 96% feel that the library is an easy place to get to.

- 3.1.8 Satisfaction with the choice of library stock improved from 64% to 65%, but this is the lowest area of satisfaction, and there are high expectations for a greater range and availability of stock that are reflected in the comments.
- 3.1.9 A new question in this survey asked how the library has helped the respondent, listing six areas and people could choose as many as they liked. While leisure use came out on top at 62%, help to study was cited by 52% of respondents, and work cited by 36%. The house and home option was chosen by 28% and 25% of respondents said the library helped them with health issues.
- 3.1.10 The opening of a new library in Coldean in 2008 has been a great success with the public, as evidenced by the results in this survey. Satisfaction levels are up in all of the key questions:
- Attractiveness of outside of the building up from 47% to 90%
 - Attractiveness of inside of the building up from 80% to 96%
 - Choice of books up from 70% to 76%
 - Information provision up from 91% to 98%
 - Computer facilities up from 80% to 98%
- Success in using the new library has also increased:
- Finding information up from 80% to 92%
 - Percentage of visitors using the computers up from 16% to 35%

3.1.11 Actions to Improve Services

Whilst the overall picture is good, there are important aspects of Libraries services on which we could do better. Areas for improvement have been identified from the results:

- Put effective plans in place to improve the number, range, layout and availability of stock, books and audiovisual materials. This will include the regular market testing of the Bibliographic Services contract through the PFI arrangements for Jubilee Library, and the better use of data generated by the Spydus, the Library Management System.
- Continue with the review of opening hours of community libraries linked to any development, refurbishment or improvement plans
- Review effectiveness of reservations system and make necessary improvements
- Review noise levels in Jubilee Library and empower staff to take action to keep noise to an acceptable level
- Review the service desks in Jubilee Library and make necessary changes to improve the customer experience
- Task the managers and staff in each library with identifying and addressing any specific areas for improvement in their library, as identified in the responses to the survey
- Comments made about the toilet facilities in Jubilee Library have already been addressed by the Facilities Management company who have made improvements since the survey took place.

3.2 CIPFA E-PLUS Survey

- 3.2.1 This is a national survey carried out every three years to find out how well the library service meets customer needs, providing data about each individual library as well as information about Brighton & Hove City Libraries Service as a whole. The previous CIPFA E-PLUS survey was carried out in 2006.
- 3.2.2 A significant result from this survey is the increase in the percentage of computer users who have no internet access at home. This has increased from 48% in 2006, to 68% in this latest survey. This indicates the increasing importance of online access in today's society, so that those without access at home increasingly need to use public access points such as libraries.
- 3.2.3 The results show that the computer facilities are attracting a higher percentage of unemployed people (15%) and black British or Asian British people (5.7%) compared with the profile for the city (3.6% and 2.6% respectively). Another interesting result is that over 35% of respondents use library computers more than once a week and 15% said they used them daily.
- 3.2.4 90% of respondents said that the library computers were 'fit for purpose' and there was high satisfaction with staff helpfulness (91%) and customer care (92%). In the CIPFA PLUS survey carried out in October 2009 only 70% of respondents thought library computer facilities were good or very good. Since then we have had a programme of replacing all the public PC base units, and we are starting a programme of replacing the monitors this year.
- 3.2.5 There were many reasons cited for the use of computers in libraries and the positive effects this brought to people's lives. It provides access to information technology that people wouldn't have without the libraries' free facilities and it has encouraged non-users to come into libraries.
- 3.2.6 The main use of the computers was communication, with 68% of respondents using email, and 51% of users finding information for a whole range of purposes, learning, leisure, work, news, health, rights. Keeping in touch with family and friends was often mentioned in the comments. Social networking has started to grow, especially in Jubilee, Coldean and Moulseccomb Libraries.
- 3.2.7 Job hunting was cited by 19% of people and 14% used the computers for work. 18% of people used the computers for education or learning. There were many comments that showed how vital a role that the free library access to computers in helping them find jobs, work remotely, study themselves or support their children learning.
- 3.2.8 The economic benefit brought through access to library computer facilities was identified by some respondents. The fact that the facilities are free was seen as important to unemployed people and those on low incomes, and the opportunity to compare prices and manage money online was also mentioned.
- 3.2.9 Actions to Improve Services

Many of the actions proposed are already included in the current Libraries Plan, and the results of the consultation reinforce those plans, and help focus on some specific areas for improvement:

- Maintain the free nature of the access to computer facilities and the internet
- Enable longer access to the internet where demand allows
- Introduce WiFi into libraries as soon as possible
- Continue to invest in maintaining and improving the quality and effectiveness of the computer equipment and software in all libraries
- Review and improve related facilities such as the space provided, the seating and tables, headphones and lighting
- Develop staff skills and confidence to support people using computer facilities in libraries

3.3 Future Consultation Plans

- 3.3.1 Since the change from Public Library Service standards to the new National Indicator targets, the CIPFA surveys have become optional. Many library authorities have changed over to more tailored surveys, so there is less opportunity for benchmarking authorities against each other using the CIPFA survey data. The CIPFA surveys are very expensive to run as they involve hard copy survey forms, and the information is quickly out of date as each of the surveys (adults', children's and e-plus) are only carried out every three years.
- 3.3.2 Our intention is to stop using the CIPFA surveys and replace them with permanent electronic survey installations in Jubilee and Hove Libraries, and mobile versions that can be used in the community libraries on a rolling programme. These will be very similar to the installations currently used in the Royal Pavilion and Museums. This will provide regularly updated information on library users' views about our services, and enable us to more quickly respond to issues that are raised.
- 3.3.3 In addition to the library user surveys, we intend to carry out regular online surveys in order to capture non-user views. This will be done through the newly developed Consultation Portal, which is bringing together consultation activity of city-wide organisations and agencies, under the auspices of the Local Strategic Partnership.

4. **CONSULTATION**

- 4.1 The CIPFA PLUS Survey was carried out in October 2009 in all libraries across the city including the mobile library and the Brighton History Centre. Adult visitors (aged 16 and over) were targeted, and 2,449 returns were received. The questionnaire template comprising 22 questions is supplied by Chartered Institute of Public Finance and Accountancy / Institute of Public Finance and the results are collected nationally to provide benchmarking data for library authorities.
- 4.2 The CIPFA e-Plus Survey was carried out in November 2008 in all libraries across the city, excluding Brighton History Centre. Adult visitors (aged 16 and over) were targeted, and 873 returns were received. The questionnaire was supplied by the Institute of Public Finance and the results are collected nationally to provide benchmarking data for library authorities.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 Any actions undertaken as a result of recent findings and comments from the libraries consultation will need to be funded from within existing budgets, or else additional funding will need to be sought. However, it is possible that improved value for money re the book fund can continue to be found via further market testing by the contractor under the PFI arrangement.

Finance Officer Consulted: Peter Francis Date: 2 June 2010

Legal Implications:

- 5.2 There are no adverse legal implications to this report.

Lawyer Consulted: Bob Bruce Principal Solicitor Date: 2 June 2010

Equalities Implications:

- 5.3 Programme of consultation and improving Libraries Services is part of a wider strategy to widen access for all, and in particular to target services to the priority groups identified by the council. The surveys have identified some specific disadvantaged people, such as the unemployed, who can be better supported through the provision of effective library services and computer facilities.

Sustainability Implications:

- 5.4 *Sustainable Consumption and Production* : No implications
Climate Change and Energy: No implications.
Natural Resource Protection and Environmental Enhancement: No implications.
Sustainable Communities: The involvement of local people in identifying improvements in services is one way libraries engage the community. The improvements in services enable more people to make use of Libraries facilities and services, and so contribute to the development of more sustainable communities.

Crime & Disorder Implications:

- 5.5 There are no crime and disorder implications.

Risk and Opportunity Management Implications:

- 5.6 There is a risk that regular surveys may raise expectations which cannot be delivered within the current economic climate.

Corporate / Citywide Implications:

- 5.7 Consulting with library users supports the corporate priority to have 'Open and Effective Leadership' as it helps involve and engage local people in decisions about their local library services.
- 5.8 Improving Library Services will support the corporate priority to 'Reducing inequality by increasing opportunity', as they help increase opportunities through access to information and computer facilities, supporting learning and skills development, and broadening cultural understanding in the community.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

No other options considered.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 To improve the quality of libraries services, increase library use and to deliver better value for money.

SUPPORTING DOCUMENTATION

1. Appendices:

2. Documents In Members' Rooms

Summary of CIPFA PLUS survey results

Summary of CIPFA E-PLUS survey results

3. Background Documents

None

CULTURE, RECREATION & TOURISM CABINET MEMBER MEETING

Agenda Item 13
Brighton & Hove City Council

Subject: The future management arrangements of Council sports facilities

Date of Meeting: 15 June 2010

Report of: Director of Environment

Contact Officer: Name: Toby Kingsbury **Tel:** 29-2701
E-mail: Toby.kingsbury@brighton-hove.gov.uk

Key Decision: Yes

Wards Affected: All

FOR GENERAL RELEASE

Although this is a Key Decision, it does not currently appear on the council's Forward Plan. Given the tight procurement timetable involved with the tender, it would not be possible to defer this decision to the next Cabinet Member Meeting.

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The current sports facilities management contract with DC Leisure ends on 31 March 2011. The King Alfred Leisure Centre does not form part of the contract and is currently managed 'in-house'. This report sets out the options for the future management arrangements of council sports facilities.

2. RECOMMENDATIONS:

- 2.1 To request approval from the Cabinet Member for Culture, Recreation and Tourism that the council should prepare tender documents and carry out a procurement process in accordance with the timescales set out in paragraph 6.1.
- 2.2 To request approval from the Cabinet Member for Culture, Recreation and Tourism that the council should include the King Alfred Leisure Centre in the procurement process and invite bids as a separately priced element of the wider contract.

3. BACKGROUND INFORMATION:

- 3.1 The existing sports facilities contract was awarded to DC Leisure who have been operating the following facilities since April 2004:

Prince Regent Swimming Complex & Old Slipper Baths
Withdean Sports Complex
Moulsecoomb Community Leisure Centre
Stanley Deason Leisure Centre
St Luke's Swimming Pool
Saunders Park, The Level and Seafront Paddling Pools

- 3.2 The length of the current contract is five years with the option to extend for an additional two years. This option was taken up following satisfactory performance and a positive working relationship between DC Leisure and the council.
- 3.3 DC Leisure recorded a total of 785,000 visits across the sites in 2009/10 which represents a 25% increase from the first year of the contract, 2004/05. They have also achieved Quest accreditation during the contract period with four of the sites in the 'Highly Commended' category. Quest is a nationally recognised quality standard for sports centre management.
- 3.4 The King Alfred Leisure Centre was not included in the contract because of its planned redevelopment. It remained 'in-house' under the assumption that it would be closed and redeveloped during the contract period.
- 3.5 The redevelopment subsequently did not take place and the management of the King Alfred Leisure Centre remained 'in-house'. A condition survey of the buildings and plant was undertaken in October 2008 which highlighted a series of urgent works and £1.5 million was invested to ensure the building remained operational in the short-term. A further £0.75 million has also been made available for improvement works.
- 3.6 During the current contract period there have been significant increases in the cost of utilities and this is likely to be reflected in the tender submissions. Brighton & Hove Albion moving from Withdean Sports Complex to the new stadium at Falmer in July 2011 will also have a detrimental effect upon the contract fee. Recent years have seen social enterprise trusts emerge strongly within the sports facilities management market as a result of their ability to claim relief from business rates and VAT. The potential increases to the contract fee may therefore be balanced in the event that the preferred operator has social enterprise trust status.

4.0 SOFT MARKET TESTING

- 4.1 The council has carried out soft market testing with four management operators in order to learn more about the current market and to gauge opinion on the following key elements of the future contract:

Length of contract

- 4.2 Whilst there are no specific minimum or maximum terms of contract, operators are generally working on contracts of between five and fifteen years. Many local authorities require capital investment in their facilities and the length of contract will often determine how much the operator is prepared to invest. A longer contract is likely to attract more capital investment because the operator is more likely to see a return on this investment. This is borne out through recent experience with the golf courses contract which is a ten year contract (with the option to extend for two further years.)

- 4.3 Further research has shown that a number of local sports facilities management contracts have been let for periods of ten years or more. Both Crawley BC and Portsmouth City Council have recently let contracts for a period of ten years and Guildford BC are currently undertaking a procurement process for a ten year contract with the option to extend for a further four years. Southampton City Council has recently awarded a fifteen year contract to operate its leisure facilities.

King Alfred Leisure Centre

- 4.4 The contacted operators were asked their opinion on including the King Alfred Leisure Centre within the contract. All of them suggested that this facility should be included, in order to provide a co-ordinated approach to leisure provision across the city. The current mix of contracted and 'in-house' provision is fragmented and does not allow for consistency of pricing and service levels across the sites.
- 4.5 If the King Alfred Leisure Centre was to be included, then the contract would need to be structured in such a way to allow it to be removed if it is closed for redevelopment or as a result of serious maintenance problems. Given the age and condition of the facility, careful consideration would also need to be given to maintenance responsibilities, in order to ensure both the council and the operator are very clear on liabilities and the associated levels of risk involved with them.
- 4.6 These issues could be addressed within the contract by including the King Alfred Leisure Centre as a 'non-core' facility with a 'break' clause inserted. This point is further explained in Part 8 of this report. The specification could have different liabilities to the rest of the contract. This approach is not uncommon amongst local authorities where the future of one or more of its facilities is uncertain and the authority wishes to retain some flexibility to the provision.
- 4.7 The option to include the King Alfred Leisure Centre within the management contract would therefore not inhibit or delay the council's ability to progress the future redevelopment of the facility.
- 4.8 The operators advised that they would be prepared to invest in the facilities and could all demonstrate a good record of investment at other authorities. The extent that they would be willing to invest is dependant upon the length of contract, as detailed above.
- 4.9 Based on the soft market testing research, this report recommends that the council prepares the tender documentation based on a ten year contract (with an option to extend for a further period of up to five years.) This length of contract is likely to attract more capital investment into the facilities, thereby improving the service to customers and increasing participation.

4.10 The report also recommends that the King Alfred Leisure Centre is included within the tender process and that potential operators are requested to provide a separately priced proposal for this. The council would then be in a position to assess whether it should form part of the contract once the bids have been submitted.

5. TRANSFER of UNDERTAKINGS (Protection of Employment) REGULATIONS 2006

5.1 There are 34 staff at the King Alfred Leisure Centre who are currently employed under contract by the council and would therefore be affected by a potential change in management arrangements. Under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (“TUPE”) their terms and conditions of employment would remain the same following any transfer to a new operator and the process would be managed in accordance with the council’s Organisation Change Management Framework.

5.2 Potential operators will be required to demonstrate experience of TUPE transfers and understand the procedures involved.

6. TIMESCALES

6.1 An indicative procurement timetable is as follows:

Actions	Dates
Cabinet Member Approval	June 2010
Issue and Evaluate Pre Qualifying Questionnaire	June/July 2010
Scrutiny consultation/workshop	July 2010
Issue Invitation to Tender	Aug 2010
Evaluate Tender Proposals	Oct 2010
Cabinet Approval and Award of Contract	Dec 2010
Commencement Date of Contract	April 2011

7. CONSULTATION

7.1 Consultation with staff affected by the potential change in management arrangements at the King Alfred Leisure Centre is scheduled to start in June following an initial meeting with the unions.

7.2 A full timetable of consultation sessions is to be produced to ensure staff are fully briefed throughout the process and a ‘Frequently Asked Questions’ paper will be provided at the first session.

7.3 As with the golf course tender exercise, the Overview and Scrutiny process will be used to assist with a robust Invitation to Tender.

8. FINANCIAL & OTHER IMPLICATIONS:

8.1 Financial implications

Costs for the preparation of the tender documents are contained within the 2010/11 Leisure budget. At this stage it is not possible to identify the financial implications of retendering the sports facilities management contract. Full details of any efficiencies or pressures will be identified once the tender proposals have been received.

Finance Officer Consulted: Derek Mansfield

Date: 1 June 2010

8.2 Legal Implications:

The services referred to in this report are 'Part B' services for the purpose of EU procurement law and UK procurement Regulations, and therefore not subject to the full application of either. The Council is nevertheless required to comply with EU Treaty objectives of non-discrimination and openness in procurement, as well as comply with its obligation to seek Value for Money. It is proposed to advertise the tender in the Official Journal of the European Union ("OJEU"), which, together with other proposed tendering procedures, will help to ensure adherence to these objectives. Contracts valued in excess of £75,000 must be 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.

8.3 The council is not obliged to include the King Alfred Leisure Centre in the tender package. If it does so and during the contract term the Council decides to market the King Alfred site for redevelopment the break clause in the contract would be exercised. It is not anticipated that bidders will include redevelopment proposals within their bids, as enabling development would almost certainly be required and in such circumstances the primary element of the contract would be works as opposed to services. In other words the long term development solution for the King Alfred site will be separately procured. This point will be made clear within the tender documentation.

Lawyer Consulted: Bob Bruce

Date: 02 June 2010

8.3 Equalities Implications:

The operation of public sports facilities that are accessible to the local community is important to enable participation in sport thereby improving health and well-being.

8.4 Sustainability Implications:

The operation of public sports facilities involves high levels of energy consumption. Tenderers will therefore be asked to provide details of how

they intend to implement good practice with regard to environmental management and sustainability.

8.5 Crime & Disorder Implications:

There are no crime and disorder implications to consider.

8.6 Risk & Opportunity Management Implications:

There are TUPE implications to consider should the council decide to include the King Alfred Leisure Centre within the contract.

8.7 Corporate / Citywide Implications:

9. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 9.1 The option of not including the King Alfred Leisure Centre in the tender package has been considered and resulted in the recommended break clause mechanism, so that potential redevelopment is not prejudiced.

10. REASONS FOR REPORT RECOMMENDATIONS

- 10.1 The current contract expires at the end of this financial year and the council is not actively considering a redevelopment proposal for the King Alfred site.

SUPPORTING DOCUMENTATION

Appendices:

1. None

Documents in Member's room

1. None

Background Documents

1. None