





Brighton & Hove
City Council

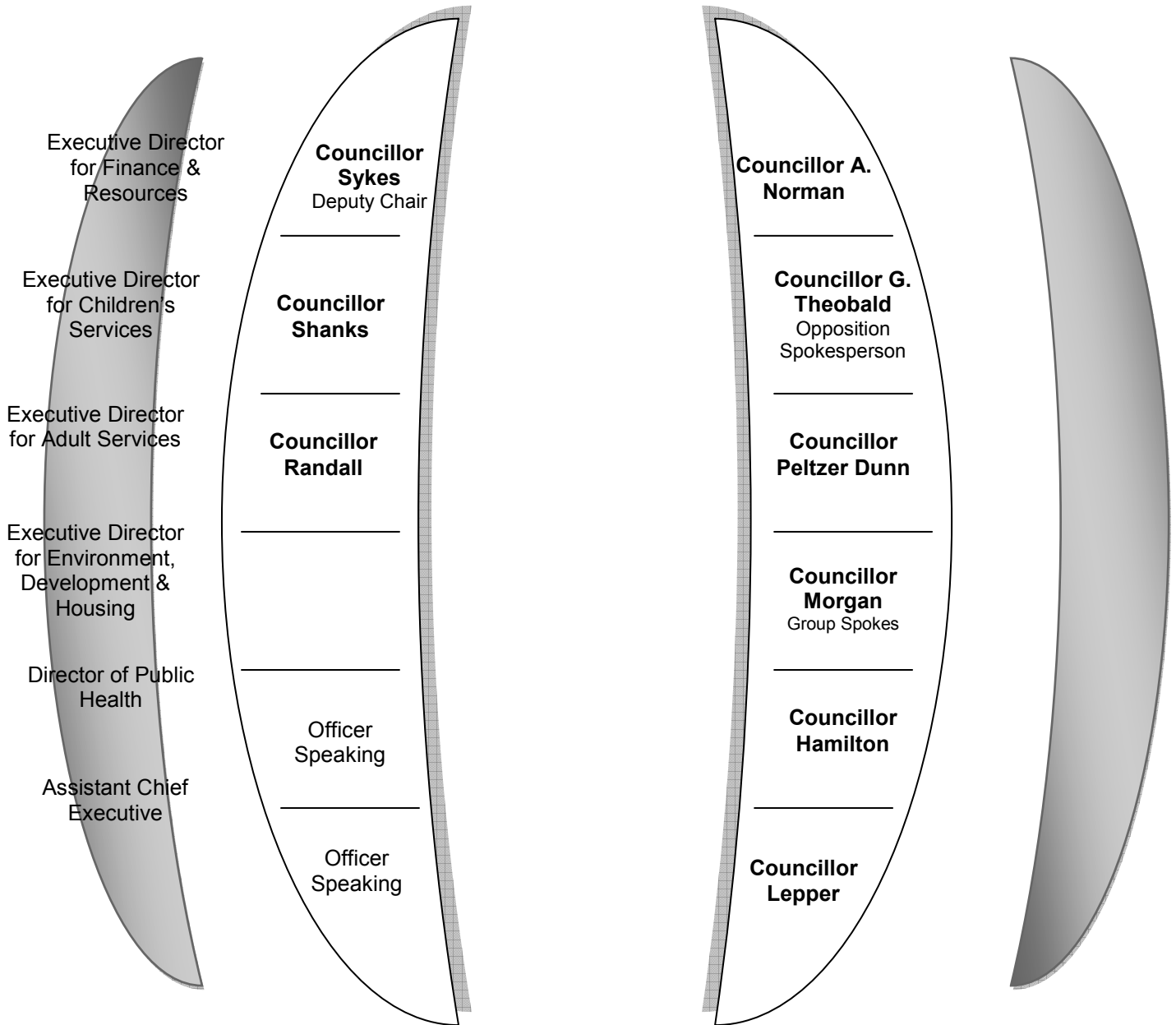
Policy & Resources Committee

Title:	Policy & Resources Committee
Date:	22 January 2015
Time:	4.00pm
Venue	Council Chamber, Hove Town Hall
Members:	Councillors: J Kitcat (Chair), Sykes (Deputy Chair), G Theobald (Opposition Spokesperson), Morgan (Group Spokesperson), Hamilton, Lepper, A Norman, Peltzer Dunn, Randall and Shanks
Contact:	Ross Keatley Acting Democratic Services Manager 01273 291064 ross.keatley@brighton-hove.gov.uk

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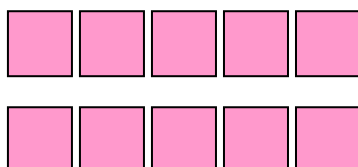
Democratic Services: Policy & Resources Committee

Monitoring Officer	Councillor J. Kitcat Chair	Chief Executive	Democratic Services Manager
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Public Speaker	Councillor Speaking
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Public Seating



Press

AGENDA

PROCEDURAL MATTERS

111 PROCEDURAL BUSINESS

(a) **Declaration of Substitutes:** Where Councillors are unable to attend a meeting, a substitute Member from the same Political Group may attend, speak and vote in their place for that meeting.

(b) **Declarations of Interest:**

- (a) Disclosable pecuniary interests;
- (b) Any other interests required to be registered under the local code;
- (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare

- (i) the item on the agenda the interest relates to;
- (ii) the nature of the interest; and
- (iii) whether it is a disclosable pecuniary interest or some other interest.

If unsure, Members should seek advice from the committee lawyer or administrator preferably before the meeting.

(c) **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 Two of the Agenda states in its heading 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 exempt categories is available for public inspection at Brighton and Hove Town Halls.

112 MINUTES

1 - 24

To consider the minutes of the ordinary meeting held on 4 December 2014 and the special meeting held on 16 December 2014 (copies attached).

Contact Officer: Ross Keatley

Tel: 29-1064

113 CHAIR'S COMMUNICATIONS

114 CALL OVER

- (a) Items (117 - 129) will be read out at the meeting and Members invited to reserve the items for consideration.
- (b) Those items not reserved will be taken as having been received and the reports' recommendations agreed.

GENERAL MATTERS

115 PUBLIC INVOLVEMENT

To consider the following matters raised by members of the public:

- (a) **Petitions:** to receive any petitions presented by members of the public to the full Council or as notified for presentation at the meeting by the due of 15 January 2015;
- (b) **Written Questions:** to receive any questions submitted by the due date of 12 noon on the 15 January 2015;
- (c) **Deputations:** to receive any deputations submitted by the due date of 12 noon on the 15 January 2015.

116 MEMBER INVOLVEMENT

25 - 26

To consider the following matters raised by councillors:

- (d) **Notices of Motion:** to consider any Notices of Motion referred from Council or submitted directly to the Committee.

Making Best Use of Youth Service Funding – Notice of Motion from the Conservative Group

FINANCIAL MATTERS

117 COUNCIL TAX BASE 2015/16

27 - 42

Report of the Interim Executive Director for Finance & Resources (copy attached).

Contact Officer: Heather Bentley

Tel: 29-1244

Ward Affected: All Wards

POLICY & RESOURCES COMMITTEE

118 BUSINESS RATES RETENTION FORECAST 2015/16 43 - 62

Report of the Interim Executive Director for Finance & Resources (copy attached).

Contact Officer: James Hengeveld

Tel: 29-1242

Ward Affected: All Wards

STRATEGIC & POLICY MATTERS

119 SUSTAINING THE STRONGER FAMILIES STRONGER COMMUNITIES PROGRAMME IN 2015/16 63 - 74

Report of the Executive Director for Children's Services (copy attached).

Contact Officer: Sarah Colombo

Tel: 29-4218

Ward Affected: All Wards

120 STREET LIGHTING INFRASTRUCTURE INVESTMENT OPTIONS BUSINESS CASE 75 - 80

Report of the Executive Director for Environment, Development & Housing (copy attached).

Contact Officer: Gill Packham

Tel: 29-1202

Ward Affected: All Wards

121 HOUSING RELATED SUPPORT COMMISSIONING PLAN 81 - 90

Report of the Executive Director for Adult Services (copy attached).

Contact Officer: Richard Denyer-Bewick

Tel: 01273296370

Ward Affected: All Wards

REGENERATION & PROPERTY MATTERS

122 NEW HOMES FOR NEIGHBOURHOODS - KENSINGTON STREET - FINAL SCHEME APPROVAL 91 - 116

Extract from the proceedings of the Housing Committee meeting held on 14 January 2015 (to follow) together with a report of the Executive Director for Environment, Development & Housing (copy attached).

Contact Officer: Jaine Jolly

Tel: 01273 290356

Ward Affected: St Peter's & North Laine

123 ROYAL PAVILION ESTATE CAPITAL PROJECT 117 - 130

Joint report of the Assistant Chief Executive and the Interim Executive Director for Finance & Resource (copy attached).

Contact Officer: Richard Davies

Tel: 296825

Ward Affected: All Wards

POLICY & RESOURCES COMMITTEE

CONTRACTUAL MATTERS

124 DEVELOPING DOMESTIC VIOLENCE AND SEXUAL VIOLENCE SPECIALIST SERVICES FOR 2015/16 ONWARDS 131 - 142

Report of the Director of Public Health (copy attached).

Contact Officer: Linda Beanlands

Tel: 29-1115

Ward Affected: All Wards

GENERAL MATTERS

125 PARTIAL REVIEW OF POLLING PLACES 143 - 150

Report of the Chief Executive (copy attached).

Contact Officer: Claire Wardle

Tel: 29-1997

Ward Affected: Central Hove; Goldsmid; Wish

126 COMMITTEE TIME TABLE 2015-16 151 - 166

Report of Head of Law & Monitoring Officer (copy attached).

Contact Officer: Mark Wall

Tel: 29-1006

Ward Affected: All Wards

127 RESPONSE TO THE SEAFRONT INFRASTRUCTURE SCRUTINY PANEL RECOMMENDATIONS 167 - 298

Joint report of the Assistant Chief Executive and the Executive Director for Environment, Development & Housing (copy attached).

Contact Officer: Ian Shurrock

Tel: 29-2084

128 ITEMS REFERRED FOR COUNCIL

To consider items to be submitted to the 29 January 2015 Council meeting for information.

In accordance with Procedure Rule 24.3a, the Committee may determine that any item is to be included in its report to Council. In addition, each Group may specify one further item to be included by notifying the Chief Executive no later than 10.00am on 14 January 2015 (the eighth working day before the Council meeting to which the report is to be made), or if the Committee meeting takes place after this deadline, immediately at the conclusion of the Committee meeting.

POLICY & RESOURCES COMMITTEE

PART TWO

STRATEGIC & POLICY MATTERS

129 HOUSING RELATED SUPPORT COMMISSIONING PLAN - EXEMPT CATEGORY 3 299 - 308

Appendix 1 to the report of the Executive Director for Adult Services, listed as item 121 on the agenda (circulated to Members only).

Contact Officer: Richard Denyer-Bewick Tel: 01273 296370
Ward Affected: All Wards

PROCEDURAL MATTERS

130 PART TWO MINUTES - EXEMPT CATEGORY 3 309 - 310

To consider the part two minutes of the special meeting held on 16 December 2014.

Contact Officer: Mark Wall Tel: 29-1006

131 PART TWO PROCEEDINGS

To consider whether the items listed in Part Two of the agenda and decisions thereon should remain exempt from disclosure to the press and public.

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 and deputations to committees and details of how questions and deputations 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.

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For further details and general enquiries about this meeting contact Ross Keatley, (01273 291064, email ross.keatley@brighton-hove.gov.uk) or email democratic.services@brighton-hove.gov.uk

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Date of Publication - Wednesday, 14 January 2015

BRIGHTON & HOVE CITY COUNCIL

POLICY & RESOURCES COMMITTEE

4.00pm 4 DECEMBER 2014

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors J Kitcat (Chair), Sykes (Deputy Chair), G Theobald (Opposition Spokesperson), Morgan (Group Spokesperson), Lepper, A Norman, Peltzer Dunn, Randall, Robins and Shanks

PART ONE

83 PROCEDURAL BUSINESS

(a) Declarations of Substitutes

83.1 Councillor Robins was present in substitution for Councillor Hamilton.

(b) Declarations of Interest

83.2 Both Councillors Shanks and Peltzer Dunn declared an interest in respect of Item 92 Council Tax Empty Property Discounts 2015/16 as they both owned property which they rented out.

(c) Exclusion of Press and Public

83.3 The Chair noted that there were no items listed in Part 2 on the agenda.

84 MINUTES

84.1 The minute of the meeting held on 16 October 2014, and the minutes of the special meeting held on 17 November 2014 were approved as a correct record of the proceedings and signed by the Chair.

85 CHAIR'S COMMUNICATIONS

85.1 The Chair gave the following Communications:

"Today's meeting will be web cast live and will be capable of repeated viewing.

There will be a change to the ordering of the agenda and Item 98 Hostels & Homeless Provision will be taken as the first report together with the associated public and Member items.

I would like to welcome you all to our penultimate P&R of 2014. Much has happened over the last year, much hard work has been done, many tough decisions taken and a lot has been achieved by this council and the city and some of these achievements have been since our last meeting so I would just like to fill you in on some of those. Firstly I would like to thank all those involved in organising the many services around the city for Remembrance Sunday last month. It is always a huge undertaking and it was carried off splendidly and certainly did our service men and women proud. So thank you to all those involved for your hard work.

Congratulations to John and Mark Gapper at Stanmer Nursery and all the volunteers for their work in creating butterfly havens around the city over the last seven years and winning the 'Promotion of Lepidoptera Conservation Award'. Their wonderful work has been helping to bring some of the smaller wildlife of the Downs into our city for us all to enjoy.

Well done to everyone at SoundCity, Brighton and Hove's musical education hub, for winning a Diploma of Merit from the National Music Council for their fine work in inspiring the children and young people of the city into music and providing valuable opportunities for them through artistic programming across Brighton and Hove.

Congratulations to the team at Brighton Housing Trust and QED Property for winning 'Innovation of The Year' at the 24housing Awards for their work in creating the container homes at Richardson's Yard. The housing problem in the UK will not go away without us all embracing inventive ways to tackle it and this project has been a fine example of how we can succeed in doing just that.

And lastly, as we are heading into the festive season and there are only limited shopping days left until the big day, I would like to remind everyone that we will be marking Small Business Saturday this weekend with a series of events across the city to promote our independent businesses. There will also be free parking available at a number of our car parks. I urge everyone to enjoy what the day has to offer and support our city's businesses by buying local this Christmas."

86 CALL OVER

86.1 The Following items were reserved for discussion:

- Item 89 Draft Brighton & Hove City Council Corporate Plan 2015-19
- Item 90 Budget Update and Savings 2015/16
- Item 91 Council Tax Reduction Review
- Item 93 Targeted Budget Management (TBM) 2014/15 – Month 7
- Item 95 Corporate Property Strategy & Asset Management Plan 2014-2018
- Item 97 New Homes for Neighbourhoods – Developing New Homes on General Fund Sites
- Item 98 Hostels & Homeless Provision

- 87.1 The Acting Democratic Services Manager confirmed that the items listed above had been reserved for discussion, and that the following reports of the agenda, with the recommendation therein, had been approved and adopted:

Item 92 Council Tax Empty Property Discounts 2015/16
Item 94 Treasury Management Policy Statement 2014/15 (Mid Year Report)
Item 96 2014-15 – 6 Month Performance Update
Item 99 Traffic Signal & Control Equipment Contract
Item 100 Annual Surveillance Report 2014

87 PUBLIC INVOLVEMENT

- 87.1 The Chair noted that there was one petition, as listed in the agenda papers, from Mr David Walker concerning Local Taxation.
- 87.2 Councillor Sykes stated that he was view the content of the petition had merit, and moved that a full Officer report be bought to a future meeting on this topic.
- 87.3 Councillor Randall seconded the proposal.
- 87.4 The Chair then put the proposal to the vote, and this was **carried**.
- 87.5 **RESOLVED** – That the Committee calls for an Officer report on the matter to give consideration to a range of options.
- 87.6 Item 87 (c) Deputation from Mr Cameron concerning Homeless Policy was considered with Item 98 and is detailed at minute Item 98.
- 87.7 The Chair noted that no other petitions, public questions or deputations had been received for the meeting.

88 MEMBER INVOLVEMENT

- 88.1 The Chair noted that there was one petition referred from Council on 23 October that had been submitted by Councillor Duncan in relation to Palestine. The Chair provided the following response to the petition:

“This petition was presented by Councillor Duncan at the Council meeting on 23 October 2014.

Members may be aware that we received a similar proposed petition and notice of motion on this issue during the Gaza conflict. These were not accepted because:

The issue of the Gaza conflict was primarily a matter concerning international relations, which is the responsibility of national government rather than local authorities like Brighton & Hove;

The Council’s constitution provides: “Every motion shall be relevant to some matter in relation to which the Council has powers or duties or which affects the authority, the area of Brighton & Hove and/or its inhabitants.” The proposed notice of motion did not

satisfy this requirement. This requirement is reinforced in the Council's guidance to Notices of Motion;

There is a statutory limitation on taking non-commercial considerations into account in the awarding of contracts; and

Most importantly, the Council has a duty to promote good community relations. Given polarity of views and the strength of opinion held by members of the community on both sides, debating the motion at a time when tensions were already high due to the conflict in Gaza would not have been conducive to promoting good community relations.

That was some 3 months ago. Since then the conflict in Gaza has subsided or at least it is not as live as it was when the original petition and notice of motion was presented. This petition was also presented at Full Council with no prior notice of its exact contents. It would have been unusual to disallow a petition after it after it has been presented. It is for these reasons that the Council agreed to accept this petition and include it on the agenda for this committee.

However, the reasons I mentioned above regarding matters relating to international relations, the restriction on taking non-commercial considerations into account and the need to promote good community relations are still relevant. Taking those considerations into account, I propose that we simply note the petition."

88.2 **RESOLVED** – That the Committee agree to note the petition.

88.3 Councillor Peltzer Dunn asked that his decision to not take part in the vote on the matter be recorded as he was of the view the consideration of the petition was not allowed under the Council's Constitution.

88.4 Item 87 (a) (ii) Petition from Councillor A. Kitcat concerning the West Pier Project was considered with Item 98 and is detailed at minute Item 98.

88.5 The Chair noted that no other petitions, written questions, letters or notices of motion had been received for the meeting.

89 **DRAFT BRIGHTON & HOVE CITY COUNCIL CORPORATE PLAN 2015-19**

89.1 The Committee considered a report of the Chief Executive in relation to the Draft Brighton & Hove City Council Corporate Plan 2015-19 and Medium Term Financial Strategy. The corporate plan was part of the Council's Policy Framework, and the draft Corporate Plan 2015-19 set the overall direction for the Council over the coming four years. The document also set the vision, principles and priorities which were shared with Brighton & Hove connected – the city's public community and private sector partnership. The Medium Term Financial Strategy (MTFS) had been developed alongside the corporate plan; this aligned principles and priorities with strategic investment in Council services. Both documents were produced to address the severe financial challenges facing the Council and how these would be met through service modernisation and prioritisation.

- 89.2 Councillor Sykes stated that this was an excellent piece of work that also addressed the political uncertainty associated with the 2015 Local Election. The plan related appropriately to the funding challenge all local authorities faced. He added that the outlook for both Adult and Children's services remained difficult, but hoped the document would receive cross-party support.
- 89.3 Councillor Morgan welcomed the work that had been put into the Plan, and felt it captured the challenges faced by the organisation.
- 89.4 Councillor G. Theobald noted that he agreed with some of the comments made by the Chief Executive in her introduction; however, he felt that the assumed increase in Council Tax, outlined in the Plan, was at odds with the position of the Administration in the budget preparation for 2015/16. He went on to state that there should be reference in the plan to working with the independent sector – which he felt was a valid option for the organisation, and that the Council could learn more lessons from things that other authorities were doing.
- 89.5 The Chair stated that he hoped all political parties could support the document.
- 89.6 The Chair then put the recommendation to the vote.
- 89.7 **RESOLVED** – That the Committee:
- (i) Approve the draft Corporate Plan 2015-19 and draft Medium Term Financial Strategy; and
 - (ii) Direct that the final version of the Corporate Plan 2015-19 and Medium Term Financial Strategy be referred back to Policy & Resources Committee after Budget Council in February 2015, for consideration.
 - (iii) At its meeting on 19 March 2015 approve the final version of the Medium Term Financial Strategy; and refer the final version of the Corporate Plan 2015-19 to Council for approval.

90 BUDGET UPDATE AND SAVINGS 2015/16

- 90.1 The Committee considered a report of the Executive Director for Finance & Resources in relation to the Budget Update and Savings 2015/16. The report set out the draft budget proposals for 2015/16; the proposals were made in the context of a very challenging financial position with an estimated £102m savings required by 2019/20. The proposals were a balanced package of efficiency measures and Value for Money improvements, including income generation, as well as service redesign, re-commissioning and de-commissioning decisions. As the Committee had been unable to agree the recommended Council Tax level in July, for planning purposes, the report set out all options ranging from a Council Tax freeze to a rise that would trigger a referendum.
- 90.2 Councillor Sykes thanked Officers for the huge amount of work that had been undertaken, and added that most other local authorities were in a similar situation. Local government had been forced to take on a disproportionate amount of the cuts

imposed by Central Government. The scope for further efficiency savings was questioned, and the proposed 5.9% Council Tax increase would give some protection for services. Councillor Sykes made reference to a consultation in which 60% of those that responded favoured a Council Tax rise were it was justified. It was also clarified that there were still further proposals to come forward.

- 90.3 Councillor G. Theobald stated that the difficult choices outlined in the report were the result of the Administration being unwilling to take difficult decisions. Other Local Authorities nationally had been changing how they provided services; creating greater value for money and looking at more shared services. He was of the view that these options had not been seriously explored by the Administration as they were ideologically committed to state-run services. Greater levels of savings were required than those outlined in the report, and these could only be delivered through strong political leadership. Councillor G. Theobald concluded that it would be the position of the Conservative Group to abstain from the vote.
- 90.4 Councillor Morgan stated that Local Government was facing 40% cuts – far higher than other areas of the public sector, and he noted that other Conservative controlled authorities had been openly critical of the position of Central Government, and he noted that the Labour Group had called for reviews of services over the last few years. The position of the Group would be to support a threshold increase in Council Tax, and they did not support the holding of a referendum with the associated costs that it would involve. The Group would be reserving its position until the full budget was published in 2015.
- 90.5 Councillor Shanks noted that this was not the position the Administration wished to be in, but the national direction of travel was unlikely to change regardless of the outcome of the 2015 General Election. The proposed 5.9% increase would not be a full solution, but would serve to protect some services.
- 90.6 Councillor A. Norman noted that some central services were being asked to make much smaller levels of savings, and made example of the Communications Service whilst noting that the Able & Willing Service was being asked to save a much greater amount. In response the Chair clarified that the Able and Willing Service was working towards financial independence from the authority – as previously agreed, and the Communications Service was being protected to ensure that the authority could change the relationship with residents and service users which was currently challenging. He also added that there were currently 70 shared service projects, and drew example of recent decisions made by the Committee, and noted the challenge the Administration had faced when they took office.
- 90.7 The Chair then put the recommendations to the vote.
- 90.8 **RESOLVED:** That the Committee:
- (1) Notes the updated forecasts for resources and expenditure for 2015/16 and an estimated budget savings requirement for 2015/16 based on a range of council tax propositions.

- (2) Notes the approach taken to identifying savings in the context of the council's draft Corporate Plan and Medium Term Financial Strategy.
- (3) Notes the detailed proposals for savings in 2015/16 based on a council tax increase of 5.9%, which would trigger a referendum in accordance with Chapter IVZA of the Local Government Finance Act 1992 and associated regulations ("the Referendum Budget").
- (4) Notes options for further savings that could form part of the "Substitute Budget" that would be required in addition to the proposals at 2.3 or alternatively to support a budget based on a threshold rise in the council tax (the "Threshold Budget") or a council tax freeze (the "Freeze Budget").
- (5) Directs that all of the savings proposals be subject to further consultation, engagement and scrutiny alongside the draft Corporate Plan and Medium Term Financial Strategy.
- (6) Notes the indicative allocations of one-off resources for 2015/16 set out in table 1 subject to the identification of sufficient further one-off resources to fund the proposed allocations.
- (7) Notes the update on the HRA budget set out in paragraphs 3.31 to 3.34.
- (8) Notes the Capital Investment Programme update set out in paragraphs 3.35 to 3.36.

91 COUNCIL TAX REDUCTION REVIEW

- 91.1 The Committee considered a report of the Executive Director for Finance & Resources in relation to the Council Tax Reduction Review. The Council had introduced a local Council Tax Reduction (CTR) scheme from April 2013 as a result of national changes localising the previous Council Tax Benefits system. Under legislation the CTR scheme had to be reviewed each year, and the report set out this review and the resulting recommendations. The report proposed no change to the existing 8.5% level, but gave options for other variants.
- 91.2 Councillor Sykes thanked Officers for the report, and also those that had contributed to the consultation. He referenced the proposed amendment from the Labour & Co-Operative Group and stated that it would increase inequality within the city, and impact on some of the poorest residents. He stated that maintaining the current level of Council Tax would prevent additional costs for the Council in other areas caused by increasing the Council Tax burden.
- 91.3 Councillor Morgan proposed the amendment on behalf of the Labour & Co-Operative Group and stated that the amendment was a response to the decision of Central Government to give responsibility for this area to Local Government without sufficient funds to undertake the work. The amendment would provide a small and affordable amount, and still keep the authority in the top 12 of unitary authorities nationally in terms of support to low income families. The amendment would also provide additional support for disabled people and those that were carers, and the scheme would be one

of the subjects of the 'fairness commission' that a future Labour administration would set up. Councillor Morgan added that there should have been greater discussion around this issue with Opposition Parties to gain greater cross-party support.

- 91.4 Councillor Robins seconded the amendment.
- 91.5 The Chair noted his disagreement with the points raised by Councillor Morgan, and highlighted that the CTR Scheme had to be set this month – ahead of the formal budget. It was the view of the Administration that the burden should not be placed on the poorest, and the proposed 5.9% increase to Council Tax was considered to be the most progressive approach in terms of the increasingly difficult financial position.
- 91.6 Councillor Robins added that the very poorest in the city could often be individuals that worked full time, and an increase above the threshold in Council Tax would have an impact on them.
- 91.7 In response to Councillor A. Norman the Executive Director for Finance & Resources explained that there were options around limiting the award of CTR by Council Tax band, but it was felt this would be unworkable given the profile of houses in the city, and instead having a minimum contribution was the preferred option. There had also been no feedback to change this aspect of the scheme.
- 91.8 Councillor Randall stated that he shared the concerns expressed by Councillor Robins in relation to the working poor. He noted that 172 employers in the city were now signed up to pay the 'living wage', and he hoped to begin another drive to increase these numbers.
- 91.9 The Chair then put the proposed amendment from the Labour & Co-Operative Group to the vote. The amendment was **not carried**.
- 91.10 The Chair then put the substantive recommendations to the vote.
- 91.11 **RESOLVED:** That the Committee:
- (1) Note that the council undertook informal and formal consultation as a part of this review and that as a part of the formal consultation a draft scheme was published and people were invited to give their views on that draft scheme.
 - (2) Note the outcome of that consultation as set out in section 5
 - (3) Note that an Equality Impact Assessment (EIA) has been undertaken on the proposed changes in the draft scheme (appendix 1) which has been summarised in section 7
 - (4) Notes that the Executive Director Finance & Resources will, prior to 1st April 2015, exercise her delegated powers to increase the appropriate calculative elements of the scheme, to give effect to national changes.

RESOLVED TO RECOMMEND

- (5) That Policy & Resources Committee recommends to Council that:
- (a) That the changes set out in section 3.17 are made to The Council Tax Reduction Scheme (Persons who are not Pensioners) (Brighton & Hove City Council) 2013 to take effect from 1st April 2015.
 - (b) Council note the consequence of the decision in 2.5.1 will mean the option to generate £1.7million through a more widely revised scheme included within the savings proposals elsewhere on this agenda cannot form part of the package for setting the 2015/16 budget and therefore alternative savings proposals will need to be identified. There is no further opportunity to revisit this scheme to support setting the 2015/16 budget.

92 COUNCIL TAX EMPTY PROPERTY DISCOUNTS 2015/16

92.1 RESOLVED TO RECOMMEND: That the Committee recommends that Council -

- (1) Approves the reduction of the Class C (empty and unfurnished) Council Tax discount to zero (i.e. full withdrawal) with effect from 1 April 2015.
- (2) Approves the reduction of the Class D (uninhabitable) Council Tax discount to zero (i.e. full withdrawal) with effect 1 from April 2015.
- (3) Approves a discretionary Council Tax 4-week discount to cover exceptional circumstances.
- (4) Agree appendix 1 which sets out the formal determinations and decisions for the financial year commencing 1 April 2015 and in subsequent financial years.
- (5) Grants delegated authority to the Executive Director of Finance & Resources to take all appropriate steps to implement and administer the recommendations in 2.1 - 2.3, including the publishing of any related data or information in accordance with statutory requirements.

93 TARGETED BUDGET MANAGEMENT (TBM) 2014/15 MONTH 7

93.1 The Committee considered a report of the Executive Director for Finance & Resources in relation to Targeted Budget Management (TBM) 2014/15 – Month 7. TBM was a key component of the Council's overall performance monitoring and control framework; the report set out the forecast outturn position (Month 7) on the Council's revenue and capital budget for the financial year 2014/15. Month 7 showed an improvement to the position overall at just past the mid-point in the year, but there remained significant pressures and forecast risks to manage across the General Fund Revenue Budget.

93.2 In response to Councillor Sykes the Executive Director for Children's Services explained that the underspend in the Dedicated Schools Grant related to the schools themselves and the early years fund. Where schools had underspends that were greater than reasonable there was a mechanism to challenge this, and even withdraw funds if the local authority considered this necessary. Councillor Shanks added that this was considered by the Schools Forum and there was also a role for school

governors in challenging budgets. In relation to GCSE performance it was noted that whilst there was some disappointment with the performance this year; the primary school attainment had been very strong.

- 93.3 In response to Councillor A. Norman the Chair explained that close work was being undertaken with health partners to progress work in relation to the Better Care Fund, and Councillor A. Norman noted that the new governance arrangements for the Health & Wellbeing Board allowed for cross-party work with health partners for the advantage of residents.
- 93.4 In response to further questions from Councillor A. Norman the Executive Director for Finance & Resources explained that the review of trade union facility time had been started, and this would include mapping out the costs of the work place reps. The deduction for strike pay would be forecast into budget holders' TBM forecast so the funds could not be spent elsewhere. The uncertain elements of the VFM programme were a reflection of the challenges in managing the demand of services in both Adult and Children's Services.
- 93.5 The Executive Director for Environment, Development & Housing responded to Councillor A. Norman that staff sickness in City Clean was being closely monitored; where the service would be directly affected it could be necessary to use temporary agency staff. One of the key issues in the City Clean service redesign would be to strengthen the local management team and build confidence with the workforce. It would also be important to make it clear that sickness imposed additional costs to the service, and the intention of the service redesign was to create the right motivation with staff to reduce sickness. In relation to the Horsdean site; the water drainage had been a requirement from the Environment Agency; the solution should be available in the new year, and there was a condition in the planning consent to consult with the local amenity society.
- 93.6 The Chair then put the recommendations to the vote.
- 93.7 **RESOLVED:**
- (1) That the Committee note the forecast outturn position for the General Fund, which is an overspend of £4.368m. This consists of £4.052m on council controlled budgets and £0.316m on the council's share of the NHS managed Section 75 services.
 - (2) That the Committee note that there is a further £1.890m of as yet unallocated risk provision that could be used to mitigate against this overspend.
 - (3) That the Committee note the forecast outturn for the Housing Revenue Account (HRA), which is an underspend of £0.156m.
 - (4) That the Committee note the forecast outturn position for the Dedicated Schools Grant which is an underspend of £1.115m
 - (5) That the Committee note the forecast outturn position on the capital programme.

- (6) That the Committee approve the capital programme variations and reprofiles in Appendix 3 and new capital schemes in Appendix 4.

94 TREASURY MANAGEMENT POLICY STATEMENT 2014/15 (MID YEAR REPORT)

94.1 RESOLVED:

- (1) That Policy & Resources Committee endorses the key actions taken during the first half of 2014/15 to meet the treasury management policy statement and practices (including the investment strategy) as set out in this report.
- (2) That Policy & Resources Committee notes that the approved maximum indicator for investment risk of 0.05% has been adhered to and the authorised limit and operational boundary have not been exceeded in the first half of the year.

95 CORPORATE PROPERTY STRATEGY & ASSET MANAGEMENT PLAN 2014-2018

95.1 The Committee considered a report of the Executive Director for Finance & Resources in relation to the Corporate Property Strategy & Asset Management Plan (AMP) 2014/2018. The report sought approval for the Council's refreshed AMP; the document set out the property context for the city and the Council's holdings linking these to the Council's corporate priorities and strategic goals. It provided a strategic overview of the Council's property assets and the systems, processes and policies in place or being progressed to manage and maintain them. It also provided a framework for challenging and reviewing the reasons for continuing to hold Council assets.

95.2 Councillor Sykes welcomed this as an excellent report, and it served as a reminder of the fortunate position of the Council in terms of the size of its property portfolio, and the excellent value for money service the in-house team provided.

95.3 Councillor Peltzer Dunn welcomed the report and the detail of knowledge that Officers had in this area. In response to a query in relation to the level of return the Chair clarified that the strategy was clear there were some areas to exit to allow for reinvestment in others with better returns.

95.4 The Chair put the recommendations to the vote.

95.5 **RESOLVED** – That the Committee approve the Corporate Property Strategy & Asset Management Plan (AMP) 2014-2018 as set out in Appendix 1 of this report.

96 2014-15 - 6 MONTH PERFORMANCE UPDATE

96.1 **RESOLVED** – That the Committee:

- (1) Note areas of highlighted performance and endorse the improvement actions detailed in Appendix 2.
- (2) Support and challenge lead officers across the council to continually improve performance and tackle issues of concern highlighted in the report.

97 NEW HOMES FOR NEIGHBOURHOODS - DEVELOPING NEW HOMES ON GENERAL FUND SITES

- 97.1 The Committee considered a report of the Executive Director for Environment, Development & Housing in relation to New Homes for Neighbourhoods – Development of New Homes on General Fund Land. The report included the findings of two business case studies of potential development sites on General Fund land for the programme, and sought approval for agreement in principle for the transfer of these sites to the HRA and their development for new housing through the Council's Sustainable Futures strategic construction partnership. The report also requested the transfer of the car parking site at Frederick Street to the HRA.
- 97.2 Councillor Randall thanked the other Members on the Estates Regeneration Board, and noted that the two sites in Whitehawk had been the largest the Board had considered so far; Councillor Randall thanked the Officers for the work they had undertaken. Similar work was being undertaken by other local authorities, and it was important the Council used all of its land assets to their full potential.
- 97.3 Councillor Morgan noted that it was important that schemes were well thought through to give assurance to residents on estates. It was also important to ensure that contractors worked to high standards, and that all wards be considered to ensure there was a mix of tenure across the city to include private, affordable and social housing. Councillor Morgan suggested some stronger wording at paragraph 3.23 in the report to ensure more was achieved at the site.
- 97.4 Councillor Peltzer Dunn welcomed the roundtable approach of the Board with Officers, and noted how Officers had ensured the work stayed focused.
- 97.5 The Chair put the recommendations to the vote.
- 97.6 **RESOLVED** – That the Committee:
- (1) Note the initial design and viability modelling and agree in principle that each of the following sites is appropriated to the Housing Revenue Account for the development of new housing, subject to Housing and Policy & Resources Committees agreeing a further report detailing the final feasibility and design and associated financial implications:
 - (i) Former library site, Whitehawk Road, Whitehawk, Brighton and,
 - (ii) Wellsbourne site, Whitehawk Road, Whitehawk, Brighton.
 - (2) Agree that the Estate Regeneration team, in conjunction with the council's Sustainable Futures strategic construction partnership, undertake final feasibility studies, design and development of new housing on sites (i) and (ii).
 - (3) Agree to initial feasibility/viability studies, consultation, analysis and research to identify potential wider regeneration opportunities in the vicinity of site (i).
 - (4) Approve the transfer of a sum of £1.3M from the HRA to the General Fund for sites (i) and (ii) for best consideration for the land value (as detailed in paragraph

3.8-3.9) as and when the final scheme is approved by Policy & Resources and the land appropriated to the Housing Revenue Account.

- (5) Agree that the Estate Regeneration team explore opportunities and options for the delivery of new housing on the car parking site at 7-9 Frederick Street with a view to seeking agreement to appropriate the land for housing purposes if suitable housing development is subsequently agreed by Housing Committee and Policy & Resources Committee.

98 HOSTELS AND HOMELESS PROVISION

- 98.1 The Chair noted there was a deputation associated with this item from the Regency Square Area Society, and called Mr Cameron forward to present his deputation for up to five minutes.
- 98.2 Mr Cameron stated that the Society fully supported the Homeless Strategy, but felt that the West Pier Project were not achieving their objectives, and made specific reference to the report and the suitability of Regency Square for the facility. He added that many of the hoteliers were against the way the facility operated and felt it was too large. The project had no links with the community, and Mr Cameron was of the view that the facility was bad for both residents and local businesses – he also noted that Councillor A. Kitcat had submitted a petition on behalf of the local hoteliers which was also due for consideration.
- 98.3 Mr Cameron went on to state that the gardens attracted friends of the residents and problems associated with drug dealing; as well as other anti-social and criminal behaviour that had been witnessed first-hand by residents and business owners. He added that the additional 5 years proposed in the report was 'worrying', and felt the service should not continue whilst the review was taking place. The action outlined in the appended scrutiny report demonstrated the need for urgent action, and it was requested that the Society be offered a role in the proposed review.
- 98.4 The Chair provided the following response:

"Thank you for your deputation and for highlighting your concerns about the West Pier Project. The service was recently redesigned with the model of support developed in collaboration with Sussex Partnership NHS Foundation Trust. The project separately accommodates 25 people in one part of the service and 16 people in another. The size of the hostel is by far not the largest in the city and personalised models of support are achievable in services of this size.

The Council believes that the service at West Pier Project is fit for purpose and providing a good level of support. While accepting that the premises is not 'purpose built', staff work with colleagues in our Health & Safety team and with East Sussex Fire & Rescue Service, to ensure that risk management and fire safety measures meet with current standards.

The Council work closely with colleagues in Sussex Police to manage any issues related to misuse of illegal drugs. Sussex Police are fully aware of the service's Harm

Reduction policy and the West Pier Project team have been trained to operate within the law and best practice in this approach.

We welcome the Regency Square Area Society's offer to work with us to ensure that Antisocial Behaviour is managed and minimised and in the sharing of information from hoteliers with the Council. This will help inform any review undertaken of West Pier which may be agreed, as detailed in the Hostels update report we are considering today."

- 98.5 **RESOLVED** – That the Committee agree to note the deputation.
- 98.6 The Chair noted there was a petition associated with this item from Councillor A. Kitcat.
- 98.7 **RESOLVED** – That the Committee agree to note the petition.
- 98.8 The Committee considered a report of the Executive Director for Adult Services in relation to Hostels and Homeless Provision. The report highlighted that Housing Related Support contracts for homelessness were due to end on 31 March 2015, and, as part of the plan to re-commission services, 2015/16 would be a transitional year with multiple service reviews and phased retendering processes. This would include: street outreach for people rough sleeping; hostel accommodation and floating support services. The three Council run hostel services were: Glenwood Lodge Project (GLP); New Steine Mews (NSM) and West Pier Project (WPP). GLP and WPP were leased buildings and the leases were due to expire in April and May 2015.
- 98.9 Councillor Randall noted that he agreed with some of the points raised in the deputation about the quality of the service provision at the WPP, but noted that the situation was very difficult in terms of the complexity of problems service users had. Agencies in the city worked with approximately 150 people in the street population, and he felt the city should be proud of the service offered to the homeless. Councillor Randall welcomed the review and the proposed increase in partnership working, and felt that there was value to be added by involving health partners.
- 98.10 Councillor G. Theobald stated he was disappointed that this matter had not been looked into earlier – given the uplift within the lease, and he queried if the Council's asset portfolio was being properly reviewed. He stated his preference would be to look at a three year break clause to prevent the current unsuitable arrangements continuing for another five years. He also stated that he welcomed the reference in the report to involvement from the independent sector. In response the Executive Director explained that it was her understanding a lease of less than 5 years would incur greater costs, and there would also be options to look at using the site differently if the service was moved out as result of the review work.
- 98.11 Councillor Morgan stated that he had met with Mr Cameron and shared his concerns; he added that hostel provision in the city should not be discouraging people from using the service. He noted there had been similar problems with other facilities in the past which had been improved through better management. In response to a query the intention of wording of recommendation 2.2 in the report was clarified.

98.12 In response to Councillor Shanks the Executive Director explained that the review process would take some months, and this would then be followed by a procurement exercise.

98.13 Councillor Randall made reference to the facility that Councillor Morgan had highlighted and stated that it worked very well, and was an example of good practice.

98.14 The Chair then put the recommendations to the vote.

98.15 **RESOLVED -**

- (1) That the Committee note the contents of the report and agree to continue to operate in-house hostels, while the whole system review of the supported housing Integrated Support Pathway is undertaken and future service delivery options are developed.
- (2) That the Committee agree in principle to entering into leases for Glenwood Lodge Project and West Pier Project from April / May 2015, with break clauses not exceeding five years.
- (3) That the Committee agrees to delegate authority to the Executive Director of Adult Services to negotiate and enter into new leases with premises' landlords following consultation with the Executive Directors of Environment, Development & Housing and Finance & Resources and the Monitoring Officer.

99 TRAFFIC SIGNAL & CONTROL EQUIPMENT CONTRACT

99.1 **RESOLVED** – That the Committee:

- (1) Approves the procurement of a framework agreement for the maintenance, installation and supply of traffic signal and associated control equipment for a term of 4 years.
- (2) Grants delegated authority to the Executive Director Environment Development and Housing -
 - (i) to carry out the procurement of the framework agreement referred to in 2.1 above including the award and letting of the framework agreement; and
 - (ii) to enter into any subsequent call-off contracts to the framework agreement referred to in 2.1 above should he/she consider it appropriate at the relevant time.

100 ANNUAL SURVEILLANCE REPORT 2014

100.1 **RESOLVED:**

- (1) That the Committee approve the continued use of covert surveillance an enforcement tool to prevent and detect crime and disorder investigated by its officers, providing the activity is in line with the Council's Policy and Guidance and the necessity and proportionality rules are stringently applied.

- (2) That the Committee note the surveillance activity undertaken by the authority since the report to Committee in December 2013 as set out in Appendix 2.
- (3) That the Committee approve the continued use of the Policy and Guidance document as set out in Appendix 3.

101 ITEMS REFERRED FOR COUNCIL

101.1 **RESOLVED** – That the following items be referred to the Council meeting on 11 December 2014 for information:

Item 96 - 2014-15 – 6 Month Performance Update.

The meeting concluded at 5.59pm

Signed

Chair

Dated this

day of

BRIGHTON & HOVE CITY COUNCIL

POLICY & RESOURCES COMMITTEE

10.00am 16 DECEMBER 2014

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors J Kitcat (Chair), Sykes (Deputy Chair), Morgan (Group Spokesperson), Bowden, Hamilton, Hyde, Lepper, A Norman and Randall

PART ONE

102 PROCEDURAL BUSINESS

(a) Declarations of Substitutes

102.1 Councillor Brown was present in substitution for Councillor G. Theobald; Councillor Hyde was present in substitution for Councillor Peltzer Dunn and Councillor Bowden was present in substitution for Councillor Shanks.

(b) Declarations of Interest

102.2 Councillors Morgan and A. Norman declared non-pecuniary interests in respect of Item 107 – Proposed Hotel Development on Site Adjacent to the Community Stadium as they were both season ticket holders at Brighton & Hove Albion Football Club.

(c) Exclusion of Press and Public

102.3 The Committee considered whether the press and public should be excluded from the meeting during the consideration of any of the items listed on the agenda.

102.4 **RESOLVED:** That the press and public be excluded from the meeting during consideration of the items contained in Part Two of the agenda.

103 CHAIR'S COMMUNICATIONS

103.1 The Chair gave the following communications:

“Today’s meeting will be web cast live and will be capable of repeated viewing. Welcome to this Special meeting of the Policy & Resources Committee.”

104 PUBLIC INVOLVEMENT

104.4 There were no petitions, written questions or deputations.

105 MEMBER INVOLVEMENT

105.1 There were no Member petitions, written questions, letters or notices of motion.

106 BRIGHTON WATERFRONT

106.1 The Committee considered a joint report of the Executive Director of Finance & Resources and the Executive Director for Environment, Development & Housing in relation to Brighton Waterfront. The report sought agreement for Officers to continue negotiations and feasibility work in partnership with Standard Life Investments and Venue Ventures to allow for a future integrated redevelopment of the Council owned Brighton Central site and the Kings West site. At the same time the Council owned Black Rock site would be progressed with Standard Life Investments and Venue Ventures in order to development a major new multipurpose venue at Black Rock. The Committee also received a presentation on the proposals both from Officers and representatives from Standard Life Investments (appended to the minutes).

106.2 Councillor Bowden thanked both Officers and partners for all the work undertaken up to this point; he noted that all parties were working together to find solutions, but this was not a project without dangers. The communication in relation to the project needed to be dealt with very carefully, but it seemed like the optimum moment to take the project forward. He stressed that whilst the report before the Committee was an important stage this was by no means the end of the process, but it was important that a consensus on the way forward be agreed. There were significant opportunities on the transport side of this to link both the Black Rock and the King Alfred sites.

106.3 Councillor Morgan thanked all the Officers and partners that had been involved up to this point and stated that he knew the amount of work that had already been undertaken as a member of the project board. The project provided the opportunity to secure both the tourist and shopping future of the city for decades. The project would not be without challenges, but could be instrumental in creating new revenue streams for the city. He supported the report as the first major step in this process.

106.4 Councillor Brown stated that the project was very exciting and she was pleased to be a member of the board. The extension to Churchill Square shopping centre was long needed, and it was acknowledged that the Brighton Centre required significant investment, and the King's West building adjacent did not make a positive contribution to the seafront. The Black Rock site had been derelict for many years and these proposals would benefit both the city and the wider region. It would be important to ensure that the infrastructure was right, but it was also acknowledged that there had been early consideration of the need for school places. Councillor Brown also added that she sat on the Seafront Scrutiny Panel, and that this would help to bring in the investment which was needed on the seafront. It would also be important to ensure that the buildings were of a high standard and fit for purpose.

106.5 Councillor A. Norman noted there was general consensus that the Brighton Centre needed updating, and any new venue would need to have the flexibility to attract both

concerts and conferences. The proposed site at Black Rock was appropriate, and the improvements would also be a stimulus for improvement to the Kind Alfred site in Hove. She went on to add that Park & Ride facilities would need to be a priority for any new administration after the Local Elections in May 2015. The work showed the necessity to be imaginative and ambitious, and would need cross-party support going forward.

- 106.6 Councillor Randall echoed comments made in the Officer presentation that there would be risks associated with not taking the project forward; he noted that the Brighton Centre had been overtaken in recent years by better conference venues, and the city needed to reinvent itself in this area. Councillor Randall made mention of the social housing elements of any scheme, and highlighted that the transport aspects of the scheme would provide an opportunity to address some of the city centre congestion, and be a means to reduce pollution.
- 106.7 Councillor Sykes stated that this was an exciting opportunity, but wished his concerns with the transport elements to be noted. This could also be an opportunity for a citywide bike hire scheme similar to London, and that the business continuity plans would be vital to retain bookings at the Brighton Centre.
- 106.8 Councillor Hyde noted that she agreed with the comments of others in the debate; noting that she served as a Member of the Planning Committee and that it would be very important to ensure the design of the buildings was appropriate. She appealed to the developers to consider good design very carefully.
- 106.9 Councillor Lepper stated that she found the project very exciting, and noted that the original decision to build the Brighton Centre had been a brave one, and future generations needed to take similar bold decisions for the future of the city. Councillor Lepper added that the city needed improved conference facilities, and the Black Rock site was suitable as it had been abandoned for many years. The Marina could be difficult to get to without a car, but this project could help to regenerate some of the businesses there. In terms of timescales Officers responded that it was envisaged the scheme would be in a position to submit planning applications in late 2015.
- 106.10 In response to some of the points made in the debate the Executive Director for Environment, Development & Housing stated that the project would create the opportunity to invest in the seafront, and provide greater leverage for Central Government grants. The developers were very conscious of design and of the seafront design in general.
- 106.11 Councillor Hamilton stated that the Brighton Centre had been very fit for purpose when it had been originally built, but had been overtaken by more modern venues in recent years. He welcomed the potential to attract global performers with a much larger capacity venue.
- 106.12 Councillor Bowden stated that nationally conference centres were not as profitable as concert venues; though it was acknowledged that conference centres could increase the profile of a city.

106.13 The Committee noted that information contained in Part Two listed at agenda item 109A.

106.14 The Chair then put the recommendations to the vote.

106.15 **RESOLVED:** That the Committee:

- 1) Agree the draft Heads of Terms as summarised in Appendix 1 as the way forward for ongoing negotiations with Standard Life on the basis that final Heads of Terms will be submitted to this Committee for approval in due course.
- 2) Note the key financial information as contained in paragraphs 7.1 to 7.11.
- 3) Agree that:
 - a) The current conference subvention budget is retained by the council to support conferences held within the city during any closure period and to attract conferences to the new venue once it is opened.
 - b) The income generated from the sale of the current Brighton Centre site, the rent from the venue operator, the net savings achieved on the current Brighton Centre budgets and up to 25% of the forecast future income stream identified in Table 1 in paragraph 7.3 of the financial implications are earmarked to fund potential council investment in the new venue.
 - c) The Brighton Centre Redevelopment Reserve can be used to fund project development costs incurred by the council on the central and Black Rock sites as set out in paragraph 7.11.
- 4) Note the overall procurement approach and various roles in relation to both sites as per paragraph 7.12.
- 5) Note the staffing situation and that all staff potentially affected will be kept fully informed on an ongoing basis and in particular after project timescales and any TUPE implications are confirmed.
- 6) Agree that a third party operator would run the new venue on terms to be agreed by a future meeting of this committee
- 7) Welcomes and notes the progress made on essential, preliminary work to develop an emerging Transport Strategy for the project proposals, and requests that the Executive Director of Environment, Development & Housing, continues to identify and review all potential transport and highway opportunities presented by the project, in conjunction with the project partners and the Project Board, and reports back to this Committee when required.

107 PROPOSED HOTEL DEVELOPMENT ON SITE ADJACENT TO THE COMMUNITY STADIUM

107.1 The Committee considered a joint report of the Executive Director for Environment, Development & Housing and the Executive Director for Finance & Resources in relation to the Proposed Hotel Development on Site Adjacent to the Community

Stadium. The report covered two areas of business outstanding between The Community Stadium Limited and the Council: payment for Highways works undertaken at the time of the construction of the stadium and a proposal submitted to the Council from The Community Stadium Limited to build a hotel on land adjacent to the Community Stadium.

- 107.2 Councillor A. Norman thanked the Chief Executive for the work that she had personally undertaken to reach this stage in the project and the negotiations.
- 107.3 Before the Committee formally voted on the recommendations consideration was given in the information listed in Part Two under agenda item 109; this information was noted.
- 107.4 The Chair then put the recommendations to the vote.
- 107.5 **RESOLVED:** That the Committee authorise the Executive Director Environment Development & Housing, Executive Director Finance & Resources and Head of Legal Services to complete a leasehold agreement with TCSL for a hotel development on land adjacent to the Community Stadium and agree delegated powers be given to the Executive Director Environment Development & Housing, Executive Director Finance & Resources and Head of Legal Services to enter into this leasehold agreement with TCSL subject to Policy & Resources Committee agreeing the Heads of Terms summarised in section 7 below and fully set out in part 2 of this report.

107A PELHAM STREET

- 107A.1 The Committee considered a joint report of the Executive Director for Finance & Resources; the Executive Director for Environment, Development & Housing and the Head of Law & Monitoring Officer in relation to Pelham Street. The report sought to assist in the major regeneration of City College's buildings at the Pelham Street campus by ensuring that the development could progress notwithstanding any third party rights affecting the property which could otherwise impede or prevent implementation of planning permission.
- 107A.2 Councillor Randal noted that he had voted against the scheme at the Planning Committee, and he did not support this in principle.
- 107A.3 Councillor Hamilton also noted that he had not supported the scheme at the Planning Committee, but stated that he bow wished do what was necessary to facilitate it.
- 107A.4 The Committee noted that information contained in Part Two listed at agenda item 109B.
- 107A.5 The Chair then put the recommendation to the vote.
- 107A.6 **RESOLVED:** That the Committee
- 1) Agree to the council entering into an agreement with City College Brighton and Hove ("City College") on the terms set out in Appendix 2 for the grant of a lease of the land comprised in City College's campus (subject to such amendments to

those terms as the Head of Law and Head of Property Services agree with City College to give effect to these proposals) so that if the lease referred to is granted the council will hold such land for planning purposes (“the transaction”) to facilitate the redevelopment of such land in accordance with planning permission reference BH2013/01600 in order to improve the economic social and environmental wellbeing of the area;

- 2) Note that the lease will only be entered into if City College are unable to reach satisfactory terms with adjoining owners regarding release of rights to light or other easement affecting the land based on statutory levels of compensation;
- 3) Note that in the event of the lease being granted any third party rights will be overridden by S237 of the Town and Country Planning Act 1990 and that compensation will be payable by City College or its developers; and
- 4) Authorise the Head of Law in consultation with the Head of Property Services to complete the necessary agreements, the lease and all other documentation necessary to complete the transaction and facilitate the implementation of the planning permission BH2013/01600 on the basis that any compensation payable and all other costs associated with the transaction will be borne by City College or its developers.

108 ITEMS REFERRED FOR COUNCIL

108.1 There were none.

109 PROPOSED HOTEL DEVELOPMENT ON SITE ADJACENT TO THE COMMUNITY STADIUM (EXEMPT 3 & 5)

109.1 **RESOLVED:** That the Committee agree the recommendation set in the Part Two appendix.

109A BRIGHTON WATERFRONT - EXEMPT CATEGORY 3

109A.1 The Committee noted the information contained in the Part Two appendix.

109B PELHAM STREET - EXEMPT CATEGORY 3

109B.1 The Committee noted the information contained in the Part Two appendix.

110 PART TWO PROCEEDINGS

110.1 **RESOLVED:** That the information listed in Part 2 of the agenda and decision thereon remain exempt from disclosure to the press and public.

The meeting concluded at 11.09am

Signed

Chair

Dated this

day of

NOTICE OF MOTION

CONSERVATIVE GROUP

MAKING BEST USE OF YOUTH SERVICE FUNDING

Policy & Resources Committee resolves to request that officers bring proposals to the next meeting of the Committee, as part of the 2015/16 Budget report, the effect of which would be to:

- a) retain the current £400k contract with the Brighton & Hove Youth Collective until it expires in October 2015 instead of terminating it 6 months early as proposed in the 4th December Budget Update and Savings 2015/16 report to this Committee. Identify the appropriate amount of one-off funding to enable this to happen;
- b) transfer £22,500 (half of their annual combined grant of £45k) from the in-house Youth Services budget to Allsorts, BME Young People's Project and Extratime in order to enable them to continue providing their services after April 2015, when their current Council grant funding stops;
- c) Examine how services currently provided by Allsorts, BME Young People's Project and Extratime can be best integrated within the overall Youth Service budget;
- d) between now and October 2015 hold an open and transparent re-commissioning of all Council-funded Youth Services within the agreed budget envelope, with a genuine level playing field for all providers who express an interest in running the contract(s).

Proposed by: Councillor G. Theobald Seconded by: Councillor A. Norman

Subject:	Council Tax Base 2015/16		
Date of Meeting:	22 January 2015		
Report of:	Interim Executive Director of Finance & Resources		
Contact Officer:	Name:	James Hengeveld	Tel: 29-1242
	Email:	James.hengeveld@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The council tax base represents the amount that would be raised by setting a £1 council tax. It is a requirement of the Local Government Finance Act 1992 and associated regulations that the tax base is calculated for the purpose of setting the council tax in 2015/16 before 31 January 2015.
- 1.2 The purpose of this report is for Members to agree the tax base for 2015/16. Members will be aware that full Council agreed amendments to the Class C discount (empty and unfurnished), the Class D discount (uninhabitable) and changes to the Council Tax Reduction Scheme on 11 December 2014. There was also a savings proposal included in the Budget Update and Savings report to this committee in December 2014 relating to single person discounts. These changes are reflected in the proposed tax base set out in this report.

2. RECOMMENDATIONS:

That Policy & Resources Committee:

- 2.1 Approves this report for the calculation of the council's tax base for the year 2015/16.
- 2.2 Agrees that in accordance with the Local Authorities (Calculation of Tax Base) (England) Regulations 2012, the amounts calculated by Brighton & Hove City Council as its council tax base for the year 2015/16 shall be as follows for each:-
 - 2.2.1 Brighton and Hove in whole – 83,633.50 (as detailed in appendix 1)
 - 2.2.2 Royal Crescent Enclosure Committee – 30.30 (as detailed in appendix 2)
 - 2.2.3 Hanover Crescent Enclosure Committee – 42.10 (as detailed in appendix 3)
 - 2.2.4 Marine Square Enclosure Committee – 67.70 (as detailed in appendix 4)
 - 2.2.5 Parish of Rottingdean – 1,516.60 (as detailed in appendix 5)

- 2.3 Agrees that for the purposes of Section 35(1) of the Local Government Finance Act 1992, the expenses of meeting the special levies issued to the council by the Enclosure Committees, shall be its special expenses.
- 2.4 Agrees that the Enclosure Committees and Rottingdean Parish are paid the required council tax reduction grant of c£5,000 in total, to ensure they are no better or no worse off as a result of the introduction of the council tax reduction scheme for the reasons set out in paragraph 3.7.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The tax base has been calculated in accordance with the Local Authority (Calculation of Council Tax Base) (England) Regulations 2012. The detail of the calculation for the whole of Brighton and Hove is shown at appendix 1.
- 3.2 The tax base is calculated by estimating how many properties there are in each tax band, determining what relevant discounts and exemptions apply and how much council tax should ultimately be collected, allowing for expected collection rates.
- 3.3 The key changes to the proposed tax base for 2015/16 are listed below:
- The number of new properties on the register is approximately 188 more than was estimated this time last year. A further 414 new properties are expected to be added during 2015/16 equivalent to a 0.3% increase in the housing stock of the city, for current housing developments which are nearing completion.
 - The number of properties occupied solely by students and therefore exempt from council tax is anticipated to continue to rise, although this rise is challenging to accurately predict. An average of just over 5,100 properties are estimated to be solely occupied by students during 2015/16, which has doubled in the last 10 years. The estimate value of the exemption in council tax income is over £5.6m for the city council alone in 2015/16. Planned expansion to local universities and Further Education Colleges means the number of exempt properties could increase at a faster rate over coming years, although this would be partly mitigated by delivery of the proposed Halls of Residence developments across the city.
 - The proposed tax base for 2015/16 assumes a lower level of single person discounts (SPD) being awarded. This is partly due to a recent data matching exercise to verify the number of adults within a household. This exercise has ensured that only those households entitled to this discount receive it. As at the end of November 2014, 45,334 or 36% of all households in the city were in receipt of a SPD.
 - Full Council agreed changes to Class C (empty and unfurnished) and Class D (uninhabitable) discounts in December 2014. Details of the changes and the financial implications were given in the reports to those meetings and estimates of the impact of the changes have been included in the proposed tax base. This includes adjusting down the overall collection rate by 0.1% to reflect these harder to collect debts.

- The number of claimants, both working age and pensioners, receiving council tax reduction (CTR) has fallen consistently throughout the current year. Also, there has been a significant increase in the number of exemptions for Severely Mentally Impaired (SMI). An SMI exemption is a 100% discount and therefore with the introduction of the minimum contribution for working age claimants under CTR, it is beneficial for eligible claimants to be appropriately classified. Since there was no difference to the discount level previously, it is likely SMI was under reported. The changes in the numbers of CTR claimants and SMI exemptions have been reflected in the proposed tax base.
- The impact of the CTR scheme agreed at Council in December 2014 has also been reflected in the projected tax base. This includes a reduction to the overall collection rate of 0.1% to reflect these harder to collect debts.
- In-year collection performance during the current year has been lower than projected and has consistently been below target month by month. This is due to a combination of managing harder to collect debts, as well as an increasing number of council tax payers spreading their payments over 12 months. A drop of in-year collection performance does not necessarily result in a drop in ultimate collection performance, but arrears are known to be harder to collect. There has been an improvement in arrears collection during the current year on the preceding year arrears and a full analysis of this will be looked at in more detail at year-end to determine any shortfall on ultimate collection.

3.4 The resultant tax base proposed for 2015/16 is 83,633.50 which is an increase from the 2014/15 tax base of 81,359.20 or 2.8% for the reasons explained above and summarised in the table below.

	Tax base
2014/15 tax base	81,359.20
Increases:	
- New properties and band changes	+594.50
- Reduced CTR caseload	+420.10
Savings proposed at P&R on 4/12/14 as amended by Council:	
- Changes to CTR scheme	+705.30
- Changes in class C and D discounts	+809.80
- Reduction in SPD through data matching for eligibility	+266.60
Decreases:	
- Increase in exempt properties	-505.90
- Increase in other discounts	-16.10
2015/16 tax base	83,633.50

3.5 The discretionary discounts have to be excluded from the calculation of the tax base because the cost of awarding these discounts has to be met in full by the council and cannot be shared with the Police and Fire Authorities. The discretionary discounts for 2015/16 are estimated to cost £150,000 for CTR (including the £50,000 increase agreed by Council in December 2014), £25,000 for empty properties and £11,500 for difficult-to-let properties. The discretion on empty properties is intended to allow for very exceptional circumstances and only for a maximum four week period, for example fire or flood where insurance does not provide cover.

- 3.6 The regulations require a separate calculation for parts of a local authority area where special expenses apply. Appendices 2, 3 and 4 show the details of the calculations for Enclosure Committees in Brighton & Hove which fall under this category. Each Enclosure Committee sets a levy for maintaining the enclosure gardens, which is recovered through an additional council tax charge to the enclosure residents. Appendix 5 shows the calculation for the Parish of Rottingdean.
- 3.7 The additional discounts generated by the council tax reduction scheme also have implications for the Enclosure Committees and Rottingdean Parish. In line with government guidance and what is considered fair to local residents it is proposed that the relevant proportion of council tax reduction grant is paid to each body to ensure they are no better or no worse off as a result of the local scheme. It is estimated the total grant payable in 2015/16 will be c£5,000, the actual figure will depend on the tax level set by each body.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The calculation of the council tax base is determined largely by regulation and is based on the best information available at this time. Options relating to the council tax reduction scheme and changes to discounts were considered, and agreed by full Council in December 2014.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Extensive public consultation was carried out in relation to both the Council Tax Reduction Scheme and changes to discounts. Details were shown in the reports to Council in December 2014.
- 5.2 There are regular meetings between Finance and Revenues to discuss collection performance, monthly movements in the tax base and the projections used for determining the tax base for the following year.
- 5.3 Sussex Police Authority and East Sussex Fire Authority have been kept informed of the latest tax base projections.

6. CONCLUSION

- 6.1 It is a requirement of the Local Government Finance Act 1992 and associated regulations that the tax base is calculated for the purpose of setting the Council Tax in 2015/16 before 31 January 2015 and this report enables the Council to fulfil that requirement.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The increase in the proposed tax base reflects the proposals presented to P&R in December 2014 as part of the Budget Update and Savings report, as amended by Council, and generates an additional £0.425m revenue resources based on a 2% council tax increase in 2015/16.

Legal Implications:

- 7.2 Under the Local Government Finance Act 1992, the council must determine the council tax base applicable to Brighton & Hove. In respect of 2015/16, the base must be determined before 31 January 2015; regulation 8 of The Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012 refers.
- 7.3 All other references to the legal framework for setting the council tax base are contained within the body of the report.
- 7.4 The calculation of the Council Tax Base is not a function reserved to Full Council by legislation or by local agreement; as such, it is a matter proper to Policy & Resources Committee.

Equalities Implications:

- 7.5 Equalities impact assessment have been carried out for the changes to discounts and exemptions and were included in the Budget Update and Savings Report to Policy and Resources Committee in December 2014 and reports to Council.

Sustainability Implications:

- 7.6 None.

Any Other Significant Implications:

Risk and Opportunity Management Implications:

- 7.7 There are greater risks to the forecasts because of the extensive welfare reform changes being made nationally. Monitoring will be maintained at a high level throughout the year to ensure that any issues are identified quickly and mitigation measures adopted. Members will be kept up to date through the regular budget monitoring reports.

Corporate / Citywide Implications:

- 7.8 These were considered by full Council in December.

SUPPORTING DOCUMENTATION

Appendices:

1. Tax base calculation for the whole of Brighton and Hove
2. Tax base calculation for Royal Crescent
3. Tax base calculation for Hanover Crescent
4. Tax base calculation for Marine Square
5. Tax base calculation for Rottingdean Parish

Documents in Members' Rooms

1. None

Background Documents

1. Full Council on 11 December 2014 Agenda item 52 – Council Tax Reduction Scheme 2015
2. Full Council on 11 December 2014 Agenda item 53 – Council Tax Empty Property Discounts 2015/16
3. Policy & Resources Committee 4 December 2014 Agenda item 90 – Budget Update and Savings 2015/16 - Appendix 2: Detailed savings proposals 2015/16 to support a Referendum Budget
4. Files held within Finance and the Revenues Teams

Area:- Brighton and Hove (Whole)

Band:	A	A	B	C	D	E	F	G	H	
Range (£'k):	entitled to disabled relief reduction	<40	40-52	52-68	68-88	88-120	120-160	160-320	>320	Total
1. Number of dwellings on list	0	27,386	28,579	33,998	19,343	10,895	4,530	2,677	186	127,594
2. Estimate of number of dwellings not listed	0	30	41	214	19	6	1	1	0	312
3. Estimate of number of dwellings listed which will not be in band	0	(38)	(55)	(103)	(89)	(55)	(36)	(36)	(23)	(435)
4. Estimated exempt dwellings	0	(1,865)	(1,439)	(3,029)	(1,068)	(309)	(91)	(87)	(16)	(7,904)
5. Disabled relief dwellings from band above	38	55	103	89	55	36	36	23	0	435
6. Number of chargeable dwellings (sum lines 1 - 5)	38	25,568	27,229	31,169	18,260	10,573	4,440	2,578	147	120,002
7. Single person discounts	(28)	(15,362)	(11,949)	(9,819)	(4,804)	(2,359)	(811)	(394)	(7)	(45,533)
8. All but one resident disregarded	0	(393)	(491)	(487)	(193)	(90)	(31)	(16)	0	(1,701)
9. All residents disregarded	0	(5)	(20)	(27)	(24)	(29)	(36)	(51)	(13)	(205)
10. Second Home Job Related	0	(15)	(6)	(2)	(4)	(4)	(1)	0	0	(32)
11. Council Tax Reduction (CTR)	0	(6,119)	(4,967)	(3,806)	(1,175)	(343)	(83)	(27)	0	(16,520)
12. Total number of appropriate percentage discounts (Lines 7&8x0.25)+(Lines 9&10x0.50) +(Line11x1.0)	(7.00)	(10,067.75)	(8,090.00)	(6,397.00)	(2,438.25)	(971.75)	(312.00)	(155.00)	(8.25)	(28,447.00)
13. Aggregate of Lines 6+12	31.00	15,500.25	19,139.00	24,772.00	15,821.75	9,601.25	4,128.00	2,423.00	138.75	91,555.00
14. Ratio to Band D	0.5556	0.6667	0.7778	0.8889	1.0000	1.2222	1.4444	1.6667	2.0000	
15. Relevant Amount (Line 13xLine 14)	17.20	10,333.50	14,885.90	22,019.60	15,821.80	11,734.90	5,962.70	4,038.30	277.50	

May contain minor rounding adjustments.

Aggregate of Relevant Amounts	85,091.40
Collection Rate	98.28%
Adjustment (contributions in lieu)	5.70
TAXBASE	83,633.50

Area:-		Royal Crescent								
Band:	A	A	B	C	D	E	F	G	H	
Range (£'k):	entitled to disabled relief reduction	<40	40-52	52-68	68-88	88-120	120-160	160-320	>320	Total
1. Number of dwellings on list	0	0	1	9	2	1	2	6	4	25
2. Estimate of number of dwellings not listed	0	0	0	0	0	0	0	0	0	0
3. Estimate of number of dwellings listed which will not be in band	0	0	0	0	0	0	0	0	0	0
4. Estimated exempt dwellings	0	0	0	(1)	0	0	0	0	0	(1)
5. Disabled relief dwellings from band above	0	0	0	0	0	0	0	0	0	0
6. Number of chargeable dwellings (sum lines 1 - 5)	0	0	1	8	2	1	2	6	4	24
7. Single person discounts	0	0	0	(3)	(2)	0	0	0	0	(5)
8. All but one resident disregarded	0	0	0	0	0	0	0	0	0	0
9. All residents disregarded	0	0	0	0	0	0	0	0	0	0
10. Second Home Job Related	0	0	0	0	0	0	0	0	0	0
11. Council Tax Reduction (CTR)	0	0	0	0	0	0	0	0	0	0
12. Total number of appropriate percentage discounts (Lines 7&8x0.25)+(Lines 9&10x0.50) +(Line11x1.0)	0.00	0.00	0.00	(0.75)	(0.50)	0.00	0.00	0.00	0.00	(1.25)
13. Aggregate of Lines 6+12	0.00	0.00	1.00	7.25	1.50	1.00	2.00	6.00	4.00	22.75
14. Ratio to Band D	0.5556	0.6667	0.7778	0.8889	1.0000	1.2222	1.4444	1.6667	2.0000	
15. Relevant Amount (Line 13xLine 14)	0.00	0.00	0.80	6.40	1.50	1.20	2.90	10.00	8.00	

May contain minor rounding adjustments.

Aggregate of Relevant Amounts	30.80
Collection Rate	98.28%
Adjustment (contributions in lieu)	
TAXBASE	30.30

Area:-		Hanover Crescent								
Band:	A	A	B	C	D	E	F	G	H	
Range (£'k):	entitled to disabled relief reduction	<40	40-52	52-68	68-88	88-120	120-160	160-320	>320	Total
1. Number of dwellings on list	0	4	9	10	12	2	7	2	0	46
2. Estimate of number of dwellings not listed	0	0	0	0	0	0	0	0	0	0
3. Estimate of number of dwellings listed which will not be in band	0	0	0	0	0	0	0	0	0	0
4. Estimated exempt dwellings	0	0	0	0	0	0	0	0	0	0
5. Disabled relief dwellings from band above	0	0	0	0	0	0	0	0	0	0
6. Number of chargeable dwellings (sum lines 1 - 5)	0	4	9	10	12	2	7	2	0	46
7. Single person discounts	0	(3)	(3)	(3)	(2)	(1)	0	0	0	(12)
8. All but one resident disregarded	0	0	(1)	0	0	0	0	0	0	(1)
9. All residents disregarded	0	0	0	0	0	0	0	0	0	0
10. Second Home Job Related	0	0	0	0	0	0	0	0	0	0
11. Council Tax Reduction (CTR)	0	0	(1)	0	0	0	0	0	0	(1)
12. Total number of appropriate percentage discounts (Lines 7&8x0.25)+(Lines 9&10x0.50) +(Line11x1.0)	0.00	(0.75)	(2.00)	(0.75)	(0.50)	(0.25)	0.00	0.00	0.00	(4.25)
13. Aggregate of Lines 6+12	0.00	3.25	7.00	9.25	11.50	1.75	7.00	2.00	0.00	41.75
14. Ratio to Band D	0.5556	0.6667	0.7778	0.8889	1.0000	1.2222	1.4444	1.6667	2.0000	
15. Relevant Amount (Line 13xLine 14)	0.00	2.20	5.40	8.20	11.50	2.10	10.10	3.30	0.00	

May contain minor rounding adjustments.

Aggregate of Relevant Amounts	42.80
Collection Rate	98.28%
Adjustment (contributions in lieu)	
TAXBASE	42.10

Area:- Marine Square

Band: Range (£'k):	A entitled to disabled relief reduction	A <40	B 40-52	C 52-68	D 68-88	E 88-120	F 120-160	G 160-320	H >320	Total
1. Number of dwellings on list	0	65	26	23	3	2	0	2	0	121
2. Estimate of number of dwellings not listed	0	0	0	0	0	0	0	0	0	0
3. Estimate of number of dwellings listed which will not be in band	0	0	0	0	0	0	0	0	0	0
4. Estimated exempt dwellings	0	(1)	0	(1)	0	0	0	0	0	(2)
5. Disabled relief dwellings from band above	0	0	0	0	0	0	0	0	0	0
6. Number of chargeable dwellings (sum lines 1 - 5)	0	64	26	22	3	2	0	2	0	119
7. Single person discounts	0	(38)	(14)	(8)	(1)	0	0	0	0	(61)
8. All but one resident disregarded	0	0	0	0	0	0	0	0	0	0
9. All residents disregarded	0	0	0	0	0	0	0	0	0	0
10. Second Home Job Related	0	0	0	0	0	0	0	0	0	0
11. Council Tax Reduction (CTR)	0	(12)	(3)	(1)	0	0	0	0	0	(16)
12. Total number of appropriate percentage discounts (Lines 7&8x0.25)+(Lines 9&10x0.50) +(Line11x1.0)	0.00	(21.50)	(6.50)	(3.00)	(0.25)	0.00	0.00	0.00	0.00	(31.25)
13. Aggregate of Lines 6+12	0.00	42.50	19.50	19.00	2.75	2.00	0.00	2.00	0.00	87.75
14. Ratio to Band D	0.5556	0.6667	0.7778	0.8889	1.0000	1.2222	1.4444	1.6667	2.0000	
15. Relevant Amount (Line 13xLine 14)	0.00	28.30	15.20	16.90	2.80	2.40	0.00	3.30	0.00	

May contain minor rounding adjustments.

Aggregate of Relevant Amounts	68.90
Collection Rate	98.28%
Adjustment (contributions in lieu)	
TAXBASE	67.70

Area:- Rottingdean Parish

Band:	A	A	B	C	D	E	F	G	H	
Range (£'k):	entitled to disabled relief reduction	<40	40-52	52-68	68-88	88-120	120-160	160-320	>320	Total
1. Number of dwellings on list	0	132	148	186	350	347	297	129	10	1,599
2. Estimate of number of dwellings not listed	0	0	0	0	0	5	0	0	0	5
3. Estimate of number of dwellings listed which will not be in band	0	0	0	(1)	(5)	(2)	0	(3)	(1)	(12)
4. Estimated exempt dwellings	0	(6)	(3)	(4)	(8)	(4)	(1)	(2)	0	(28)
5. Disabled relief dwellings from band above	0	0	1	5	2	0	3	1	0	12
6. Number of chargeable dwellings (sum lines 1 - 5)	0	126	146	186	339	346	299	125	9	1,576
7. Single person discounts	0	(61)	(79)	(68)	(117)	(95)	(68)	(23)	(1)	(512)
8. All but one resident disregarded	0	(1)	(2)	(1)	(1)	(3)	0	(1)	0	(9)
9. All residents disregarded	0	0	0	(2)	0	0	(2)	(2)	(1)	(7)
10. Second Home Job Related	0	0	0	0	0	0	(1)	0	0	(1)
11. Council Tax Reduction (CTR)	0	(19)	(24)	(20)	(23)	(7)	(11)	(1)	0	(105)
12. Total number of appropriate percentage discounts (Lines 7&8x0.25)+(Lines 9&10x0.50) +(Line 11x1.0)	0.00	(34.50)	(44.25)	(38.25)	(52.50)	(31.50)	(29.50)	(8.00)	(0.75)	(239.25)
13. Aggregate of Lines 6+12	0.00	91.50	101.75	147.75	286.50	314.50	269.50	117.00	8.25	1,336.75
14. Ratio to Band D	0.5556	0.6667	0.7778	0.8889	1.0000	1.2222	1.4444	1.6667	2.0000	
15. Relevant Amount (Line 13xLine 14)	0.00	61.00	79.10	131.30	286.50	384.40	389.30	195.00	16.50	

May contain minor rounding adjustments.

Aggregate of Relevant Amounts	1,543.10
Collection Rate	98.28%
Adjustment (contributions in lieu)	
TAXBASE	1,516.60

Subject:	Business Rates Retention Forecast 2015/16		
Date of Meeting:	22 January 2015		
Report of:	Interim Executive Director of Finance & Resources		
Contact Officer:	Name:	James Hengeveld	Tel: 29-1242
	Email:	James.hengeveld@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 There is a statutory requirement placed on all business rates collection authorities to calculate how much business rates income each authority is likely to receive for the coming year. Members will be aware there is considerable volatility in business rates income which makes it difficult to forecast, and the council is highly reliant on the data and decisions of the Valuation Office Agency (VOA).
- 1.2 The Department for Communities and Local Government ('CLG') issued the NNDR1 2015/16 form on 19 December 2014, which reports the estimated business rates expected to be collected by the council next year, and this report sets out the basis upon which the form has been completed. This report seeks approval of the NNDR1 form so it can be submitted to CLG and the Fire Authority by 31 January 2015 as required.

2. RECOMMENDATIONS:

That Policy & Resources Committee:

- 2.1 Note the amount forecast to be received by the council in 2015/16 from its share of local business rates and section 31 (Local Government Act 2003) compensation grants is £56.560m, based on the latest data. This is £0.222m above the forecast used in the December 2014 budget update report.
- 2.2 Agree the NNDR1 2015/16 form at Appendix 1.
- 2.3 Agree to the incremental reduction of expenditure on Discretionary Rate Relief (charities and not-for-profit organisations) outlined in paragraph 3.20 and included in the savings proposals presented to P&R Committee in December 2014.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Business rates are a property tax based on the rateable value (RV) of each non-domestic property which is determined by the Valuation Office Agency (VOA). The RV for Brighton & Hove at 31 December 2014 is £265.3m, and chart 1 in appendix 2 shows how the RV has changed over the last 3 years. Members can see there is no pattern year to year demonstrating the difficulty in forecasting this. Previously rating valuations were updated every 5 years, however the next revaluation due in 2015, has been deferred by the Government until 2017. Owners and tenants can appeal their rateable value at any time during a valuation period (i.e. they will be able to appeal their 2010 valuation at any time until 2017).
- 3.2 The appeals process is administered by the VOA and appeals can often take several years to resolve. The Government has committed to clear 95% of all currently outstanding appeals by July 2015. Currently about 11% or £30m of the total RV of the city is under appeal. In the autumn statement it was announced that the rules would be changed on backdating appeals, which means that alterations to RV can only be backdated to the period 1 April 2010 to 31 March 2015 for ratepayer appeals made before 1 April 2015 and VOA alterations made before 1 April 2016.
- 3.3 To calculate the bill for each property on the rating list, a multiplier is applied to the RV. There are two multipliers both set nationally, the small business non-domestic multiplier which is used for properties with a RV below £18,000, and the non-domestic multiplier due on properties above this level which includes the supplement to pay for the small business rate relief scheme. The small business non-domestic multiplier is normally index linked to the Retail Price Index (RPI) and the non-domestic multiplier (standard) is set by government. In the Autumn Statement 2014 the Chancellor announced that the increase for the small business non-domestic multiplier will be capped for 2015/16 at 2% rather than the September 2014 RPI of 2.3%. The provisional small business rate multiplier for 2015/16 is 48.0p in the pound and the provisional standard multiplier is 49.3p in the pound.
- 3.4 The changes to the business rates system announced at the Autumn Statements in 2012, 2013 and 2014 that affect the income of local authorities in 2015/16 are as follows:
- The doubling of the Small Business Rate Relief (SBRR) has been extended for a further 12 months until 31 March 2016;
 - Ratepayers receiving SBRR that take on an additional property which would currently disqualify them from receiving relief, will continue to receive their existing relief for 12 months;
 - Empty new build properties will be exempt from empty property rates for 18 months;
 - A discount of £1,500 will be given to shops, pubs and restaurants with a rateable value below £50,000 in 2015/16;
 - A 50% business rates relief for 18 months – at any time between 1 April 2014 and 31 March 2016 – for businesses which move into retail premises that have been empty for a year or more;

- Discretionary relief to be given to ratepayers with a RV of £50,000, or less, in lieu of transitional relief for 2015/16 and 2016/17.
- 3.5 The Government has said that Local Authorities will continue to be refunded for the loss in receipts as a result of these measures, and will receive the refund in the form of section 31 compensation grants.
- 3.6 Certain categories of occupation are entitled to relief against their annual rates bill for example charities receive mandatory relief of 80%. Local authorities may also provide relief on a discretionary basis for particular types of occupier.
- 3.7 The business rates retention scheme allows the council to keep 49% of the net amount raised locally with a further 1% going to East Sussex Fire Authority and the remaining 50% is paid to Government.

Business Rates Monitoring in 2014/15

- 3.8 There was a brought forward surplus of £11.347m on 1 April 2014 of which £4.029m had been forecast and distributed within the current financial year. The councils' share of this was £1.974m and was used to repay in part the safety net grant which the council no longer qualified to receive. The business rates income for the current year transaction is forecast to breakeven, which leaves the undistributed surplus of £7.318m brought forward as the forecast surplus at 31 March 2015. The council's share of this is £3.586m of which £1.996m is needed to repay the remaining amount of safety net grant to government. This leaves a forecast one-off resource of £1.590m for 2015/16 from the business rates forecast surplus and this amount has already been included within budget projections for 2015/16.
- 3.9 Whilst the current year transactions are forecast to breakeven overall there is some movement within the figures as follows:
- The level of mandatory charity relief awarded is £0.317m higher than anticipated in the NNDR1 2014/15;
 - A technical adjustment to previously deferred business rates payments has resulted in an additional £0.375m in 2014/15 only;
 - Overall growth in the business rates tax base has moved broadly in line with the projections;
 - Overall the impact of appeals is also in line with the projections. This is a highly volatile area and following the announcement within the Autumn Statement to limit the backdating of appeals as detailed at paragraph 3.2, there may be an increased level of appeals raised in the final quarter of 2014/15.
- 3.10 The council has introduced a new business rates system during December 2014 which will provide improved management information that can be used to inform future TBM forecasts throughout 2015/16.
- 3.11 As business rates are highly volatile, the most significant factors in determining forecasts of future business rates income are the level of appeals and refunds. Other factors taken into account are additions and deletions to the rating list, and

any significant changes to mandatory and discretionary reliefs. These areas will be outlined over the next section of this report.

Appeals and refunds

- 3.12 Successful rating appeals not only reduce the ongoing RV of properties but also result in refunds; in most cases these go back to 1 April 2010 as the date of the last revaluation, and in some cases to 1 April 2005. In 2014/15 the majority of cases of successful appeals result in business rates refunds for 2010/11, 2011/12, 2012/13 and 2013/14.
- 3.13 The VOA sent data to the council on outstanding appeals to the end of September 2014 and another data set is expected shortly for the end of December 2014. The table below summarises the September data plus the data from the previous year. It shows that the RV under appeal has declined by approximately 44% since the previous year.

Information received from the VOA at end of September 2013			
	Number of outstanding appeals	RV of properties under appeal	% of total RV
2005 List	20	£2.2m	0.8%
2010 List	550	£54.4m	20.9%
Total	570	£56.6m	
Information received from the VOA at end of September 2014			
	Number of outstanding appeals	RV of properties under appeal	% of total RV
2005 List	6	£0.6m	0.2%
2010 List	268	£30.3m	15.5%
Total	274	£30.9m	

- 3.14 Charts 2 and 3 in appendix 2 show a breakdown of appeals by categories of business and by type of appeal. Chart 3 shows that 44% of appeals are against the compiled list and therefore if they are successful would result in a refund backdated to 2010.
- 3.15 The impact of successful appeals is forecast to stay within the projections made for both the ongoing reduction in RV and utilisation of the provision for backdated elements of appeals relating to 2014/15 and earlier years. As a result of the cut off point for backdated appeals being those lodged by 31 March 2015 the provision calculated at the year end will be based on known appeals. Although this will provide some additional certainty the VOA still has the ability to make alterations with backdated changes until 31 March 2016.

Additions and deletions to the rating list

- 3.16 The business rates maximisation project initiated in 2014/15 has brought together information from Planning, Economic Development, Major Projects and Revenues to assess current development within the city and what is planned for the future. This has helped improve forecasting and will continue to support business rates projections.

- 3.17 There are some specific and significant developments which have either been completed but are still not on the rating list, or are expected to be completed during the year. These include the completed restaurant developments within Brighton Marina and the new Top Shop store in Churchill Square. In addition there are developments underway in London Road the former Co op site, and the Metro Bank near Churchill Square. These have been factored into projections.

Changes to mandatory and discretionary reliefs

- 3.18 Academies and free schools qualify for 80% charity relief whereas local authority maintained schools do not. The business rates payable by all the local authority maintained schools is approximately £1.9m in 2014/15 which will reduce if any of the schools transfer.
- 3.19 If a property is used by a charity wholly or mainly for charitable purposes, it already qualifies for an 80% reduction of Business Rates. Our discretionary policy determines whether or not the Local Authority gives an extra amount of discount on top. The Local Authority can award up to 20% to make a full 100% discount. Not-for-profit organisations do not get an automatic 80% reduction, but the Local Authority can choose to award up to 100% discount, again on discretion on a case by case basis.
- 3.20 In 2014/15 we are forecasting that the awards of Discretionary Rate Reliefs for charities and not-for-profit organisations will total £0.135m, of which the council's share would be £0.067m. A saving was put forward as part of the budget proposals to halve the expenditure on Discretionary Rate Relief. The full saving cannot be achieved in the first year as we have already committed to some awards for 2015/16. Therefore a part year saving of £0.016m is proposed for the 2015/16 year, with a full year effect saving being £0.033m. The saving for 2015/16 will be achieved by application of the existing policy, with a lower level of award available. We are currently reviewing the policy with the intention of implementing revised criteria during 2015/16 so the remaining savings can be made in 2016/17. Whilst the review is at an early stage, it is anticipated that the overall cost of the relief will be reduced by tightening the qualifying criteria, for example by looking more closely at the surplus incomes of the organisations that apply.
- 3.21 The local Empty Property Reoccupation Discount (EPRD) was set up to run from 1 October 2013 to 31 March 2015 by the council. This is a locally defined rate relief, where ratepayers with a RV of up to £0.025m were given a 6 month discount of 100% if they reoccupied a long term empty property (empty for at least six months). Those with a RV of £0.025m to £0.035m benefited from a 50% discount if they reoccupied. The scheme was helpful to individual ratepayers, but there is no information to suggest it impacted on the overall numbers of empty properties. Since the introduction of the EPRD the Government has introduced further reliefs to incentivise reoccupation of long term empty business premises that are more generous than the local scheme, therefore there are no proposals to continue this discount.

Reviewing the Compiled Rating List

- 3.22 A six month project reviewed how income from business rates could be maximised. As a result of this work:
- Between April and December 2014, an additional £0.690m of RV has been added to the compiled rating list;
 - The majority of this additional RV is the product of a comprehensive city wide mapping exercise completed by the Business Rates Inspectors who visited the main commercial areas within Brighton & Hove;
 - Existing policies and procedures have been enhanced to ensure businesses are billed in an accurate and timely manner; this includes reviewing our communication methods;
 - Additional focus has been placed on all zero rated properties;
 - Businesses with charitable status have been checked for eligibility;
 - A property monitoring spreadsheet has been created and is updated on a daily basis to review development in the city;
 - Data matching is taking place between services;
 - Further service improvements are ongoing.
- 3.23 Whilst some of these measures have had an immediate impact on the net business rates income to the city, they will also have an ongoing benefit that improves business rates income and estimates in future years.

Overall business rates forecast for 2015/16

- 3.24 The supplement for funding the small business rate relief scheme that is used to set the provisional standard multiplier has been increased by government from 1.1p to 1.3p in the pound for 2015/16. This additional 0.2p in the pound is forecast to generate an additional £0.450m of which the council's share is £0.220m.
- 3.25 A table summarising the changes since 2014/15 relating to the council is shown below. These figures include anticipated section 31 government grants to compensate for the cap on the annual rates increase of 2%, small business rate relief and other changes announced in the Autumn Statements.

Brighton & Hove City Council share of business rates	£ million
Business rates forecast for 2014/15	54.765
Inflation at 2.3% (compensated by section 31 grant for 0.3%)	+1.260
Additional 0.2p in the pound uplift in the provisional standard multiplier	+0.220
Increase to reflect projected growth in net business rates income over the coming year	+0.299
Changes to award of discretionary business rates relief	+0.016
Business rates income forecast for 2015/16	56.560
Which breaks down between income and grant as follows:	
Business rates income from ratepayers (Part 1B line 14 on NNDR1 form)	52.396
Section 31 compensation grants from government (Part 1C line 30 on NNDR1 form)	4.164

3.26 The statutory NNDR1 return with the overall figures has been completed and is attached at appendix 1.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 The completion of the NNDR1 form is prescribed in the completion guidance notes from CLG.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1 The council has a duty to consult business ratepayers on the councils overall budget and this consultation event is planned to take place on the 21 January 2015.

6. CONCLUSION

6.1 The council has a statutory duty to agree a business rates forecast, set out a forecast surplus or deficit for 2014/15 and submit an NNDR1 form by the 31 January 2015.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

7.1 The forecast business rates income, including section 31 business rates grants, is £0.222m above the forecast used in the December budget update report and achieves the £0.016m saving for discretionary rate relief.

7.2 The council's share of the surplus at 31 March 2015 is included within the budget forecast for 2015/16.

Finance Officer Consulted: James Hengeveld

Date: 09/01/15

Legal Implications:

7.3 Under Part 2 of the Non-Domestic Rating (Rates Retention) Regulations 2013 (SI 2013/452), the council must determine specified information relating to its business rates forecast and notify the Secretary of State and relevant precepting authorities of the amounts. In respect of the year commencing 1 April 2015, these amounts must be determined by 31 January 2015.

7.4 This is not a function reserved to Full Council by legislation and it is proper for this matter to be decided by this Committee as the calculation of business rates is within its terms of reference.

Lawyer Consulted: Oliver Dixon

Date: 09/01/15

Equalities Implications:

7.6 None specific to this report.

Sustainability Implications:

- 7.7 The changes to business rates set out in the Autumn Statement should have a beneficial impact on the economic health of the city.

Any Other Significant Implications:

Risk and Opportunity Management Implications:

- 7.8 Business rates income is volatile and hard to predict so therefore needs close monitoring as set out in paragraph 3.1. The system allows councils to spread the volatility risks with other councils by pooling. Brighton & Hove is not particularly reliant on business rates income from any one employer or any particular type of business so the risks here are lower. However, the council may wish to consider merits of pooling in future years.

Corporate / Citywide Implications:

- 7.9 The council has a significant incentive to maintain and grow the business rates income generated by the city and needs to take this into consideration when making all relevant decisions.

SUPPORTING DOCUMENTATION

Appendices:

1. National Non-Domestic Rates Return - NNDR1 2015/16
2. Business rates monitoring 2012/13, 2013/14 and 2014/15

Documents in Members' Rooms

None.

Background Documents

1. Files held with Finance and Revenues.

NNDR1 form 2015/16

NATIONAL NON-DOMESTIC RATES RETURN - NNDR1
2015-16
 Please e-mail to: ndr.statistics@communities.gsi.gov.uk by no later than 31 January 2015.
 In addition, a certified copy of the form should be returned by no later than 31 January 2015 to the same email address

All figures must be entered in whole £

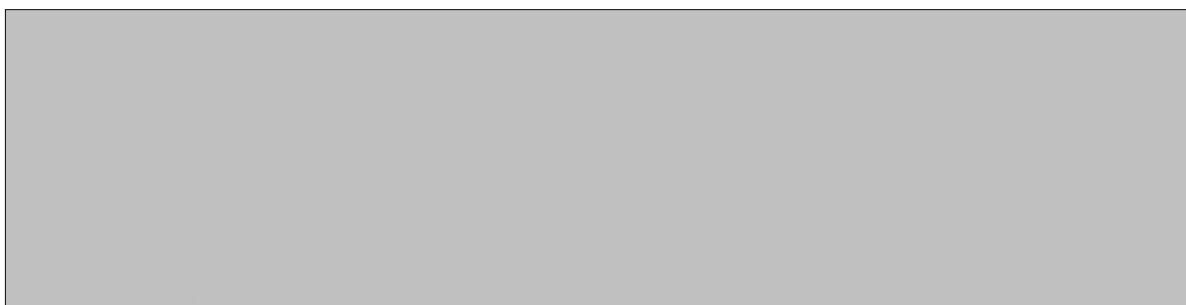
If you are content with your answers please return this form to DCLG as soon as possible

Select your local authority's name from this list:

Authority Name	Brighton & Hove
E-code	E1401
Local authority contact name	Heather Bentley
Local authority contact number	01273 291244
Local authority e-mail address	heather.bentley@brighton-hove.gov.uk

Ver 1.1a

PART 1A: NON-DOMESTIC RATING INCOME	
COLLECTIBLE RATES	
	£
1. Net amount receivable from rate payers after taking account of transitional adjustments, empty property rate, mandatory and discretionary reliefs and accounting adjustments	107,353,214
TRANSITIONAL PROTECTION PAYMENTS	
2. Sums due to the authority	0
3. Sums due from the authority	0
COST OF COLLECTION (See Note A)	
4. Cost of collection formula	422,367
5. Legal costs	0
6. Allowance for cost of collection	422,367
SPECIAL AUTHORITY DEDUCTIONS	
7. City of London Offset: Not applicable for your authority	0
DISREGARDED AMOUNTS	
8. Amounts retained in respect of Designated Areas. Not applicable for your authority	0
9. Amounts retained in respect of Renewable Energy Schemes (See Note B)	0
<i>of which:</i>	
10. sums retained by billing authority	0
11. sums retained by major precepting authority	0
NON-DOMESTIC RATING INCOME	
12. Line 1 plus line 2, minus lines 3 and 6 - 9	106,930,847



PART 1B: PAYMENTS**This page is for information only; please do not amend any of the figures**

The payments to be made, during the course of 2105-16 to:

- i) the Secretary of State in accordance with Regulation 4 of the Non-Domestic Rating (Rates Retention) Regulations 2013;
- ii) major precepting authorities in accordance with Regulations 5, 6 and 7; and to be
- iii) transferred by the billing authority from its Collection Fund to its General Fund,

are set out below

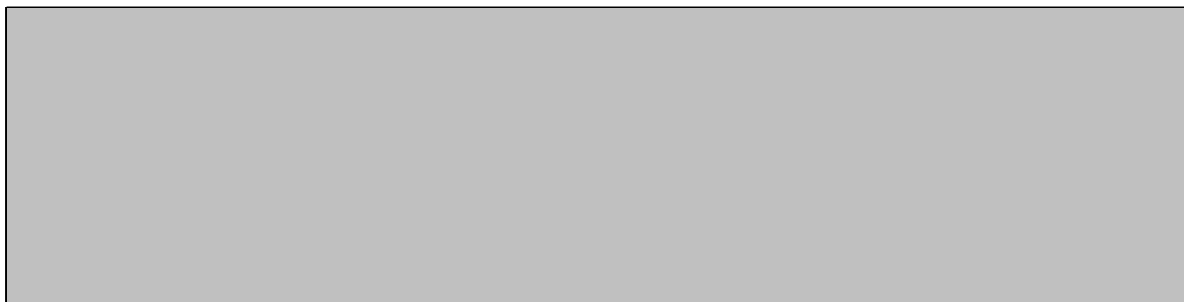
	Column 1 Central Government	Column 2 Brighton & Hove	Column 3	Column 4 East Sussex Fire Authority	Column 5 Total
Retained NNDR shares					
13. % of non-domestic rating income to be allocated to each authority	£ 50%	£ 49%	£ 0%	£ 1%	£ 100%
Non-Domestic Rating Income for 2015-16					
14. Non-domestic rating income from rates retention scheme	53,465,424	52,396,115	0	1,069,308	106,930,847
15. (less) qualifying relief in Enterprise Zones	0	0	0	0	0
16 TOTAL:	53,465,424	52,396,115	0	1,069,308	106,930,847
Other Income for 2015-16					
17. add: cost of collection allowance		422,367			422,367
18. add: amounts retained in respect of Designated Areas		0			0
19. add: amounts retained in respect of renewable energy schemes		0	0		0
20. add: qualifying relief in Enterprise Zones		0	0	0	0
21. add: City of London Offset : Not applicable for your authority		0			0
Estimated Surplus/Deficit on Collection Fund					
22. Estimated Surplus/Deficit at end of 2014-15	£ 3,659,303	£ 3,586,117	£ 0	£ 73,186	£ 7,318,606
TOTAL FOR THE YEAR					
23. Total amount due to authorities	£ 57,124,727	£ 56,404,599	£ 0	£ 1,142,494	£ 114,671,820

PART 1C: SECTION 31 GRANT (See Note C)

This page is for information only; please do not amend any of the figures

Estimated sums due from Government via Section 31 grant, to compensate authorities for the cost of changes to the business rates system announced in the 2013 & 2014 Autumn Statements

	Column 2 Brighton & Hove	Column 3	Column 4 East Sussex Fire Authority	Column 5 Total
	£	£	£	£
2015-16 Multiplier Cap				
24. Cost of 2% cap on 2015-16 small business rates multiplier	764,110	0	15,594	779,704
Small Business Rate Relief				
25. Cost of temporary doubling of SBRR	1,567,568	0	31,992	1,599,560
26. Cost to authorities of maintaining relief on "first" property	4,971	0	102	5,073
"New Empty" Property Relief				
27. Cost to authorities of giving relief to newly-built empty property	39,771	0	812	40,583
"Long Term Empty" Property Relief				
28. Relief on occupation of "long-term empty" property	27,343	0	558	27,901
Retail Relief				
29. Relief provided to retail properties	1,760,331	0	35,926	1,796,257
TOTAL FOR THE YEAR				
30. Total amount of Section 31 grant due to authorities	4,164,094	0	84,984	4,249,078



Certificate of Chief Financial Officer / Section 151 Officer

I confirm that the entries in this form are the best I can make on the information available to me and amounts are calculated in accordance with regulations made under Schedule 7B to the Local Government Act 1988. I also confirm that the authority has acted diligently in relation to the collection of non-domestic rates.

Name of Chief Financial Officer
or Section 151 Officer : _____

Signature : _____

Date : _____

**PROVISIONAL NATIONAL NON-DOMESTIC RATES RETURN - NNDR1
2015-16**

All figures must be entered in whole £

If you are content with your answers please return this form to DCLG as soon as possible

Ver 1.1a

Local Authority : Brighton & Hove

PART 2: NET RATES PAYABLE

You should complete column 1 only

	Column 1 BA Area (exc. Designated areas) Complete this column	Column 2 Designated areas Do not complete this column	Column 3 TOTAL (All BA Area) Do not complete this column
	£	£	£
GROSS RATES PAYABLE (All data should be entered as +ve unless specified otherwise)			
1. Rateable Value at <input type="text" value="09/12/2014"/>	<input type="text" value="264,855,693"/>	<input type="text"/>	<input type="text" value="264,855,693"/>
2. Small business rating multiplier for 2015-16 (pence) <input type="text" value="48.0"/>			
3. Gross rates 2015-16 - (RV x multiplier)	<input type="text" value="127,130,733"/>	<input type="text" value="0"/>	
4. Estimated growth/decline in gross rates (+ = increase, - = decrease)	<input type="text" value="1,140,000"/>	<input type="text"/>	
5. Forecast gross rates payable in 2015-16	<input type="text" value="128,270,733"/>	<input type="text" value="0"/>	<input type="text" value="128,270,733"/>

TRANSITIONAL ARRANGEMENTS (See Note E) - Not applicable in 2015-16

6. Revenue foregone because increases in rates have been deferred (Show as -ve)	<input type="text" value="0"/>	<input type="text" value="0"/>	<input type="text" value="0"/>
7. Additional income received because reductions in rates have been deferred (Show as +ve)	<input type="text" value="0"/>	<input type="text" value="0"/>	<input type="text" value="0"/>
8. Net cost of transitional arrangements	<input type="text" value="0"/>	<input type="text" value="0"/>	
9. Changes as a result of estimated growth / decline in cost of transitional arrangements (+ = decline, - = increase)	<input type="text" value="0"/>	<input type="text" value="0"/>	
10. Forecast net cost of transitional arrangements	<input type="text" value="0"/>	<input type="text" value="0"/>	<input type="text" value="0"/>

TRANSITIONAL PROTECTION PAYMENTS (See Note F) - Not applicable in 2015-16

11. Sum due to/(from) authority	<input type="text" value="0"/>	<input type="text" value="0"/>	<input type="text" value="0"/>
---------------------------------	--------------------------------	--------------------------------	--------------------------------

MANDATORY RELIEFS (See Note G) (All data should be entered as -ve unless specified otherwise)

Small Business Rate Relief			
12. Forecast of relief to be provided in 2015-16	<input type="text" value="-6,316,275"/>	<input type="text" value="0"/>	<input type="text" value="-6,316,275"/>
13. of which: relief on existing properties where a 2nd property is occupied	<input type="text" value="-10,000"/>	<input type="text" value="0"/>	<input type="text" value="-10,000"/>
14. Additional yield from the small business supplement (Show as +ve)	<input type="text" value="2,924,173"/>	<input type="text" value="0"/>	<input type="text" value="2,924,173"/>
15. Net cost of small business rate relief (line 12-line 14)	<input type="text" value="-3,392,102"/>	<input type="text" value="0"/>	<input type="text" value="-3,392,102"/>
Charitable occupation			
16. Forecast of relief to be provided in 2015-16	<input type="text" value="-8,543,256"/>	<input type="text" value="0"/>	<input type="text" value="-8,543,256"/>
Community Amateur Sports Clubs (CASCs)			
17. Forecast of relief to be provided in 2015-16	<input type="text" value="-56,435"/>	<input type="text" value="0"/>	<input type="text" value="-56,435"/>
Rural rate relief			
18. Forecast of relief to be provided in 2015-16	<input type="text" value="0"/>	<input type="text" value="0"/>	<input type="text" value="0"/>

19. Forecast of mandatory reliefs to be provided in 2015-16 (Sum of lines 15 to 18)	-11,991,793	0	
20. Changes as a result of estimated growth/decline in mandatory relief (+ = decline, - = increase)	0	0	
21. Total forecast mandatory reliefs to be provided in 2015-16	-11,991,793	0	-11,991,793
UNOCCUPIED PROPERTY (See Note H) (All data should be entered as -ve unless specified otherwise)			
Partially occupied hereditaments			
22. Forecast of 'relief' to be provided in 2015-16	0	0	0
Empty premises			
23. Forecast of 'relief' to be provided in 2015-16	-3,082,043	0	-3,082,043
24. Forecast of unoccupied property 'relief' to be provided in 2015-16 (Line 22 + line 23)	-3,082,043	0	
25. Changes as a result of estimated growth/decline in unoccupied property 'relief' (+ = decline, - = increase)	0	0	
26. Total forecast unoccupied property 'relief' to be provided in 2015-16	-3,082,043	0	-3,082,043
DISCRETIONARY RELIEFS (See Note J) (All data should be entered as -ve unless specified otherwise)			
Charitable occupation			
27. Forecast of relief to be provided in 2015-16	-83,908	0	-83,908
Non-profit making bodies			
28. Forecast of relief to be provided in 2015-16	-49,657	0	-49,657
Community Amateur Sports Clubs (CASCs)			
29. Forecast of relief to be provided in 2015-16	-1,307	0	-1,307
Rural shops etc			
30. Forecast of relief to be provided in 2015-16	0	0	0
Small rural businesses			
31. Forecast of relief to be provided in 2015-16	0	0	0
Other ratepayers			
32. Forecast of relief to be provided in 2015-16	0	0	0
	<i>of which:</i>	<i>of which:</i>	
33. Relief given to Case A hereditaments		0	
34. Relief given to Case B hereditaments	0		

35. Forecast of discretionary relief to be provided in 2015-16 (Sum of lines 27 to 32)	-134,872	0	
36. Changes as a result of estimated growth/decline in discretionary relief (+ = decline, - = increase)	33,000	0	
37. Total forecast discretionary relief to be provided in 2015-16	-101,872	0	-101,872
DISCRETIONARY RELIEFS FUNDED THROUGH SECTION 31 GRANT			
(See Note K) (All data should be entered as -ve unless specified otherwise)			
"New Empty" properties			
38. Forecast of relief to be provided in 2015-16	-80,000	0	-80,000
"Long term empty" properties			
39. Forecast of relief to be provided in 2015-16	-55,000	0	-55,000
Retail relief			
40. Forecast of relief to be provided in 2015-16	-3,540,877	0	-3,540,877
41. Forecast of discretionary reliefs funded through S31 grant to be provided in 2015-16 (Sum of lines 38 to 40)	-3,675,877	0	
42. Changes as a result of estimated growth/decline in Section 31 discretionary relief (+ = decline, - = increase)	0	0	
43. Total forecast of discretionary reliefs funded through S31 grant to be provided in 2015-16	-3,675,877	0	-3,675,877
NET RATES PAYABLE			
44. Forecast of net rates payable by rate payers after taking account of transitional adjustments, unoccupied property relief, mandatory and discretionary reliefs	£ 109,419,148	£ 0	£ 109,419,148
Checked by Chief Financial / Section 151 Officer : <input type="text"/>			

**PROVISIONAL NATIONAL NON-DOMESTIC RATES RETURN - NNDR1
2015-16**

All figures must be entered in whole £

If you are content with your answers please return this form to DCLG as soon as possible

Ver 1.1a

Local Authority : Brighton & Hove

PART 3: COLLECTABLE RATES AND DISREGARDED AMOUNTS

You should complete column 1 only

	Column 1	Designated areas		Column 4
	BA Area (exc. Designated areas)	Column 2	Column 3	TOTAL (All BA Area)
	Complete this column	Do not complete this column	Do not complete this column	Do not complete this column
	£	£	£	£
NET RATES PAYABLE				
1. Sum payable by rate payers after taking account of transitional adjustments, empty property rate, mandatory and discretionary reliefs	109,419,148	0	0	109,419,148
(LESS) LOSSES				
2. Estimated bad debts in respect of 2015-16 rates payable	-765,934	0	0	-765,934
3. Estimated repayments in respect of 2015-16 rates payable	-1,300,000	0	0	-1,300,000
COLLECTABLE RATES				
4. Net Rates payable less losses	107,353,214	0	0	107,353,214
DISREGARDED AMOUNTS				
5. Renewable Energy	0	0	0	0
6. Transitional Protection Payment		0	0	
7. Baseline		0	0	
DISREGARDED AMOUNTS				Total Designated Areas
8. Total Disregarded Amounts		0	0	0

Checked by Chief Financial / Section 151 Officer :

PROVISIONAL NATIONAL NON-DOMESTIC RATES RETURN - NDR1

2015-16

All figures must be entered in whole £

If you are content with your answers please return this form to DCLG as soon as possible

Ver 1.1a

Local Authority : Brighton & Hove

PART 4: ESTIMATED COLLECTION FUND BALANCE

OPENING BALANCE

1. Opening Balance (From Collection Fund Statement)	£	£
		11,347,152

CREDITS

2. Total amount credited, or to be credited, to the Collection Fund in 2014-15	108,631,238	
3. Transitional protection payments received, or to be received in 2014-15	0	
4. Transfers/payments to the Collection Fund for end-year reconciliations	0	
5. Transfers/payments into the Collection Fund in 2014-15 in respect of a previous year's deficit	0	
6. Total Credits		108,631,238

CHARGES

7. Total amount charged, or to be charged, to the Collection fund in 2014-15	-1,763,448	
8. Transitional protection payments made, or to be made, in 2014-15	-1,182,491	
9. Payments made, or to be made, to the Secretary of State in respect of the central share in 2014-15	-52,633,249	
10. Payments made, or to be made to, major precepting authorities in respect of business rates income in 2014-15	-1,052,665	
11. Transfers made, or to be made, to the billing authority's General Fund in respect of business rates income in 2014-15	-51,580,584	
12. Transfers made, or to be made, to the billing authority's General Fund; and payments made, or to be made, to a precepting authority in respect of disregarded amounts in 2014-15	-418,801	
13. Transfers/payments from the Collection Fund for end-year reconciliations	0	
14. Transfers/payments made from the Collection Fund in 2014-15 in respect of a previous year's surplus	-4,028,546	
15. Total Charges		-112,659,784
16. Adjustment for 5-Year Spread - not applicable for your authority		0

ESTIMATED SURPLUS/(DEFICIT) ON COLLECTION FUND IN RESPECT OF FINANCIAL YEAR 2014-15

17. Opening balance plus total credits, less total charges		£
		7,318,606

Checked by Chief Financial / Section 151 Officer :

Chart 1

This shows the change in total rateable value (RV) for the whole of Brighton & Hove for financial years 2012/13, 2013/14 and 2014/15.

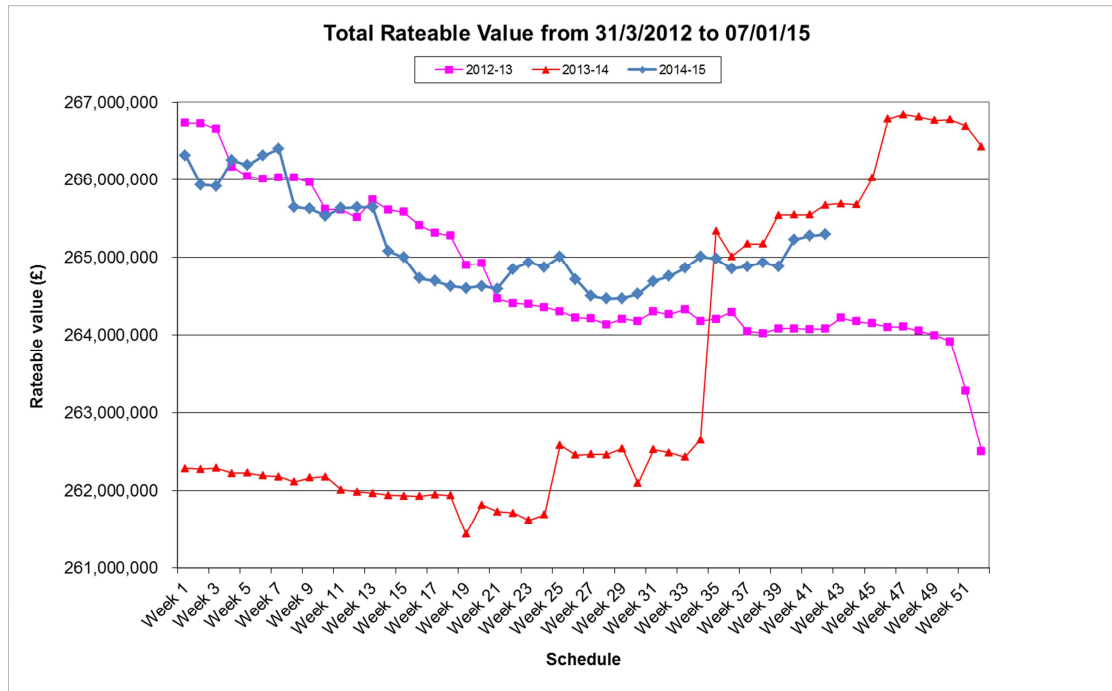


Chart 2

This shows the top 10 categories for appeals at 30 September 2014.

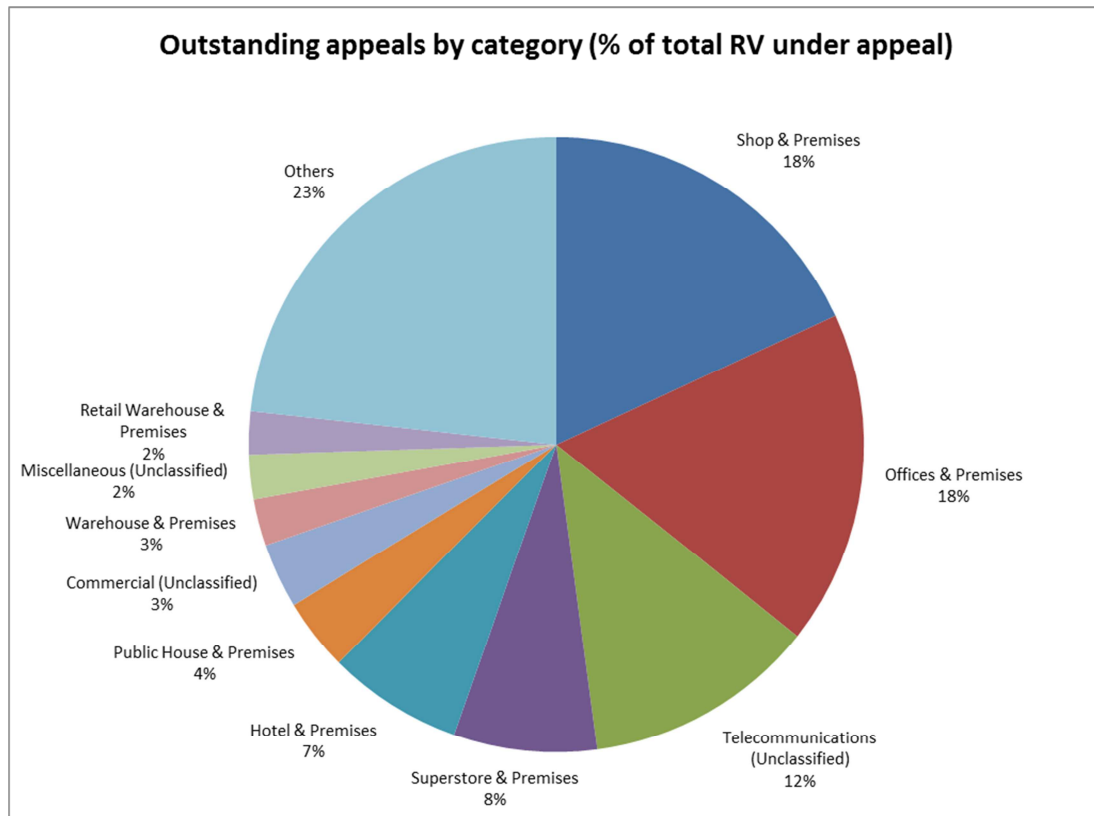
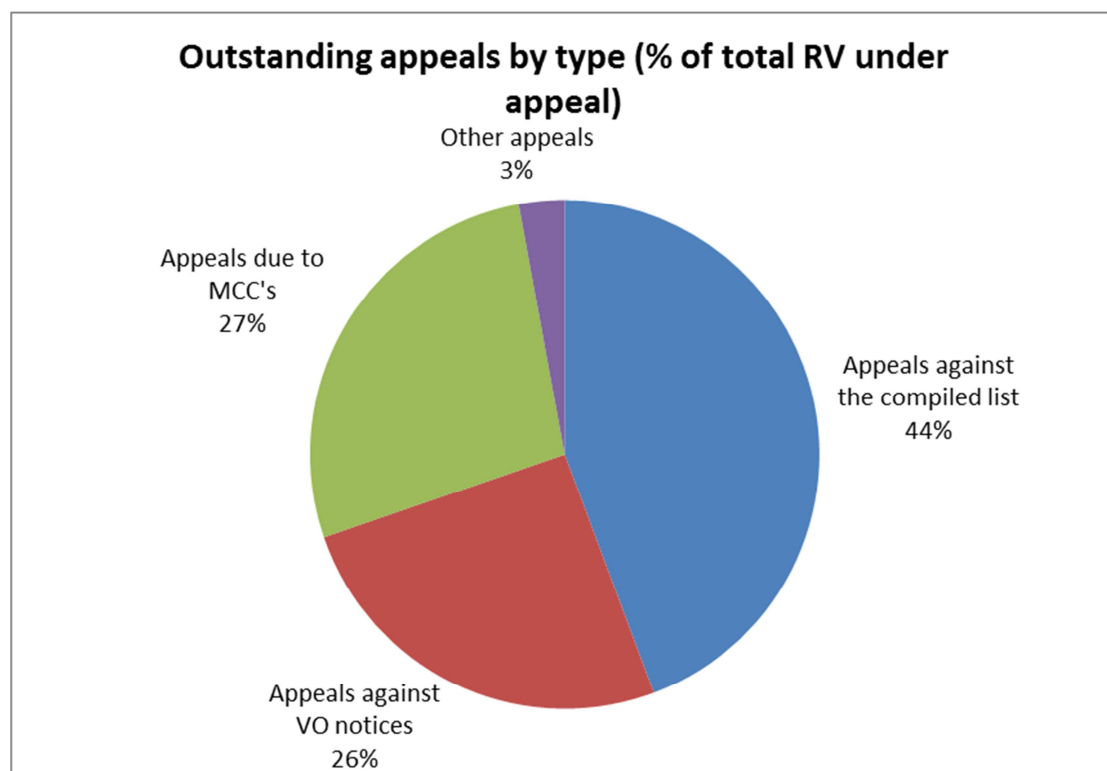


Chart 3

This shows the type of appeals made against RV at 30 September 2014.



Appeals against the compiled list: Compiled list entries in a rating list are those that were on the list when it first came into effect. List entries that are made later or compiled list entries that are subsequently altered, irrespective of the effective date, are not compiled list entries. Every ratepayer has the right to appeal their 'Compiled List' RV, and there could be several reasons for this. For example - they might think the survey details the VOA have on the property are incorrect; the rent they pay is much lower than the RV; or because they are making comparison to a similar property with a lower RV. These will constitute the vast majority of appeals received in the first year of a new rating list.

Appeals against Valuation Office notices: These are appeals against a 'Notice of Alteration' issued when the rating list is changed as a result of a report being actioned. The reasons for this will be the same as above.

Appeals due to Material Changes in Circumstances (MCC's): This is where physical changes to the location, like new shopping centres opening or roadworks taking place, or changes to the property itself, such as being part demolished or rooms being converted to living accommodation, could affect the RV.

(Definitions supplied by the VOA)

Subject:	Sustaining the Stronger Families Stronger Communities Programme in 2015/16		
Date of Meeting:	22 January 2015		
Report of:	Executive Director for Children's Services		
Contact Officer:	Name:	Steve Barton	Tel: 296105
	Email:	Steve.barton@brighton-hove.gcsx.gov.uk	
Wards affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The report outlines the headline results to date of the Stronger Families Stronger Communities Programme and requests that the Committee agree a carry forward of funding to 2015/16 in order to sustain the expanded Programme from April 2015.

2. RECOMMENDATIONS:

- 2.1 That the Committee agree the grant carry forward from 2014/15 to 2015/16 of the Troubled Families Programme funding of £596,000 as outlined in paragraph 3.5 below.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 How the Programme is Funded

The Stronger Families Stronger Communities programme is funded through the Government's Troubled Families Programme by a payment by results model in which a fixed maximum amount of money is paid to the Local Authority for each eligible family that achieves two or more prescribed? outcomes.

3.2 Governance

Programme governance is through the Early Help Partnership Board. Chaired by the Director of Children's Services the Board includes our key partners and officers from across the council

3.2 Results to achievements to date

3.2.1 Results

Brighton & Hove was given a target of supporting successful outcomes with 675 families during Phase 1 of the Programme. (March 2012-Mar 2015) and the Programme is on target to achieve this by March 2015.

The national Troubled Families Unit has recognised that success and has offered us the opportunity to become an 'early starter' for the new expanded Troubled Families Phase 2 national programme from January 2015.

3.2.2 Achievements

The Stronger Families Stronger Communities programme has successfully pursued a twin track strategy: providing Family Coaching support to the most vulnerable families and using that experience to drive organisational change. Appendix 2 includes a case study illustrating the sort of issues the programme can successfully address. The programme has also made a significant contribution to the Children's Service Early Help Partnership Strategy and Value for Money (VFM) programme including:

- Transferring learning and skills from the programme to the new Early Help Hub which, alongside the Multi-Agency Safeguarding Hub now provides a systematic approach to identifying and responding to safeguarding and early help needs.
- Underpinning the Early Help Workstream of the Children's Service VFM programme to contain and reduce the cost of statutory child care interventions
- Innovative practice developments e.g. A successful pilot using the Family Coach model to specifically address the issue of supporting parents affected by the Benefit Cap to get into work.

3.3 Income to March 2015

The Stronger Families Stronger Communities Programme has projected carry forward income of £596,000 at end of the financial year 2014/15; this is for two reasons:

3.3.1 Payment by results income:

At the outset of the Programme we projected success at 40% of all families worked with; this was based on the results of the similar Think Family programmes with a similar group of outcomes areas: school attendance and behaviour; anti-social behaviour and crime and unemployment. Following rigorous programme management we are now projected to achieve 100% success and therefore we have received more payment by results income than originally anticipated.

3.3.2 A staggered approach to recruitment in the first year of the programme:

Our local programme was set up with a secondment model for our Family Coach team which involved a range of agencies seconding in a worker to the Council's team and the Council paying for a second worker in turn. This has been a successful model but entailed a staggered recruitment approach which led to savings on staff in the first year of the programme which have been carried forward each year.

3.4 Children's Services Budget

The SFSC programme has contributed £200,000 of the Phase 1 total income of £796,000 to Children's Services overall savings target for 14/15.

3.5 Business Case for the carry forward

The SFSC programme proposes to use the remaining income of £596,000 in the following ways:

3.5.1 Managing the payment by results risk:

Whilst we will always aim to reach our target of 480 successful families per year it is prudent (particularly in year 1 of the expanded programme as we develop the systems to cope with new demands and requirements) to retain a contingency fund in the event that we don't reach that target. A success rate of anything less than 92.3% will mean a shortfall in income to cover the costs of the programme. We therefore propose to hold a contingency fund of approx. £300,000 to cover costs should we reach no more than 65% success in year 1. Should we have greater success than this but not achieve 100% we may then need to carry forward an amount into 2016/17 to ensure financial viability going forward. Any unspent contingency going forward will be used to provide additional targeted interventions to families.

3.5.2 Value for Money

Phase 2 of the programme will contribute to early intervention work preventing an escalation of need and therefore costs. We will use the results of the Troubled Families Cost Savings Calculator to inform budget planning.

3.5.3 Targeting Interventions

We plan to allocate £296,000 between January 2015 and March 2016 to build our capacity in year 1 to meet the additional challenge of the expanding programme by re-shaping our core offer to provide Brief Focus Intervention and by building on a range of specialist/group work interventions commissioned or supported by SFSC.

We will align the commissioning and delivery of those interventions with key strategic initiatives i.e.

- Domestic violence and sexual violence specialist services
- Emotional Health and Well Being of families and young people
- City Employment and Skills Plan

3.7 Funding the additional data processing capacity for the expanded Phase 2 programme:

The Government will grant an additional £125,000 for the period January 2015 to March 2016 in order to fund the additional data processing and monitoring required for the expanded programme.

4 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 The Troubled Families Programme is a successful local intervention. It will deliver further high quality family intervention with some of the most vulnerable families in the City and it has generated substantial income. The expanded programme requires an increased focus on working with Children's Social Work

in order to reduce the risk of children going into care as part of the Children's Services modernisation and value for money plans. Without contingency funding we risk a significant shortfall in running costs over the first year and possibly beyond, this would threaten the ongoing delivery of the programme.

4.2 Troubled Families and the Early Help Strategy

The current and expanded local programmes are integral to the delivery of the Children's Early Help Strategy, in particular the new infrastructure arrangements with the Local Safeguarding Children Board to publish a thresholds document and establish multi-agency safeguarding and early help hubs in order to respond swiftly to risk and to understand and manage need more effectively by providing support and targeted interventions earlier. The Early Help Partnership Board approved the carry forward proposals detailed in this paper at its December 2nd meeting. A paper seeking approval to continue with the next stage of the Early Help Strategy and the expanded national Troubled Families programme was agreed at the December Health and Wellbeing Board.

4.3 Risks to Children's Services priorities

To not continue with the programme would be to seriously undermine one of the key priorities of the Children Services Plan to 'explore how we can efficiently deliver high quality services for our children and young people at a lower cost.'

5 COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 The Stronger Families Stronger Communities Programme was designed following wide consultation. Strategic oversight is provided by the Early Help Partnership Board. The carry forward of operational funds sits within the operational responsibilities of Children's Services and falls within the agreed remit of the Programme to deliver effective interventions in order to reduce need and with the requirement to identify, monitor and claim against those interventions.

6. CONCLUSION

- 6.1 Agreement for the carry forward of Stronger Families Stronger Communities Funds will ensure the smooth transition to the second phase of a successful programme that supports improved outcomes for high need, high cost families in the City

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

Finance has worked in conjunction with the SFSC team in determining the level of anticipated income subject to carry forward request to 2015-16. The £796k detailed in paragraph 3.3 has been calculated on the basis of approved carry forwards from financial years 2012/2013 and 2013/2014 and anticipated income for 2014/2015. The carry forward of grant income is a direct result of a staggered recruitment approach in establishing the Family Coach team and the associated reduction in costs for the first two years of the grant period. In addition, the

Payment by Results component of the grant has significantly exceeded the level originally anticipated due to the successful engagement of families at a level well in excess of that originally estimated. £200k of this has been set aside within the Targeted Budget Monitoring report (TBM) to off-set other overspending areas within children's services.

Funding for Phase 2 of the Programme is scheduled to commence in January 2015. Any significant delay in the commencement of Phase 2 and the associated receipt of payment by results income will have to be factored into how any approved carry forward would be utilised in 2015/2016. There is a risk that, of the areas of expenditure proposed in paragraph 3.5, additional data processing capacity and support around the re-commissioning of services would need to be compromised to ensure continuity in delivery.

Any agreed carry forward would need to be prioritised against retaining front line staff until Phase 2 funding is on-stream. A stable and established staffing team will need to be agreed with an accurate budget taking account of the contractual arrangements that will need to be in place to mitigate against any reduction in future funding streams. Any indication as to an anticipated reduction in projected Payment by Results funding for 2015/2016 and future years would present a significant risk and would have to be managed accordingly.

Finance Officer Consulted: Name David Ellis Date: 21/10/14

Legal Implications:

- 7.1 The current Programme works with families where children are not attending school, young people are committing crime, families are involved in antisocial behaviour and adults are out of work. As a matter of statutory duty local authorities are in any event obligated to work with families to offer services which address these issues, and to promote the wellbeing of young people (Children Act 2004). The Stronger Families Stronger Communities work programme offers a methodology of promoting the well being of adults and children, addressing a range of different needs which are understood to contribute to a risk of family break down. In offering early help it is to be hoped that the numbers of adults and children who may otherwise be required to be offered a higher level of statutory intervention will be reduced, so promoting the right to family life. The recommendation to authorise carry forward of funding is at the discretion of the committee.

Lawyer Consulted: Name Natasha Watson Date: 23/10/2014

Equalities Implications:

The Stronger Families Stronger Communities operational team the Integrated Team for Families works within a current Equalities Impact Assessment. The carry forward will ensure current staff working in contract to March 2015 can have their contract extended to March 2016.

Sustainability Implications:

- 7.2 Ensuring the smooth continuation of the Programme with its proven results in supporting successful outcomes for families with complex problems contributes strongly to the following sustainability areas-
- Culture and Community
 - Equity and the Local Economy
 - Health and happiness

SUPPORTING DOCUMENTATION

Documents in Members' Rooms

1. 'Financial Framework for the Expanded Troubled Families Programme' Troubled Families Team DCLG Nov 2014 Guidance on Phase 2
2. Latest Stronger Families Stronger Communities Progress Report

Background Documents

1. 'Financial Framework for the Expanded Troubled Families Programme' Troubled Families Team DCLG Nov 2014 Guidance on Phase 2

Appendix 1

Crime & Disorder Implications:

- 1.1 Phase 1 and Phase 2 of the Programme both have an eligibility criteria around Anti-social behaviour and crime and the reduction of this in children, young people and adults is central to the Troubled Families Programme

Risk and Opportunity Management Implications:

- 1.2 Risk management of the Stronger Families Stronger Communities Programme is undertaken within the Business Plan for Stronger Families Youth and Communities within Children's Services. Sustaining the programme and achieving outcomes are the primary focus of this.

Public Health Implications:

- 1.3 Many of the families supported through this Programme have physical and mental health issues alongside a range of other needs. Whole family working promotes health and wellbeing by addressing the complex interplay of issues that prevent families functioning well. Phase 2 of the Programme will bring a specific new eligibility for adults and children with health problems.

Corporate / Citywide Implications:

- 1.4 The Stronger Families Stronger Communities Programme provides critical intervention in the City to support families with complex needs and as such supports improved outcomes for children, young people their families and communities. The Programme involves close working between all the agencies supporting families in the City and as such is an exemplar of inter-agency working.

Appendix 2

SFSC Phase 1 Success

The University of Sussex has undertaken a pilot evaluation looking at the Family Coach model of working in the SFSC's Integrated Team for Families and in family coach work undertaken for the programme by Crime Reducation Initiatives. Below are some comments from parents and young people who have been supported by a Family Coach

Family 3 parent

Theme: Family Coach as advocate

[Family Coach] becomes a bit of a voice I think for her clients, which is what they need, because I think that's a lot of the time how you end up where you are because you haven't got that voice.

Family 5 parent

Theme: Family Coach trusted by young person as source of support

[Son] didn't really like to talk to people, he finds it very difficult to sit down and talk and he doesn't really, like if there's... if you were to say 'do you want to talk to a counsellor' he'd run a mile, but, so he doesn't like actually talking about any situation, but he's really related to [Family Coach] and he had a difficult time at school a couple of weeks back and the first person he wanted to talk to was [Family Coach], so it was really good.

Family 6 parent

Theme: Family Coach preventing family crisis; the coach's positive regard for family; & Whole family approach valued

I think if we didn't have the Family Coach I think our family would have fallen apart and everything would have gone completely into crisis, to be honest. With [Family Coach], she was headstrong, so she knew how to help people and she didn't give up on us, and she saw the good in us, which is good, and it, you know, she didn't just come for me, she come for the whole family, which is good because she gets to see the whole family and see how everything is.

Family 1 parent

Theme: Family Coach preventing deterioration in mental health of young person

If I didn't have someone like [Family Coach], it could've been a lot more worse with [son]. And maybe he might have... y'know, topped himself or that.

Family 10 parent

Theme: Change in child owing to support from Family Coach

Interviewer: So do you think for [son], do you think things have changed for [son] since [beginning with FC]?

Parent: Yeah, greatly and improved a lot, hugely improved and [FC] comes round once a week and he's for [son], he's talks to [son], [...] he organises the whole show, yeah.

Interviewer: And have you see a change in [son]?

Interviewer: Yeah I have. [...] Just he's more hopeful about the future, he's more positive and he's more willing to talk to people, like, he wouldn't have come out to talk to you a few months ago, he would have refused.

Family 3 parent

Theme: Positive encouragement and guidance of Family Coach

Oh, she's fantastic, yeah, she's just great, her approach to life, you know, I think we often are in danger when you're in a position, in any option like that where you're going to be talking to families or whatever, of becoming quite arrogant and that you know better than everyone else, but with [Family Coach] it's not, with [Family Coach] she's, you know, she'll say to you, "You know parenting better than me," type of thing, you know, she will acknowledge your strengths, she will help guide you if you need it, help pick you up if you need it, but you know, I just think she's brilliant, that her whole approach, yeah, I can't fault her, she's great.

Two Case Studies

These following two case studies are written from the perspective of a Family Coach working in the Integrated Team for Families

CASE STUDY 1

Family makeup

- TD (father) aged 68
- DD (eldest daughter) 42
- CD (son) 18
- KD (youngest daughter) 11
- AD (mother) who lives outside the family home.

ITF eligibility and background information

- The D family were eligible for ITF support under the Troubled Families 1 criteria of school attendance and worklessness. There were also safeguarding, health and housing issues at point of referral.
- School attendance: At the point of referral KD's school attendance was 78%.
- Health issues: Father, (TD) is terminally unwell and has chronic asthma and COPD (Chronic Obstructive Pulmonary Disease). KD was struggling with anxiety, suicidal thoughts and sleeplessness. Child and Adolescent Mental Health Service (CAMHS) were involved.
- Housing issues: At point of referral the family were living in an overcrowded Sheltered Accommodation property (a small one bedroom flat). KD was sleeping in her father's bed while TD was sleeping on a chair in the living room. CD was sofa surfing.
- KD was at risk of becoming a looked after child due her mother's substance misuse and mental health difficulties and concerns about TDs ability to care for her. At this time DD was not considered a suitable carer for KT because of historic substance misuse difficulties.

Interventions

- Protective behaviours sessions with KD to support transition to secondary school. Support for KD to access Young Carers support.
- Advocated for TD to enable the family to move to larger property. Accessed charity grants for furniture.
- Support for DD to access to ITF self-esteem group, relapse prevention support, cognitive behavioural techniques, parenting support and accessing part-time work.
- Co-ordinating the multi-agency Team around the Family Action Plan.

- Support and advocacy for CD to access independent accommodation.

Outcomes

- KD happy and settled in school (see attached report) with 98% attendance. KD engaging with Young Carers Project and no further need for CAMHS support.
- Family settled in larger family home with Occupational Health adaptations in place.
- No further role for Social Services; DD has now been assessed as appropriate carer for KD when TD passes away.
- KD had been subject to a Child Protection Plan for 9 months. However, this moved to Team Around the Family (TAF) level with ITF as lead agency. The TAF episode will end next week when ITF exit due to the positive changes that have been made.
- DD in work and supporting ITF projects (including speaking to two hundred professionals at Early help Conference).

CASE STUDY 2

Family makeup

- This is a single parent household, mother cares for four children aged 2, 7, 14 and 16. The two older children have no contact with their father due to safeguarding issues whilst the two younger children have frequent contact with theirs.

ITF Eligibility and Background information

- The oldest child in the Pupil Referral Unit due to risk of permanent exclusion, often presents with oppositional and defiant behaviour' and 'has a lack of respect for authority'.
- Both Police and Housing raised this family's address as a significant concern following an incident where numerous reports were made by the local community relating to drug dealing, anti-social behaviour, criminal damage and noise nuisance.
- The family were issued with a tenancy warning letter (BHCC) advising that any further incidents of nuisance, anti-social behaviour or drugs would result in a Notice of Seeking Possession. The home had been described by social services as 'inhabitable, filthy, cluttered, chaotic, cramped and poor in terms of hygiene'.
- The family have been known to social services for several years and the case had recently been reopened to the Child in Need Team over concerns linked to neglect and level of safety in the home with professionals concerned over mothers mental health affecting parenting capacity. There had also been reports of children being left without adequate parental supervision.
- The family have experienced the impact of domestic abuse in the past. The mother suffers from episodes of depression and anxiety and is on anti-depressants.

Interventions

- Co-ordinating multi-agency Team around the Family Assessment and Plan
- Weekly visits with targeted interventions and telephone support.

- Liaised with housing and police and undertook work with family about the impact of their behaviour on local community and the consequences of any future involvement in crime or anti-social behaviour.
- Mother was encouraged and attended Triple P and continues to implement the strategies, now managing to maintain clear boundaries within the home and also attended support around behaviour management through Safety Net.
- Persistent one to one support to encourage the oldest child to reengage with the additional education provision and supported her to attend an employment/training event and engage with the Youth Employability Service.
- Organised joint visits with housing to focus on general housing repairs and home improvements and secured funding from charities for redecoration costs to improve home environment.
- Engaged mother with the Money Advice & Community Support Service around budgeting/managing finances and was supported by the Welfare Rights Team around changes to her benefits and council tax.

Outcomes

- The eldest child re-engaged in one to one support with increased provision and gained 5 GCSEs and secured a placement at Hove Park 6th Form.
- The family have made great efforts to improve the physical environment of the home and during the intervention the case was closed to social services and exited with the Family Coach taking on the role of lead professional (*Children no longer at risk of entering the care system*)
- The mother has engaged with the Progress programme and is now motivated to go back to work.
- There have been no further complaints/police callouts linked to drug related crime or anti-social behaviour at this address since

Subject:	Street lighting Infrastructure Investment Options Business Case		
Date of Meeting:	22 January 2015		
Report of:	Executive Director for Environment, Development & Housing		
Contact Officer:	Name:	Gill Packham	Tel: 29-1202
	Email:	Gill.packham@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 This report presents an 'invest to save' proposal for street lighting to provide greater efficiency and reduced outgoings in the longer term, with a view to minimise our total cost of ownership.
- 1.2 This is an opportunity for the council to consider the provision of a platform for multiple smart city services including street lighting, traffic signals, public transport information, and parking.
- 1.3 Recent consultation on the highway maintenance funding received from central government as part of the council's formula grant has indicated that local authorities need to pursue efficiencies and asset management. Those authorities that cannot show evidence of this are likely to have their grant reduced year on year. In particular, the government document states that there is significant opportunity to achieve improvements in street lighting energy efficiency.
- 1.4 The Department for Transport is keen for local authorities to consider the issues in "Invest to Save", produced by the UK Lighting Board and the Institution of Lighting Professionals.
- 1.5 The Brighton & Hove Corporate Plan 2011-15 sets priorities that include 'Creating a more sustainable city' and 'modernising the council'. As a One Planet council, Brighton & Hove have reduced CO2 emissions by 2.8% between 2011/12 and 2013/14.
- 1.6 Should it be decided to pursue a full business case submission, funding for a full business case will be met from the street lighting budget.

2. RECOMMENDATIONS:

That Policy and Resources Committee

- 2.1 Approve the principle of formalising a £26m 'Invest to Save' city wide street lighting feasibility assessment with the Green Investment Bank or other potential investors.
- 2.2 Grant approval to officers to review 'best practice' approaches and solutions including joint investment options with SE7 authorities.
- 2.3 Give permission for officers to resource the preparation of a detailed financial model to inform a full business case submission to a subsequent P&R Committee in late 2015/early 2016.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 For the year 2014-15 street lighting energy costs are forecast to total £1million. Energy costs to street lighting have increased by over 100% in the past 10 years in spite of energy saving initiatives, and by 32% since April 2010.
- 3.2 The city's street lighting infrastructure includes 26000 assets owned and maintained by the council of which 5000 are cast iron columns (140 are listed by English Heritage). Approximately 8000 columns are at or close to the end of their useful life. Over 2000 structurally defective columns have been replaced since 2010.
- 3.3 An estimated 40 miles of private underground electrical cable network is owned and maintained by BHCC much of which is in need of renewal.
- 3.4 An estimated 15,500 lanterns are in need of replacement and updating to either Light Emitting Diode (LED) or alternative efficient light source. Current funding afforded by the council is not adequate to sustain or support the level of investment and works required to update existing infrastructure to modern standards. Since 2010 the council has replaced in excess of 3,500 sodium lanterns with LEDs or energy efficient white light, resulting in energy and carbon reductions of approximately 35%. It is estimated that the capital cost of LED and energy efficient lanterns can be recovered with 8 years or less through energy savings. The initial assessment of scope and cost of works to address the entire city is estimated at £26million. A detailed financial model is required to determine the feasibility and payback period of an 'Invest to Save' initiative.
- 3.5 The approach to appraisal will review the inventory of assets and key technical assumptions. Once formulated this will form a basis for option appraisal. Options will then be tested in line with the energy saving objectives and budgetary constraints and with an aim to raise the environmental profile of the council in meeting carbon reduction targets.
- 3.6 The objective of the appraisal is to assess the energy saving potential of various street lighting measures in their ability to deliver carbon and energy reductions and their affordability in terms of investment and payback.

- 3.7 Technical options will be developed and analysed financially including initial investment, long term revenue savings and energy consumption.
- 3.8 A Risk Assessment will be included to identify risks and how these can be mitigated.
- 3.9 The qualitative assessment will look at the advantages and disadvantages of each option in line with current policies and industry standards. Potential advantages of options could be improvements in lighting quality, energy savings from reducing energy consumption, efficiencies in routine maintenance as well as innovation and development of new technologies. Potential disadvantages for Do-nothing and Do-minimum scenarios could be lack of lighting amenity, accident risk, no reduction in energy consumption resulting in increasing energy cost and Carbon Reduction Commitment.
- 3.10 The quantitative assessment will summarise the total financial costs of each option and potential savings.
- 3.11 The financial assessment will take into account any restructure or recruitment overheads required to enable the project to move forward if agreed.
- 3.12 Initial discussions have been opened with the Green Investment Bank as potentially the primary lender to the council with interest rates competitive and comparable to Public Works Loan Board.
- 3.13 There is further potential to introduce innovation and investment of street lighting infrastructure. Upgraded cabling and columns could provide opportunities to promote improved central management and monitoring allowing controllable dimming and switching, utilisation of columns for ancillary equipment including telecommunications, camera technology, environmental sensors and other media. The availability of suitably adapted columns could facilitate other uses including charging points for electric vehicles and bicycles.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 Sources explored include Salix funding which has limitations as it requires a payback period of 5 years or less.
- 4.2 Institutional (Pension) Funding has inflation linked returns which tend to make this a relatively expensive financial option.
- 4.3 Private Finance Initiatives (PFI) are not currently available from the government.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Consultation will be carried out with all ward councillors.
- 5.2 Staff will be available to present as required to community groups and councillor surgeries

6. CONCLUSION

- 6.1 This is an opportunity to explore alternative future funding to enhance the city and enable long term financial and carbon savings and reducing our total cost of ownership.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 It is estimated that consultancy costs to undertake a project to inform a full business case submission will be approximately £100,000. This will be funded from resources available within the existing street lighting budget in 2014/15 and 2015/16.
- 7.2 A full business case for the street lighting infrastructure scheme will be presented to Policy and Resources Committee at a later date including financial implications and funding options.
- 7.3 If a street lighting infrastructure investment scheme proceeds, it is anticipated that there will be on-going revenue cost reductions in relation to energy and Carbon Reduction Commitment costs. The anticipated cost reductions will be included in the business case to be presented to Committee.

Finance Officer Consulted: Jeff Coates

Date: 13/01/15

Legal Implications:

- 7.4 There are no legal implications in this report but the full business case would include a detailed section on all legal implications identified.

Lawyer Consulted: Katie Matthews
2014

Date: 04 December

Equalities Implications:

- 7.5 There are no direct equalities implications in this report but the full business case would include an assessment of any equalities issues identified.

Sustainability Implications:

- 7.6 Well-lit streets help reduce crime and fear of crime as well as providing a safer night-time street scene.
- 7.7 There is potential to make long term carbon and energy savings.
- 7.8 The proposal would also support the South Downs National Park Authority in its application to become a 'dark sky reserve'.

Any Other Significant Implications:

- 7.9 Implementation of the Brighton & Hove Permit Scheme will enable an enhanced programme of works and benefit all parties involved. On a citywide basis, this should lead to greater customer satisfaction, and less disruption to stakeholders.
- 7.10 Risk, opportunity and citywide implications are referred to within the supporting Forward Plan document

SUPPORTING DOCUMENTATION

Appendices:

None

Subject:	Housing Related Support Commissioning Plan		
Date of Meeting:	22 January 2015		
Report of:	Executive Director of Adult Services		
Contact Officer:	Name:	Richard Denyer-Bewick	Tel: 29-6370
	Email:	richard.denyer-bewick@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 To present the future commissioning plan for Housing Related Support (HRS) services, formerly known as Supporting People and Homelessness Prevention grant funded services. The Council's budget will be set in February 2015 and the local decision on the amount allocated to the HRS programme will be made. The Council needs to be prepared with plans to review, extend, redesign and retender services within the budget parameters agreed.
- 1.2 In 2014/15, the budget for Homeless Prevention Grant and Housing Related Support external contracts totals £7.87m and a further £2.95m forms part of the Council's base budget spend on homelessness prevention and housing related support services (the latter being "in house" services).
- 1.3 At the 4th December 2014, Policy & Resources Committee, the Budget Update report noted savings proposals for the 2015/16 financial year which included a full year effect £2m reduction to the external contracts total in 1.2 above, with £1m savings to be achieved in the 2015/16 financial year. This report sets out our short to medium term plans to achieve these savings.
- 1.4 Increasing numbers of vulnerable people in the city are living with multiple complex needs, relating to mental health, substance misuse, learning disabilities, physical health and social care needs. There has been an unprecedented rise in homelessness resulting in a greater number of people rough sleeping in Brighton and Hove for longer periods of time before accommodation is available; people sleeping rough are vulnerable to violence and abuse and have higher levels of need than the general population in terms of physical health, mental health and substance misuse, putting significant pressure on health services.
- 1.5 At the heart of our commissioning plans we seek to address some of the known gaps in provision for these client groups and improve the services they receive.

2. RECOMMENDATIONS:

That the committee:

- 2.1 Notes the contents of the report and agrees to the proposed commissioning and procurement plans for externally provided support services for up to five financial years (2015-16 to 2019-20 inclusive) subject to annual Budget Setting agreed at Full Council.
- 2.2 Agrees to the proposed review of directly provided (in house) support services and the development of future delivery model options to achieve savings, better value for money and strategic commissioning plans for delivering services to vulnerable people.
- 2.3 Agrees to delegate authority to the Executive Director of Adult Services to procure and enter into any contract to secure effective delivery of support services for vulnerable people as outlined in Section 6 of this report. Decisions shall be made in consultation with the Executive Directors of Environment, Development & Housing, Children's Services, Finance & Resources, Director of Public Health and the Monitoring Officer
- 2.4 Agrees that commissioning and procurement plans from April 2015 will be aligned with priorities within the Council's Housing Strategy 2015, Homelessness Strategy 2014-19, the Council's priorities for the integration of social care and health through the Better Care Plan and priorities agreed through the city's Health and Wellbeing Board or Housing Committee.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The terms "Housing Related Support (HRS)" and "Supporting People (SP)" are interchangeable. HRS is the new term used to describe services commissioned to support vulnerable people in the city to work towards achieving and sustaining a level of independence related to their housing. SP is the older term for the same programme but more specifically relates to the Supporting People Grant which was ringfenced by Government for local authorities to use for this purpose up until 2010. Similarly, the Homeless Prevention Grant (HPG) remains a central government named grant for local authorities through the Business Rates Retention Scheme, but is also no longer ringfenced.
- 3.2 HRS spend has previously been aligned with a Supporting People Strategy. The last strategy was presented to Housing Committee on 5th January 2011 and subsequently delivered a programme of service contracts for four years which are due to end on 31st March 2015. The end of current contracts and the agreed savings proposals for 2015/16 offer the Council an opportunity to review and change the current delivery models of services, some of which have remained unchanged for many years. While there are some successes with the current system, service redesign can offer better value for money, efficiencies through better procurement arrangements, and opportunity for creativity and innovation.
- 3.3 Detailed needs analysis has been completed recently for non statutory homelessness services (single homeless people and rough sleepers) and young peoples accommodation services. These include the Homeless Health Needs

Audit (2014), Homelessness Scrutiny Panel Report (2014), Homelessness Strategy Review (2014), Housing Strategy Review (2014), Single Homeless & Rough Sleeping Needs Analysis (2013) and the Housing and Support for Young People Needs Assessment (2012). These documents indicate that there are gaps in current provision and that services need to change to meet the changing demands.

- 3.4 A full year effect reduction of approximately 25% of the housing related support budgets in 2015/16 will undoubtedly mean that next year will see a significant amount of change in the way services will be delivered and capacity will reduce. The Council needs to be clear about what we will stop doing, start doing and what we will change about the way we work and the services we commission. In order to achieve savings of this level, some contracts will come to an end on 31st March 2015 and not be renewed and some will be extended for up to a year; however by the end of the financial year a phased procurement process to retender all services will have taken place and new delivery models will have begun.

4. CURRENT DELIVERY MODELS

Integrated Support Pathway (ISP):

- 4.1 The ISP is a range of commissioned services for people who are homeless or require housing related support. The majority of people using these services are 'single homeless' people who the local authority has no statutory duty to house, but for whom without support, may become street homeless or as a result access statutory services (Social Care, Health and Police). The ISP is the current model for single homeless people in the city and provides support throughout an individual's progress, from street homelessness through to independent living.

Young People's Accommodation and Support Pathway:

- 4.2 In the autumn on 2013, The Housing and Support for Young People Joint Commissioning Strategy was approved and included the outcome of creating an 'accommodation and support pathway' for young people. Based on the national good practice model; this pathway started in Brighton and Hove in April 2014. This pathway is for young people between the ages of 16 under 25, who may be looked after children, care leavers, pregnant young women, or young families. There is also emphasis on prevention, so younger children are supported where there is a risk of future homelessness. This pathway is based on the ethos of an integrated approach to preventing youth homelessness, with an emphasis on planned moves to independence. Part of the development of this pathway so far, has been joint working around assessments and allocations, and making better use of resources through joint commissioning.

Mental Health Supported Housing Pathway (MHSAP):

- 4.3 This was launched in Feb 2014. The aim of the Mental Health Tiered Accommodation pathway is to improve access to a range of accommodation with support services for adults with functional mental health needs, and to improve pathways for move on to more independent living. Tiered support ensures that people receive support at the most appropriate level and that at each tier structured support assists people in their recovery, with move on goals and opportunities a key part of support planning.

- 4.4 Better co-ordination and collaboration between providers and the tiers of support increase flexibility and enable service users to achieve the goals in their recovery journeys, including greater independence through stable accommodation. The pathway aims to achieve an appropriate balance between high and medium level accommodation-based services and recovery-oriented floating services, longer term independent housing needs will be addressed early and throughout the patient journey. Services for the Pathway have been commissioned in partnership with the Clinical Commissioning Group to 2017.

Work & Learning Pathways:

- 4.5 Work and learning support services in the city are both commissioned in the independent sector and also directly provided by the Council. Services enable people who are living in supported accommodation and independently in the community to move on to greater levels of independence and sustain their tenancies by providing basic life skills, work readiness, literacy and numeracy training and work placement opportunities. Services are aligned alongside the ISP and Mental Health Supported Accommodation Pathway.

Floating Support Services:

- 4.6 Housing related support includes a number of other floating support services, again both commissioned externally and some directly provided services. These help people maintain their tenancy or placement in Emergency or Supported Accommodation and include peer support and crisis intervention.

Directly Provided (In-House) Services:

- 4.7 The recommendation for directly provided services is that they are included in the service model reviews for housing related support within each area of work including:

- Homelessness Hostels / Single Homelessness Support Services
- Work & Learning Services
- Floating Support Services
- Young People's Services
- Older People / Physical Disabilities & Community Alarms
- Learning Disabilities Services
- Services for people with Mental Health Issues

Where there is a strategic need to change the delivery model of a service area, Council managers and budget holders will consider future options to change services alongside any considerations to meet savings targets. Where appropriate, a full business case will be developed in consultation with staff and unions and in accordance with the Councils agreed Change Management procedures, in order to effect change. For example, the model of delivery for homeless hostels in the city may need to change and currently this includes both external and directly provided services. Any change to the model should include in-house services within the plans.

5. FUTURE DELIVERY MODELS

- 5.1 Central to future commissioning arrangements is a need to reduce duplication and **create better services for people in the city through joint commissioning** and co-commissioning. Where appropriate the Council will seek

to work in partnership with other statutory agencies and providers such as the Clinical Commissioning Group, NHS Trusts, Sussex Police and National Probation Service. There is also opportunity to work more closely with the Department for Communities and Local Government, Department for Work and Pensions and the Department of Health in mitigating any negative impacts of making service changes and of any national changes through health, social care and welfare benefits reforms which might impact on people in the city.

- 5.2 The Council **recognises the excellent work that current providers and partner agencies have achieved** throughout the current programme of work and we must now seek to work even more effectively with the community and voluntary sector and look to how collaboration with city partners can assist in mitigation against any service redesign impacts.
- 5.3 The current **Supported Accommodation Integrated Support Pathway (ISP)** is in the process of being reviewed and redesigned. This will include a new Rough Sleeper Outreach Service, homeless hostel accommodation for High, Medium and Low needs support, including some specialisms. There will be an element of floating support and work and learning services integrated within the model as well as services to increase access into the private rented sector. Best practice principles of Psychologically Informed Environments (PIES), No Second Night Out (NSNO), Housing First and working with people with multiple complex needs will be included in the model and at it's heart a move from a resource based pathway system to a needs led Assessment Model, where clients have the flexibility to move between and through the services that are best going to meet their needs at any given time. In order to
- 5.4 **Better Care: Homelessness Integrated Care Model.** This is a specialist integrated health and care model, which is planned to deliver a multi-agency, model of care (physical and mental health, substance misuse, social care and housing support) for homeless people across the city with the aim of improving health outcomes and reducing health inequalities and reliance on unplanned and emergency services. There will be a multi disciplinary team 'hub' which will integrate and co-locate a number of core services: primary care and GP services, community health and social care, housing support and third sector support. It will also host a number of associated clinical and support services. Central to the model is how it outreaches from a 'hub' to the homeless street population, in-reaches to homeless settings to deliver satellite services and links with other mainstream services to provide specialist support. These are the "spokes" and are integral to the model to improve access and health equality and sustain the specialist model. The model will go live in April 2016 with 2015/16 an interim year to test new models, develop services and align services across the city.

6. **SPECIFIC REVIEW & COMMISSIONING PROPOSALS**

Appendix 1 (Restricted) provides further detail on this section of the report.

From now and throughout the 2015/16 financial year services will be reviewed, and a phased retendering and commissioning process will be completed. This will include the ending of some contracts on 31st March 2015 or later in the year after an interim contract extension period. The reviews and retendering will include services for people experiencing homelessness or rough sleeping; people with learning disabilities, physical disabilities, substance misuse, mental

health issues or forensic history; and people experiencing domestic violence. The types of services being reviewed and re-commissioned include outreach services, hostel accommodation, floating support and specialist advice services.

Rough Sleeper Outreach Service Tender:

- 6.1 Review current service and needs analysis data. Tender new service and appoint contractor to commence service delivery on 1st August 2015 to operate a service for up to five years including any extension period.

Private Sector Access Services Tender:

- 6.2 Review current services and consolidate within one service specification, retendering service during 2015/16 to commence no later than 28th March 2016 and to operate a service for up to five years including any extension period.

Floating Support Services Tender:

- 6.3 Review current service and needs analysis data. Tender new service and appoint contractor/s to commence service delivery on 1st October 2015 and to operate a service for up to five years including any extension period.

Service Budget Transfers:

- 6.4 The transfer of service budgets (both externally provided commissioning budgets and directly provided (in house) base budgets) to relevant Council commissioners or directly provided Council budget holders. We expect to be able to achieve some efficiency savings as of 1st April 2015 through this process and ensure that services are better aligned with commissioners, for example all substance misuse services with Public Health. We propose to submit a further report to committee at a later date detailing specific services affected.

Contracts Ending:

- 6.5 This means allowing contracts to end either on 31st March 2015 or following an interim extension period not exceeding March 2016. While some services will cease to exist, new services are being tendered to ensure there is provision in the city, but it is unlikely we will achieve the level of savings without some loss of capacity and / or loss of continuity of support for some people. We propose to submit a further report to committee at a later date detailing specific services affected.

Integrated Support Pathway Review:

- 6.6 Review current service and needs analysis data and consult with public on future model of delivery. Tender new service and appoint contractors to commence service delivery no later than March 2016 and to operate for up to five years including any extension period. We propose to submit a further report to committee at a later date detailing specific tenders and contract sums.

7. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 7.1 A Commissioning Plan is required from April 2015 outlining commitment to fund services through the housing related support and homelessness prevention budgets as the majority of contracts come to an end at the end of March 2015 and the proposed savings of £2m full year effect require significant changes to service design in the city.

8. COMMUNITY ENGAGEMENT & CONSULTATION

- 8.1 The proposed budget savings for housing related support services were consulted on through the Policy & Resources Committee as part of the Council's democratic process. There has been significant public consultation on the Council's Budget Strategy, including housing.
- 8.2 Consultation was undertaken through the development of the Housing and Homelessness Strategies 2014-19, the review of the Housing Related Support Strategy 2011-15 and through the various working groups and strategic commissioning groups for the relevant client areas.
- 8.3 Interim savings proposals have been discussed with provider services and initial discussion with some providers has occurred where there is a likelihood the service could cease at the end of the contract term. Proposals have been based on assessment of value for money, service performance and outcomes.

9. CONCLUSION

- 9.1 This report seeks approval of commissioning proposals in order to implement contractual and service changes to deliver efficiency savings.

10. FINANCIAL & OTHER IMPLICATIONS:

10.1 Financial Implications:

The total recurrent 2014/15 gross budget for external provider contracts across Housing Related Support is £7.87m with the majority of this funded by the council. In addition, there are one-off contracts in 2014/15 totalling £0.04m which are funded through grants and non recurrent budget provision.

Savings of £1m with a full year effect of £2m have been identified (Policy & Resources Committee 4 December 2014), subject to council approval in February 2015, against the Housing Related Service Budget. It is expected that these savings can be achieved through new service delivery models as mentioned in the body of this report.

The procurement plan intends to fix contract prices upon renewal of the contract(s) giving up to five years of security to providers bidding in any tendering process.

The resultant contracts are expected to deliver improved Value for Money and will be monitored against agreed outcomes.

Finance Officer Consulted: Anne Silley

Date: 18/12/14

10.2 Legal Implications:

The statutory basis for action on homelessness is provided in the Housing Act 1996 (part seven), and amended in the Homelessness Act (2002). For non-statutory homelessness prevention, the Council has other powers including those granted by the Localism Act (2011) and the Health and Social Care Act 2012.

Where services are commissioned externally as is the case here, the process of awarding contracts is governed by the EU Procurement Rules and the Public Contract Regulations 2006. A new Procurement Directive was approved by the EU in March 2014 and the Public Contract Regulations are in the process of being updated. It is likely that the new UK Regulations will be in place early in 2015. This advice is given on the basis that the new Regulations will apply in relation to any new contracts to be entered into.

The services fall into the category of health and social care services, for which there is a new 'light touch' regime. Contracts for services valued in excess of 750k Euro's will need to be advertised. Following advertisement, it will be for the Council to determine the process by which contracts will be awarded. The process will need to be fair and transparent.

Lawyer Consulted:

Jill Whitaker

Date: 18/12/14

10.3 Equalities Implications:

Budget EIA has been completed for proposed reductions to externally contracted Housing related Support and non statutory Homeless Prevention contracts.

Equalities impacts of reducing budgets People who are in need of housing related support, homeless or rough sleeping often have multiple complex needs and can suffer multiple exclusions from mainstream services. There is a high prevalence of mental ill health and a national evidence base which demonstrates that people who are homeless generally have more difficulty accessing health and social care services.

In mitigation of risks, 'Task & Finish' Groups have been set up to focus on specific service areas/client groups (e.g. floating support, older people) and changes to services will be carefully managed through these groups with consultation with service providers to minimise negative impacts of changes.

A review of specific service areas is being undertaken (e.g. Integrated Support Pathway services for single homeless people; residential rehab review for people with substance misuse issues; Adult Social Care review of older peoples services) to improve referral and access of housing-related support to clients. Work with commissioning and delivery partners (such as Clinical Commissioning Group, Public Health and third sector external service providers) will continue through various existing boards (e.g. Homeless Integrated Care Board, Better Care) to minimise negative impacts by improving coordination of health and social care support to vulnerable homeless clients. The Integrated Support Pathway EIA (services for single homeless) will be reviewed alongside the review of the service delivery model

10.4 Sustainability implications:

Procurement processes will take into account sustainability of housing stock and the principles of Social Value in order to achieve best value for money options and sustainability of services and community resilience.

10.5 Any Other Significant Implications:

Our housing related support provision delivers diverse and innovative services to a range of client groups, from people with mental health and substance misuse problems, to older people and single homeless people with support needs. The services are preventative and achieve long-term, positive benefits for service users to maximise independent living. HRS services contribute to the council's corporate parenting duty by providing suitable accommodation in the Young People's Pathway

Our external partners have worked well to deliver the programme and any risks to our providers, services, service users and local employment opportunities, need to be carefully managed and mitigated in partnership with our providers. Achieving this level of savings presents significant risks to external partners, providers, services and services users for example:

- Increases in rough sleeping / mortality rates
- Loss of jobs
- Increases in statutory budgets
- Risks to the provider market base
- Risk to the council through media /negative press
- Challenge to Local Authority over decision making (e.g. Judicial Review)
- Increases in waiting lists for services
- Pressure of other services

The 2014 Overview & Scrutiny Report on Homelessness made a recommendation that "the council needs to take action to diversify its 'stock' of hostel accommodation, seeking to spread hostels more evenly across the city, and to offer a range of accommodation options in terms of hostel size and the level of support on offer"

SUPPORTING DOCUMENTATION

Appendices:

1. Commissioning recommendations – Exempt Category 3 (Restricted from the public)

Documents in Members' Rooms:

2. Housing Strategy 2015 (Draft for Review)
3. Homelessness Strategy 2014-19
4. Better Care Plan September 2014

Background Documents:

5. Homelessness Overview & Scrutiny Panel Report 2014
6. Brighton & Hove Homeless Health Needs Audit 2014

Subject:	New Homes for Neighbourhoods – Kensington Street – Final Scheme Approval		
Date of Meeting:	14 January 2014 – Housing Committee 22 January 2014 – Policy & Resources Committee		
Report of:	Executive Director for Environment, Development & Housing		
Contact Officer:	Name:	Jaine Jolly	Tel: 01273 290356
	Email:	jaine.jolly@brighton-hove.gov.uk	
Ward(s) affected:	St Peter's & North Laine		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Increasing need for affordable housing in the city means that building new homes on council land is a council priority. The delivery of new homes is essential to tackle the city's housing crisis and meet City Plan housing targets.
- 1.2 A key priority identified in the draft Housing Strategy is to increase housing supply; specifically identifying the lack of new affordable rented housing as a key issue for the city.
- 1.3 Housing Committee gave delegated authority in September 2012 to award a contract following the completion of a procurement process for a delivery partner to take forward final feasibility design and development of new council homes to rent on four former garage and parking sites in the city. The Guinness Partnership was selected to take four sites forward including the car parking site at Kensington Street, Brighton.

2. RECOMMENDATIONS:

That Policy and Resources Committee

- (i) Agree that the site is appropriated to the Housing Revenue Account for a capital receipt of up to £225,000 for the development of new housing.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Kensington Street was identified as a potential infill opportunity by consultants in the Housing Revenue Account (HRA) Estate Masterplan and included in the procurement of a development partner along with three other sites. However after the contract was awarded to the Guinness Partnership it has been identified as actually belonging to the General Fund. The site is currently managed as commercial car parking spaces on behalf of the council.

- 3.2 Initial calculations indicate that the loss of rental income to the General Fund will necessitate a capital receipt of up to £225,000 in favour of the General Fund when offset by the combined income from New Homes Bonus and Council Tax associated with the new homes.
- 3.3 The proposal includes 3 parcels of land on a narrow site in the North Laine. The site(s) was originally laid out as a residential street. The west of the street is occupied by Argus Lofts and the surrounding area is a vibrant and lively mixed use area. The active street scene is enlivened by temporary graffiti and mural decorations. The existing graffiti in Kensington Street will be covered by the new development. However, other temporary graffiti canvases in the city are being identified, such as those seen in Elder Place, Brighton.
- 3.4 Kensington Street is a complex site and has needed more time to progress than the other garage sites being taken forward by the Guinness Partnership. The site complexities such as Right to Light mean that build costs are higher than the other sites being taken forward by Guinness. The need to compensate the General Fund has increased the development costs and therefore the subsidy requirement per unit.
- 3.5 Previous marketing of the site for sale has not been successful as another developer would not benefit from local authority powers to overcome Right to Light constraints on the site. Sale of the site to a private developer is therefore unlikely to be financially attractive.
- 3.6 This issue has been considered by the cross party Estate Regeneration Member Board who agreed that the Council is in a unique position to deliver housing on the site due to our contract with the Guinness Partnership. Significant progress has been made using combined Guinness and in-house expertise in order to overcome the site constraints and issues.

Subsidy Requirements

- 3.7 Table one below sets out the unit build costs and subsidy requirements for each tenure mix option. Since a capital receipt of £225,000 is required in favour of the General Fund this has been incorporated into the financial modelling.
- 3.8 The Members Board asked for the final tenure mix to be considered by Housing Committee. An appraisal of the options is set out in Appendix 1.

Options table 1

	Tenure Mix	Affordable Homes	For Homes Sale	Build Cost per affordable unit	Subsidy per unit	Total Subsidy
1	100% Affordable Rent	12 (9x 1 bed flats, 2 x2 bed flats and 1 x3 bed house)	0	£147,724	£47,500	£570,000

2	50% Affordable Rent and 50% Market Sale	6 (6 x 1 bed flats)	6 (3 x 1 bed flat, 2 x 1b m/ettes and 1 x 2 bed houses)	£133,661	£11,116	£66,700
3	Affordable Rent/Market Sale	10 (9 x 1 bed flats and 1 x 2 bed houses)	1 (1 x 3 bed house)	£142,543	£41,964	£419,640
4	Affordable Rent and sale of central plot (planning consent for 1 x 3 bed house or 2 x 1 bed m/ettes)	10 (9 x 1 bed flats and 1 x 2 bed houses)	Central plot sale	£142,543	£33,000	£333,000

Tenure and rent levels

- 3.9 Housing Committee unanimously agreed at its meeting on 6 March 2013 that a range of funding, rent and home ownership options should be provided in new housing to be developed on HRA land, in order to ensure that development is viable and to increase the number of new homes the Estate Regeneration Programme can deliver. The report indicated the level of Affordable Rents and the impact of higher rents on the number of homes the HRA could develop.
- 3.10 Although Members of Housing Committee recognised the need to increase rent levels for new homes and build mixed tenure developments in order to maximise numbers built, they also expressed concern about the affordability of 'Affordable Rents' if based on 80% of the market rent in Brighton & Hove.
- 3.11 However, the council's Tenancy Strategy, also approved at the March 2013 Housing Committee meeting, seeks to make sure that Affordable Rent homes remain affordable and do not encourage long term benefit dependency. It states the council would expect Affordable Rents to be set at the lower of either 80% market rent level or the Local Housing Allowance (LHA) limit.
- 3.12 It was agreed that rent models and tenure mixes for individual schemes would be taken to Housing Committee and that affordable rents should be capped at Local Housing Allowance levels in accordance with the Tenancy Strategy.
- 3.13 Higher rents for new homes will be, to some extent, mitigated by lower fuel bills as homes will be built to higher sustainability standards than the council's existing stock. Analysis of energy savings related to homes built to sustainability Code level 4 (the minimum for homes planned in the programme) shows that energy

bills reduce by between 68% and 86% compared to a traditional home¹. This means that the average family combined energy bill of around £1500 per year is reduced by between £1020 and £1290 per year. For those on full Housing Benefit this represents additional money in their household budget.

- 3.14 Guinness has now developed detailed designs for the site and undertaken financial viability studies on these designs. Costs for developing smaller sites are generally higher per home than for larger sites due to the loss of scale economies and the need to manage complexities of the site e.g. site abnormalities such as Right to Light, access or ground-works. The costs currently include a risk contingency that reflect these complexities. However, as the site is delivered, it is possible that some of these risks will diminish resulting in reduced overall costs. The council has instructed a Technical Adviser to scrutinise the plans and financial modelling to ensure that the council is obtaining value for money across the life of the project.

Rent Modelling

- 3.15 The table below identifies the rent levels by unit type following HRA subsidy (see 1.5) tracking rental income over 30 years and the deduction of Right to Buy capital receipts to fund 30% of total scheme costs. Rents have been modelled as set out in 3.3 above.

Kensington Street	Rent per week at 80% market rent/LHA rate p/w
Rent per 1 bed flat/maisonette	£151.50 per week
Rent per 2 bed house	£190.57 per week
Rent per 3 bed house	£228.00 per week

- 3.16 The development costs modelled are still subject to consultation and planning approval, and assume that the delivery of the scheme is through the HRA. Thus costs and funding can only be indicative at this stage.

Development timeline:

Milestone	Target date
Planning	June 2015
Constructor procured	September 2015
Start on site	November 2015
Practical completion	May 2017

¹ <http://www.sustainablehomes.co.uk/blog/bid/104136/Code-for-Sustainable-Homes-level-4-energy-bill-savings>

4 COMMUNITY ENGAGEMENT & CONSULTATION

- 4.1 Ward councillors have been briefed and provided with updates as the project has progressed.
- 4.2 Subject to Housing Committee agreement, the consultation event will be carried out on 29th January at the Jubilee Library between 3 and 7pm.

5 CONCLUSION

- 5.1 The delivery of new homes helps to meet the City's strategic objectives as set out in the Council's Housing Strategy and City Plan. This is an excellent opportunity to provide up to 12 much needed affordable homes to rent in the city centre. The local authority is in a unique position to deliver the site, being able to resolve Right to Light issues that may otherwise prove problematic to a private developer and has a procured partnership with Guinness ready to move the project forward.

6. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 6.1 The financial viability modelling sets out to show whether a given scheme can pay for itself by using the new rental stream only (net of management and maintenance costs) over 30 years to pay for the principal and interest on the borrowing required to fund the development. It also assumes that 30% of the development costs of the affordable housing element are met from retained Right to Buy (RTB) Receipts. If the rental stream and RTB receipts are insufficient to meet the costs, then a subsidy is required by the HRA.
- 6.2 The four options which are set out in table 1 in the main body of this report have been modelled by the Guinness Partnership showing the estimated HRA subsidy requirement for each option. The subsidy requirement ranges between £66,700 (£11,116 per affordable unit) to £570,000 (£47,500) per affordable unit).
- 6.3 The HRA Capital Programme 2015-2018 includes a budget estimate of £2.5 million for Kensington Street as part of the garage sites total budget. This currently assumes that all units are affordable with 30% funding from retained RTB receipts and 70% funding through borrowing. (the highest level of subsidy option 1).
- 6.4 If a decision is made to choose one of the options 2 – 4 this will require an adjustment to the capital programme funding assumptions in the financial year 2016/17, not affecting budget and funding approvals for 2015/16.

Finance Officer Consulted: Susie Allen

Date: 11 December 2014

Legal Implications:

- 6.5 The Council has the power under Section 19(1) of the Housing Act 1985 to appropriate any land for the time being vested in it for the purposes of Part II of the Housing Act 1985 (Provision of housing accommodation). Section 19(1) provides that the Council will have the same powers in relation to land

appropriated into the HRA as it has in relation to land acquired by the Council for HRA purposes. Once the land is appropriated the Council will therefore have the power to build housing for sale on the sites.

- 6.6 Any neighbouring property benefitting from rights over the land (including rights to light) following appropriation will no longer be able to enforce their rights by way of an injunction against the Council to stop them building. Instead, the owner of the benefitting land will only be entitled to compensation which, in the absence of agreement by negotiation, will be set by the courts.
- 6.7 With regard to funding the possible development of housing for sale through the HRA, expenditure in respect of HRA land which is capital expenditure and which the Council has decided should be charged through a revenue account falls to be debited from the HRA pursuant to Schedule 4, Part II of the Local Government and Housing Act 1989.
- 6.8 With regard to the disposal of any market sale properties once built, disposals of HRA property out of the Council's ownership require consent under Section 32 of the 1985 Act. The current general consents are contained in the General Housing Consents 2013, issued in March 2013. General consent A3.1.1 allows a local authority to dispose of land (which could include houses and flats) at market value. Disposals of tenanted properties (other than to another local authority) and disposals to a body in which the local authority owns an interest (other than where the local authority has no HRA or in the case of the first 5 disposals in any financial year) are not covered by this consent but this should not apply to the Council's proposals here. The Council therefore has the power, subject to Secretary of State consent, to dispose of any HRA properties which it develops for market sale and under the current Section 32 general consents it should be able to rely upon General Consent A3.1.1.

Lawyer Consulted Oliver Asha

Date: 09/12/14

Equalities Implications:

- 6.9 An increase in housing supply will extend opportunities to provide new, well designed homes to local households registered in need. New development provides an opportunity to better meet the needs of particularly vulnerable households including those, such as existing elderly residents, who may be under occupying a home that no longer meets their changing needs.
- 6.10 At least 10% of homes in the New Homes for Neighbourhoods programme to wheelchair standard will meet the needs of residents with mobility needs and wheelchair users. One flat proposed for Kensington Street is designed for wheelchair users and it is anticipated that the flat will be allocated with sufficient time before scheme completion for the flat to be fitted out to meet the new tenants' exact requirements before they move in.
- 6.11 The design of the new properties are laid out to conform with HQI and Lifetime Homes Standards, however the upside down plan of the upper level of the maisonette units will require a waiver on the Lifetime Homes recommended standard. This layout, without which development would not be possible, is necessary because of constrained site conditions. An Equalities Impact

Assessment has been carried out for the New Homes for Neighbourhoods programme.

Sustainability Implications:

- 6.12 High sustainability standards are important for new homes built by the council and we want to achieve homes that are energy efficient and minimise carbon emissions. New homes will also include features to help support people to live sustainable lifestyles and encourage the development of more sustainable communities.
- 6.13 The designs are for homes to be built to Code for Sustainable Homes Level 4 which includes high sustainability and energy efficiency standards. The architects have also looked at ways that One Planet Living can be supported and an allowance for that has been included in the estimated scheme construction costs.

Crime & Disorder Implications:

- 6.14 The New Homes for Neighbourhoods Estate Regeneration Programme offers the opportunity to provide new, well-designed homes and link to wider regeneration opportunities, including work to deliver the council's economic and sustainability objectives. Good urban housing has been shown to influence the rate of crime and disorder and quality of life. New developments are designed to Secure by Design principles to minimise risk of crime.
- 6.15 Infill sites are places that can attract anti-social behaviour and fly-tipping. Development of these sites can therefore improve neighbourhoods and reduce crime and the fear of crime.

Public Health Implications:

- 6.16 There are strong links between improving housing, providing new affordable homes and reducing health inequalities. Energy efficient homes which are easier and cheaper to heat will help support the health of households.

Corporate / Citywide Implications:

- 6.17 The Guinness Partnership is committed to working with the Local Employment Scheme to ensure that work, apprenticeship and training opportunities are provided as part of the development of this site in conjunction with the former garage sites at Flint Close, Foredown Road and Flint Close. This will result in one apprenticeship being offered across the sites.
- 6.18 Each new unit of housing has potential to generate new income for the council by providing New Homes Bonus. The New Homes Bonus (NHB) is paid by government for each new unit of housing or home brought back into use in the city. This is paid annually for six years and is based on Band C Council Tax plus an additional £350 for each affordable unit.
- 6.19 Every new unit of housing in the city is potentially a source of additional Council Tax income for the council. This is potentially affected by the following factors:

- Single persons Council Tax discount
- People in receipt of Council Tax benefit

6.20 New housing has an economic impact in a number of ways:

- Homes and Communities Agency analysis estimated every £1 spent on construction creates £2.60 in added economic value
- Construction jobs – direct and indirect (one new home gives equivalent of one job for 2-3 years)
- Local supply chain
- Stable housing enables people to get stable work
- Mix of tenure needed for mix of skills in labour market
- Good mixed housing improves ‘place competitiveness’

SUPPORTING DOCUMENTATION

Appendices:

1. Options Appraisal
2. Risks and benefits appraisal
3. Site Briefing Note

Documents in Members' Rooms

None

Background Documents

None

Appendix 1

Options Appraisal

There are 4 tenure mix options to be considered. The benefits and issues are outlined below:

Option	Benefits	Issues
1	<p>All homes in Council ownership for affordable rent</p> <p>Meets Housing Strategy objectives to increase housing supply of affordable homes</p> <p>Supports City Plan targets to provide 10,000 new homes by 2030</p>	<p>Higher subsidy levels to achieve capital receipt required by General Fund</p>
2	<p>Capital receipt achieved for General fund and additional receipt to lower subsidy requirement on affordable rented homes</p> <p>Mixed tenure development</p> <p>Supports City Plan targets to provide 10,000 new homes by 2030</p>	<p>Loss of 6 affordable rented homes</p> <p>Risk of not being able to develop one or more of the sites resulting in reduction of capital receipt or affordable homes.</p>
3	<p>Provides partial receipt to meet acquisition costs</p> <p>Provides lower per unit subsidy costs</p> <p>Provides one family house for sale with integral parking</p> <p>Mixed tenure development</p> <p>Supports City Plan targets to provide 10,000 new homes by 2030</p>	<p>Loss of 2 affordable rented homes</p> <p>Integral parking does not encourage sustainable lifestyles/One Planet Living approaches</p>
4	<p>Provides partial receipt to meet acquisition costs</p>	<p>Loss of 2 affordable rented homes</p>

	<p>Provides planning consent for one family home.</p> <p>Potential to achieve higher market value for the unit</p> <p>Mixed tenure development</p> <p>Supports City Plan targets to provide 10,000 new homes by 2030</p>	<p>Risk that consent is not attractive to the market/price expectations are not met</p>
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Appendix 2

Risk and Opportunity Management Implications:

There are a number of risks and benefits associated with the Estate Regeneration Programme and a risk log is maintained to monitor these and ensure mitigation measures and contingency plans are in place. Key risks for Kensington Street include:

Risk	Mitigation
Financial risk Increasing costs due to construction inflation	<ul style="list-style-type: none"> Guinness Trust has been appointed as a developing agent for the Council; in turn they will appoint a constructor as a fixed price contract ensuring costs from the outset.
Financial risk If market sale units/plots are not of interest to the market	<ul style="list-style-type: none"> Market research undertaken by Guinness Trust suggests there would be significant interest in the plots or homes Marketing expertise would be procured at an early stage to minimise marketing risk for any sales units
Planning risk Planning permission is not achieved for the sites	<ul style="list-style-type: none"> Planning have been consulted from an early stage in the development of the council's proposals Workshops held with Planning as initial and final design developed
Community risk Scheme is not supported by local community	<ul style="list-style-type: none"> New Homes for Neighbourhoods programme is committed to early consultation with residents and other stakeholders Ward councillors have been informed about proposals
Community Risk Loss of graffiti results in opposition and delay to development of the site	<ul style="list-style-type: none"> The Estate Regeneration Team is investigating opportunities for alternative community art projects in the city centre area.
Legal Risk Council does not have sufficient powers to develop for market sales and make a surplus (if chosen)	<ul style="list-style-type: none"> Legal advice has confirmed that the council is able to develop for market sale and consent for disposal is covered under general consents
Logistics Lead in times for bricks and other materials result in a delay to Start on Site resulting in an uplift in construction costs	<ul style="list-style-type: none"> Planning and phasing of project to minimise risk Check as part of procurement

Construction Site constraints result in lower number of units and/or delay in construction	<ul style="list-style-type: none">• Early and ongoing involvement of the chosen contractor to find construction solutions for the site
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Kensington Street, Brighton

Introduction

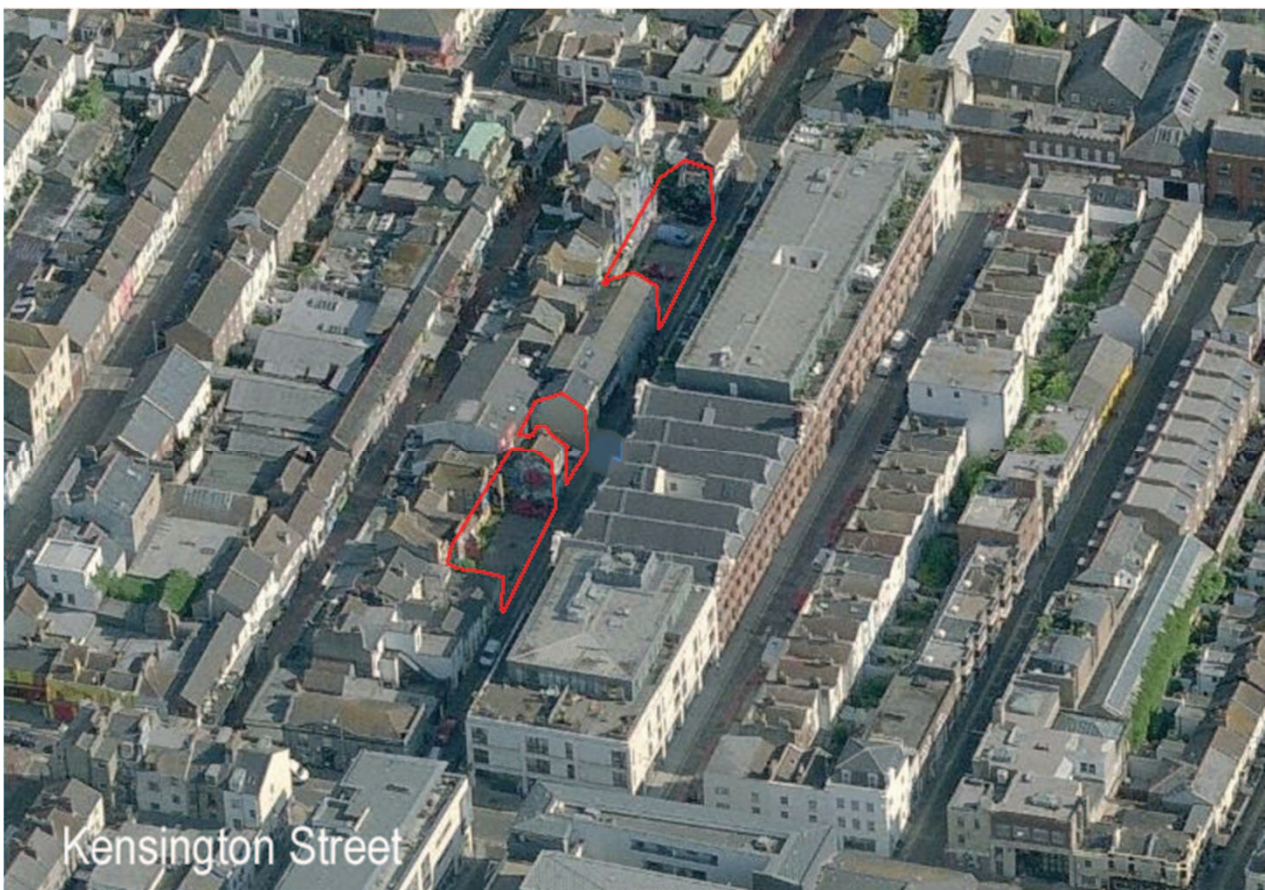
The Proposed scheme comprises of twelve residential dwellings on three small infill sites along the length of Kensington Street in the North Laines area of Central Brighton. The proposed mix is as follows:

- 1 x 2 bedroom, 3 person house at 92m²
- 3 x 1 bedroom, 2 person flats at 50m²
- 5 x 1 bedroom, 2 person flats at 45m²
- 1 x 1 bedroom, 2 person wheelchair flat at 55m²
- 2 x 1 bedroom, 2 person maisonettes at 65m²

Most of the dwellings are arranged over 3 storeys.

The tightness of the site and central location restricts outdoor amenity space to four small patio areas serving the ground floor units.

There is no onsite parking, although secure storage for cycles is provided to a standard one per unit.



Kensington Street, Brighton

Site

Kensington Street is one of the narrow streets within the North Laines area of Central Brighton running north/south from North Road to Gloucester Road. The street was originally laid out circa 1823-30 with small residential terraced properties in very narrow plots. A few of these survive at the south end of the street.

The west side of the street opposite is occupied by the Argus lofts building, ex newspaper print works and offices, now loft apartments above ground floor workspace. In keeping with the streets of this area Kensington Street is very narrow, closely fronted with residential/commercial buildings. The surround streets have become a vibrant and lively mixed use area, with shops, restaurants and residences and a very active street scene and enlivened by graffiti/mural decorations. The properties fall within the North Laines Conservation Area.

To the west of the site, Kensington Gardens is one of the primary commercial streets, now pedestrianised as a result of the expansion of the shops along its length. It is at the commercial heart of the North Laines area. The 3 storey properties fronting this street now back onto the proposed Kensington Street sites.



Kensington Street, Brighton

Site

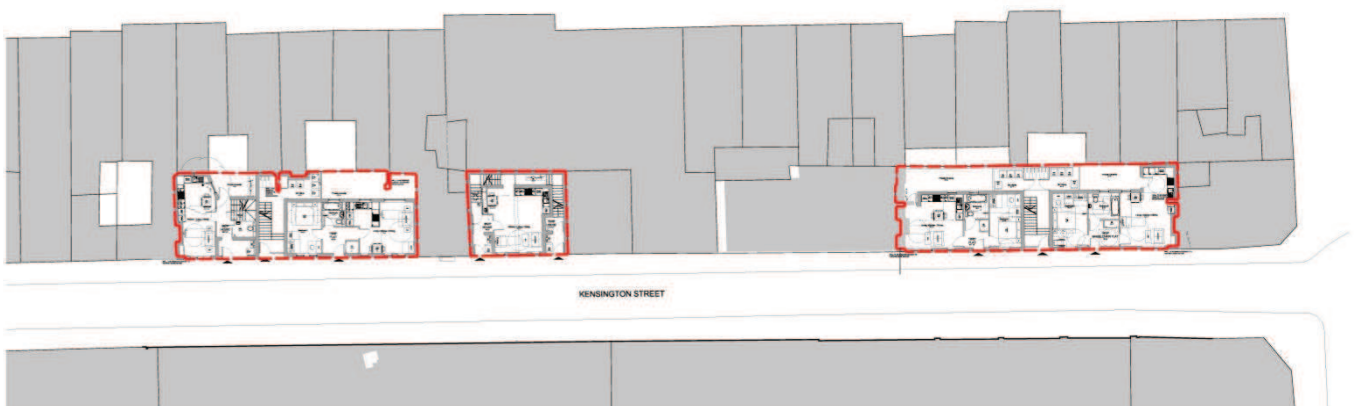
Kensington Street was originally lined with very small, 2 and 3 storey cottages with very shallow plots approximately 7.5m from back of pavement to rear of plot, that used to provide a continuous frontage along its length. The removal of Nos 4 to 7, No 9 and Nos 11 to 14 due to 'slum clearance' in the late '60s/early '70s, and the paving over of the vacant sites for parking, has left 3 gaps along the length of the street.

In recent years these have been enlivened by high quality, full face graffiti art on all the facing walls, constructed for the Brighton Festival. This is now a number of years old and showing signs of wear.

The 3 sites constitute Nos 4 to 7 approximately 21m wide and 7.2m in depth, No 9 approximately 8.5m wide and 7.2m in depth and Nos 11 to 14 approximately 7.5m deep and 24m wide.

The sites are substantially overlooked and there are a number of easements across the site, including services, rights of light and access, but negotiations are on-going to remove or buy thee out.

The 2 larger sites have the benefit of a previous approval for the construction of 10 affordable residential units, reference BH20040/2185. This approval has now lapsed.



Kensington Street, Brighton

Site Massing

Limited depth and size of each of the sites along Kensington Street limits the possible massing options. The scheme seeks to repair the primary street frontage to Kensington Street with infill development within each of the 3 sites to provide continuous frontage development.

The infills require an active ground floor frontage, but must also be designed to maintain privacy, and amenity for the new residences. Each site is severely overlooked from across the road to the east and from properties to the rear.

The existing pattern of Kensington Street indicates a range of eaves levels and variations in building heights, with minor steps up and down along its length, but with a general continuity of frontage. The proposals are mostly 3 storey with local variations. Connections are to be made at each end, in terms of relationship with the adjacent abutting properties, in particular the 3 storey shop at 24 Gloucester Road at the north end and the two storey cottage at No 3 Kensington Street to the south end. Both of these have slate roofs at approximately 30° pitch.



Kensington Street, Brighton

Site Massing

The development needs to maintain space to the rear of the properties, albeit quite narrow, to enable light still to penetrate to the rear courts and windows of the abutting properties in Kensington Gardens.

The Proposals provide 3 flats with communal stair and a single 2 bedroom, 3 person cottage arranged over 3 floors. On the southern of the 3 sites 4 to 7 Kensington Street.

The small central site at No9 has 2 x 1 bedroom maisonettes, arranged over 3 storeys, each with their own direct access from Kensington Street.

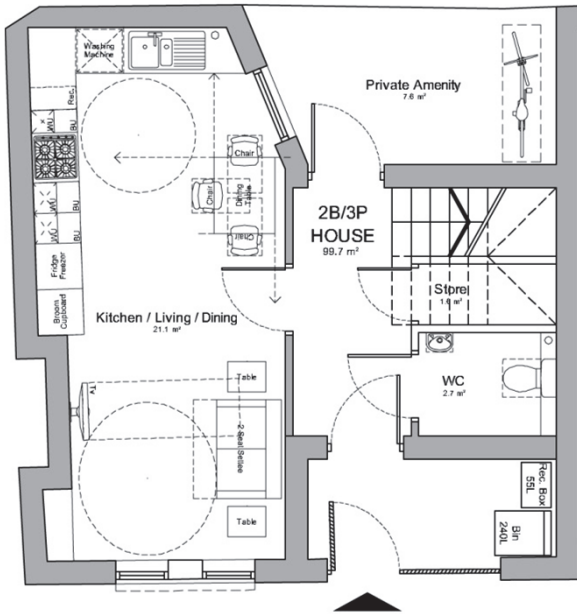
The larger site at the north, at 11 to 14 Kensington Street is arranged over three levels, with 6 flats accessed from a central stair (2 per floor). The ground floor flats in each case have direct access from Kensington Street.

Bins and bicycles are stored to the rear of the communal stairs of the flat blocks, so as not to impinge on the active frontage to Kensington Street. The elevation treatment and fenestration has been devised to carry through the rhythms and variations of Kensington Street, in a modern idiom without a pastiche copy of the existing features of surround buildings. They seek to achieve the liveliness and character established in the surrounding streets, through the mural painting and building embellishments.



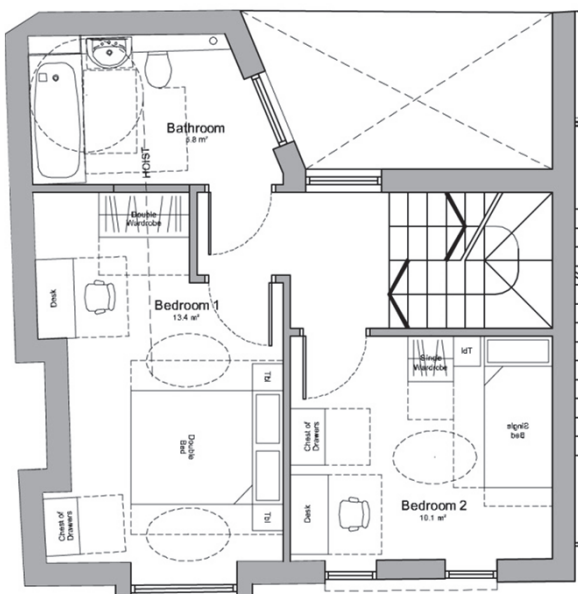
Kensington Street, Brighton

Unit Types: Unit Type 1

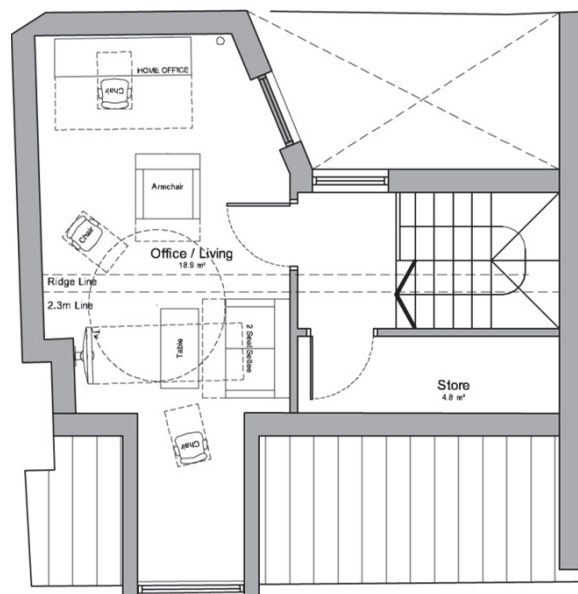


GROUND FLOOR

- Two-bedroom three person house
- This dwelling is designed to connect to the adjacent two storey cottage at the southern end of the Kensington Street site with direct access from Kensington Street.
- It is arranged over three levels, designed to conform as far as possible with Lifetime Homes and HQI standards, although some waivers may be required due to site restrictions.
- The ground floor is arranged with entrance accessible WC and kitchen/dining room.
- The stair is located to the rear of the property to maximise frontage fenestration and outlook.
- 2 No bedrooms are arranged on the first floor, 1 x 2 bed and 1 x 1 bed. An accessible WC is also provided.
- Top floor has a roof and dormer with a living room/lounge arranged adjacent to the top of the access stair.
- Generally floor to ceiling heights are 2.4m. On the top floor this reduces to the low eaves, but rises due to the sloping soffit of the ceiling. Floor to floor is 2.7m.
- A small outdoor amenity court is provided off the ground floor to the rear of the property.



FIRST FLOOR

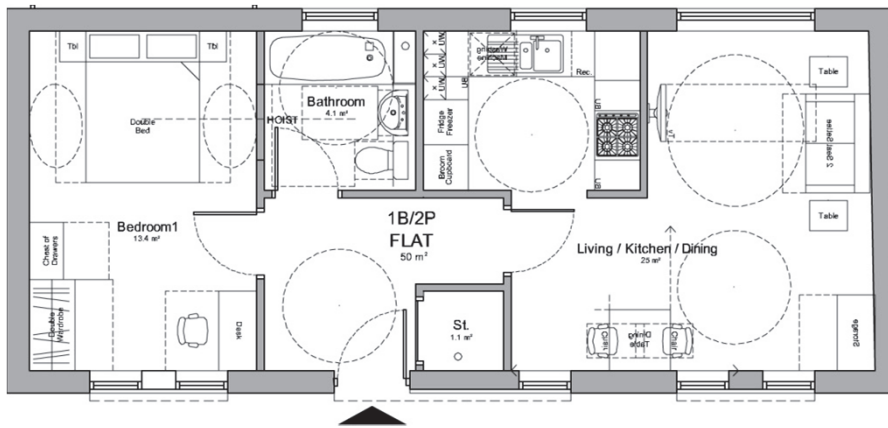


SECOND FLOOR

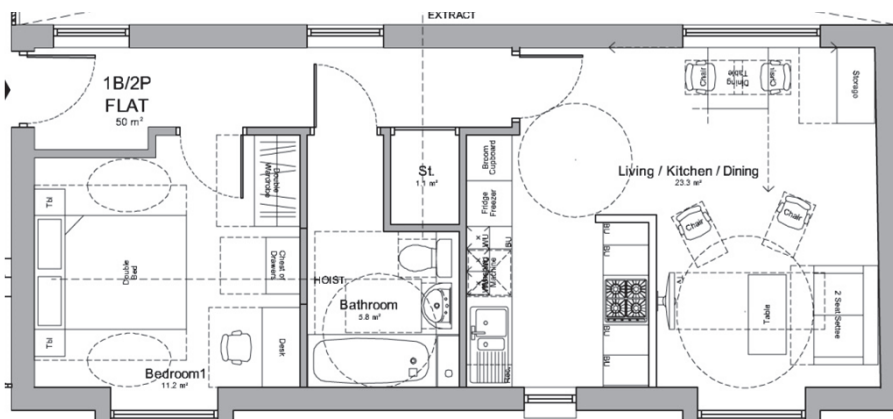
Kensington Street, Brighton

Unit Types: Unit Type 2

- One-bedroom two person flats – 50m² (3 number)
- These are arranged on three separate floors accessed from a central communal easy access stair, on the southern of the three sites 4 to 7 Kensington Street.
- Habitable rooms face towards the street.
- The ground floor unit is a variation with direct access from the street frontage
- The unit is laid out to conform with HQI and Lifetime Homes Standards
- The ground floor unit has direct access to a small outdoor amenity court to the rear.



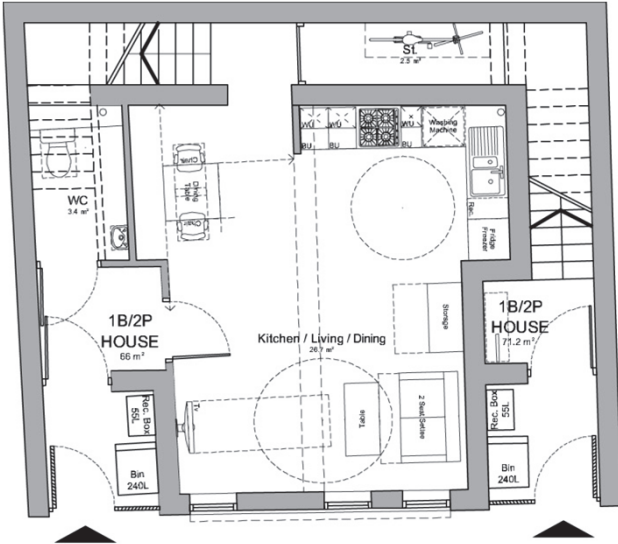
Ground Floor



First/Second Floor

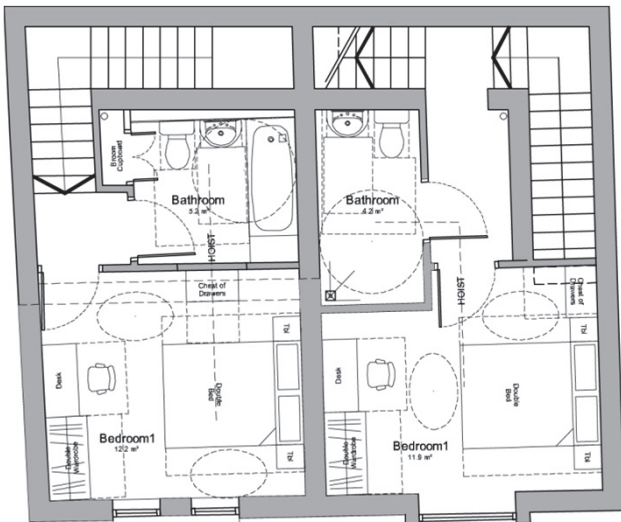
Kensington Street, Brighton

Unit Types: Unit Type 3

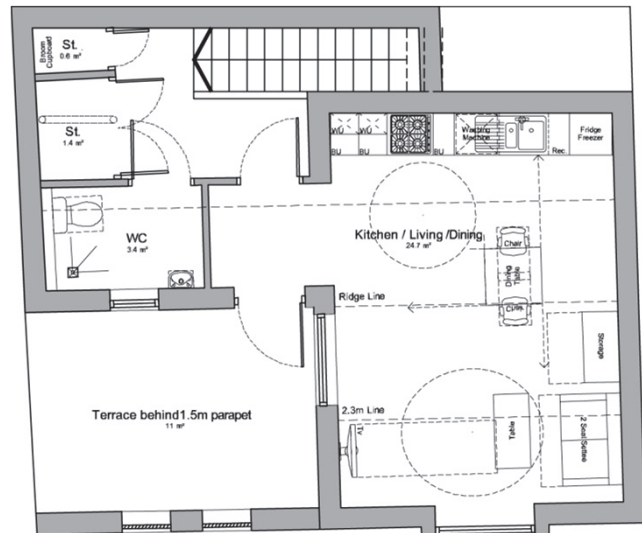


GROUND FLOOR

- 2No – one bed two person maisonettes are provided on the central site, No 9 Kensington Street.
- The site is tightly enclosed on three sides. So the units are laid out to orientate solely to the Kensington Street frontage
- Units are designed each with their own separate ground floor street entrance and bin storage, with separate stairs rising to the upper floor accommodation
- Ground floor unit is laid out with living room, kitchen and accessible WC on the ground floor, adjacent to an entrance lobby.
- The stair rises to first floor, bedroom, with adjacent accessible bathroom
- The upper unit has stair rising from ground floor entrance lobby to first floor, with bedroom and accessible bathroom
- A further stair rises to top floor with a living room, kitchen and dining and an accessible WC
- In general the design is laid out to conform with HQI and Lifetime Homes Standards, however the upside down plan of the upper unit will require a waiver on the Lifetime Homes recommended standard
- Floor to ceiling is 2.4m, although there may be variations on the top floor, as part of the roof slope. Floor to floor is intended to be 2.8m allowing for the party floor construction



FIRST FLOOR

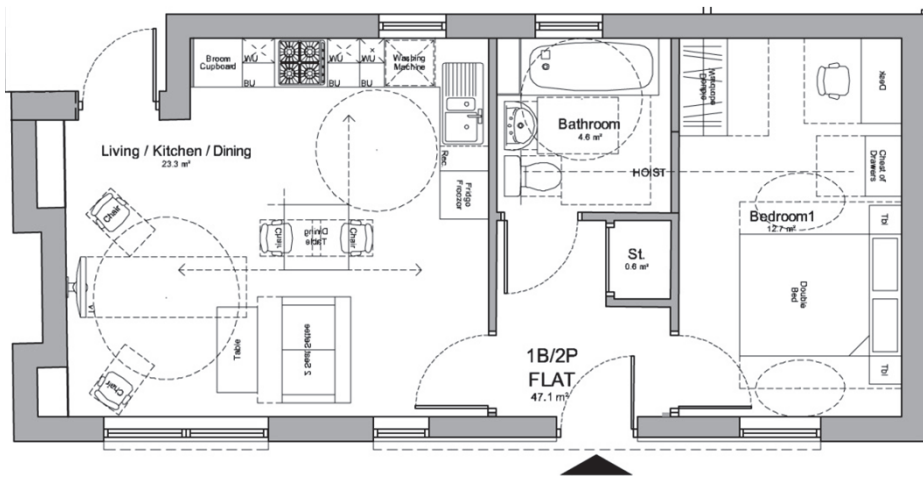


SECOND FLOOR

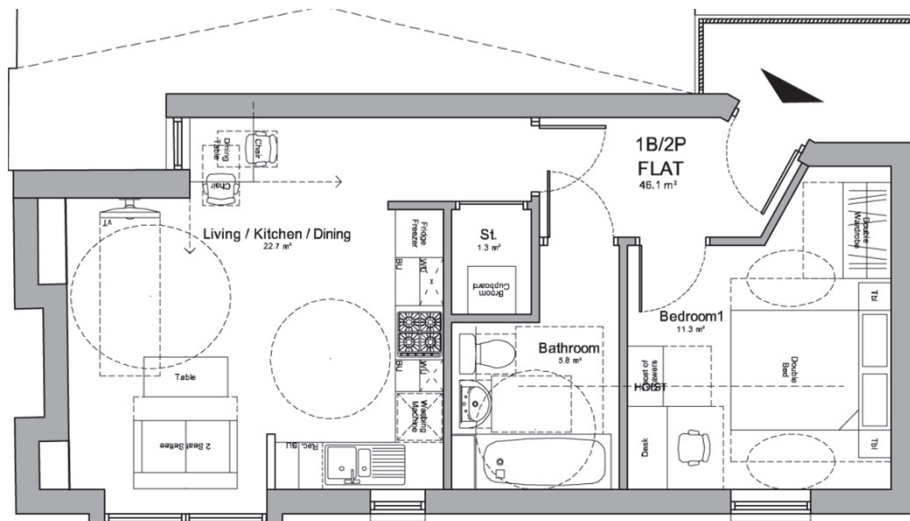
Kensington Street, Brighton

Unit Types: Unit Type 4

- 5 No one-bed two person flats are arranged in the northern block with an area of 45m²
- These are arranged two flats per floor over three levels
- A central, easy access communal stair is provided with ground floor storage for cycles and bins
- The habitable rooms are orientated towards Kensington Street frontage
- High level windows to the rear provide natural light to the bathroom and lobby areas without overlooking
- The ground floor unit is a variation of the design, allowing for the entrance direct from Kensington Street
- It has access to a small courtyard garden to the rear of the property



Ground Floor.



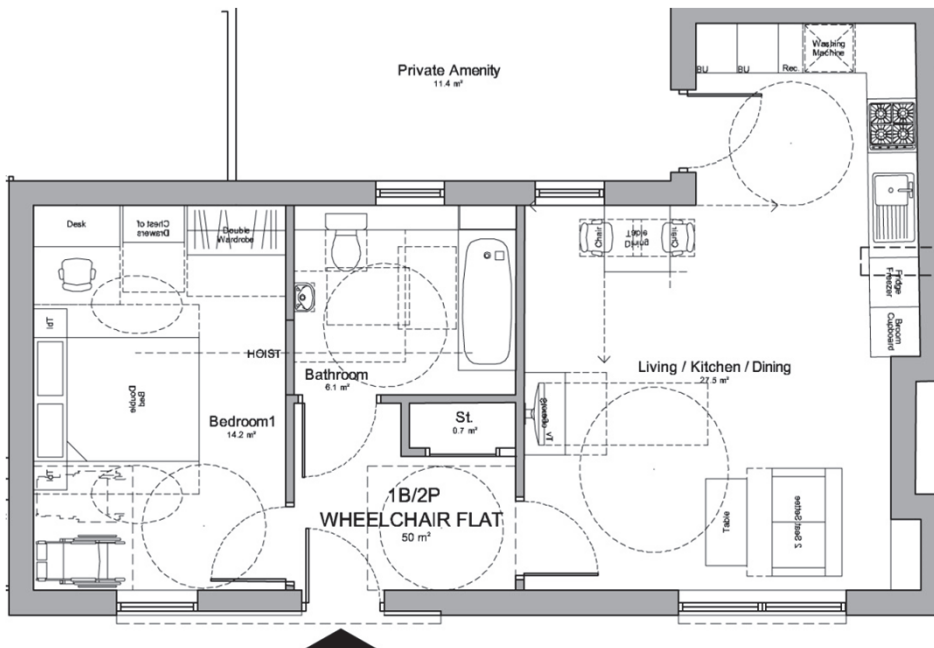
Upper Floor



Kensington Street, Brighton

Unit Types: Unit Type 5

- One-bedroom two person wheelchair accessible unit
- This unit is located below the block of five one-bedroom flats at the northern site, 11 to 14 Kensington Street
- It has direct access from Kensington Street with rollover level threshold
- It has an enlarged footprint through extension into the north-western corner of the site giving it a floor area of 55m²
- This enables wheelchair accessible standard unit to be laid out with adjustable kitchen, turning circles for wheelchairs in habitable rooms and enlarged circulation and storage
- The entrance lobby has space for wheelchair recharge and gives access to all habitable rooms
- The kitchen is accessed directly from the living room/dining room and is located at the rear of the site
- There is rollover access into a small outdoor courtyard garden to the rear



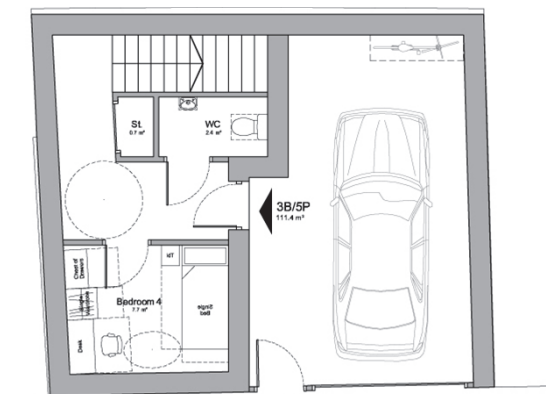
Kensington Street, Brighton

Unit Types: Unit Type 6 (Alternative proposal)

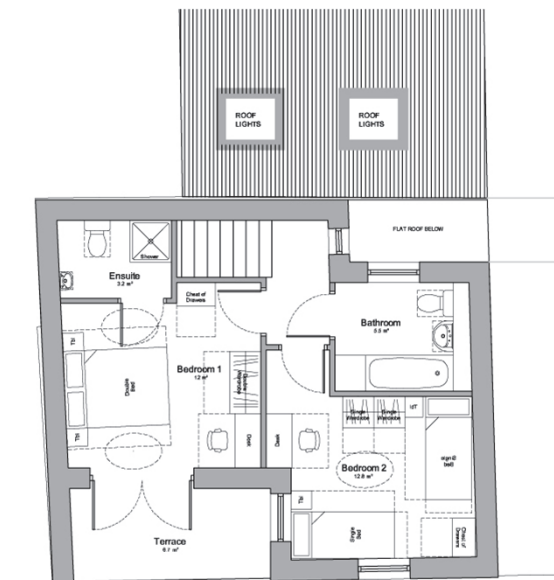
As an alternative proposal for the middle site – 9 Kensington Street. Consideration has been given to the creation of a single family dwelling rather than two one bed maisonettes.

Three bedroom family house:

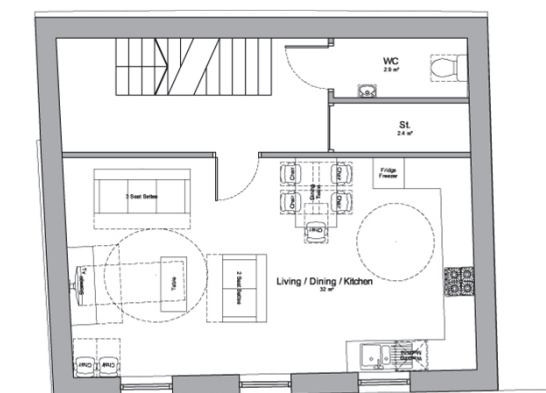
- The site is tightly enclosed on three sides. So the house is laid out to orientate solely to the Kensington Street frontage
- At the ground floor, the main entrance is accessed of a private courtyard area which also accommodates an off-street car parking space.
- Ground floor unit is planned with a single bedroom overlooking the street but with an alternative outlook into the undercroft courtyard.
- The stair rises to the first floor where an open plan living kitchen dining room is proposed.
- A further stair rises to top floor with two bedrooms and a family bathroom.
- Access is available to a private terrace.
- In general the design is laid out to conform with HQI and Lifetime Homes Standards.
- Floor to ceiling is 2.4m, although there may be variations on the top floor, as part of the roof slope. Floor to floor is intended to be 2.8m allowing for the party floor construction



Ground Floor.



Second Floor.



First Floor.



Kensington Street, Brighton

Planning Consultations

Initial Planning review was carried out on 10 April 2014. It was agreed in principal that the existing, lapsed approval provided the basis for the scope of the development.

Further draft comments were received from Sanne Roberts, the Heritage Officer for the site dated 24 April 2014.

As a result of these comments the following adjustments have been made to the design of the schemes:

1. Improved connections are provided to the adjacent retained buildings
2. Mansard roofs are removed in favour of more traditional features, evidenced by surrounding buildings
3. Roof terraces have been removed from frontage of development
4. Improvements are made to elevation treatment, in keeping with character of surrounding area

Public Consultations

A public consultation event is proposed for January 2015 with an exhibition and meeting with local residents to be held at the Jubilee Library close to the site. Public feedback will be recorded and reported in addendum.



Subject:	Royal Pavilion Estate Capital Project		
Date of Meeting:	22 January 2015		
Report of:	Assistant Chief Executive Interim Executive Director Finance & Resources		
Contact Officer:	Name:	Richard Davies	Tel: 29-6825
	Email:	richard.davies@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The Royal Pavilion Estate was bought by Brighton Corporation in 1850 and today is Brighton & Hove's cultural heart, uniquely combining a historic Royal Palace and Regency Garden, a museum, art gallery and three performing arts spaces at Brighton Dome. Brighton Dome & Festival Ltd (BDFL) has a lease on the Brighton Dome, Corn Exchange and Studio Theatre.
- 1.2 The council and BDFL signed a Memorandum of Understanding on 18 August 2014, to formalise the joint working with the Royal Pavilion & Museums (RPM) and underpin the delivery of the phased capital works to the Royal Pavilion Estate that aim to secure its long term future and financial viability. This will be achieved through phased works across the Royal Estate. A fundraising campaign has been started including successful bids to Arts Council England (ACE) Stage 2 and the Heritage Lottery Fund (HLF) Round 1.
- 1.3 This report summarises the progress made to date on the project, seeks agreement of the capital scheme and delegated authority for managing project spend, sets out the proposed governance arrangements to oversee its delivery, and seeks delegated authority to procure the range of work required to deliver the phased works, including an architect led design team.

2. RECOMMENDATIONS:

- 2.1 That Policy & Resources Committee notes the progress made to date on the Royal Pavilion Estate capital project Phase 1, which has an estimated cost of £19.1 million, and the successful bids for ACE Stage 2 match funding and HLF Round 1 match funding totalling £10.8million towards these Phase 1 capital works.
- 2.2 That Policy & Resources Committee agrees that a Round 2 HLF bid is prepared and submitted for the Phase 1 capital works to the Brighton Dome and delegates authority to the Assistant Chief Executive and Executive Director, Finance & Resources to prepare, sign off and submit this bid.

- 2.3 That Policy & Resources Committee agrees that further bids to HLF are prepared and submitted for subsequent phases of capital works to the Royal Pavilion Estate and delegates authority to the Assistant Chief Executive and Executive Director, Finance & Resources to prepare, sign off and submit these bids.
- 2.4 That Policy & Resources Committee agrees the Procurement Strategy described in paragraphs 3.11 to 3.17 of this report.
- 2.5 That Policy & Resources Committee delegates authority to the Assistant Chief Executive and Executive Director, Finance & Resources to; procure the architect led design team to deliver the Phase 1 capital works and enter into contracts for these works following the procurement, subject to receiving planning permission; and procure and commission further works to satisfy HLF bid requirements, including the Interpretation Strategy, Brand Identity & Wayfinding and Management & Maintenance Plan.
- 2.6 That Policy & Resources Committee notes the funding requirements for the project and commits the council to match funding of £0.75 million for the Phase 1 capital works.
- 2.7 That Policy & Resources Committee authorises spend against the ACE and HLF secured match funding for the Phase 1 capital works for the appointment of an architect led design team to carry out the detailed design, prepare contract documentation and procure a main contractor.
- 2.8 That Policy & Resources Committee approves £10,000 from the council's 2014/15 Strategic Investment Fund to provide support to progress the project.
- 2.9 That Policy & Resources Committee confirms the council's commitment to the Royal Pavilion Estate capital project, agrees to act as lead organisation and supports continued joint working with the Brighton Dome & Festival Limited (BDFL) and the Royal Pavilion & Museums.
- 2.10 That Policy & Resources Committee notes the need to formalise the relationship between the Council and BDBF and the possible advantages of an incorporated joint venture delivery vehicle for the project and that the Assistant Chief Executive and Interim Director Finance & Resources will appraise options and negotiate terms with BDFL, with the outcome being presented to a future Policy & Resources Committee for approval.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The Memorandum of Understanding signed by the council and BDFL on 18 August 2014 proposes to redevelop and improve the Royal Pavilion Estate as a world class cultural and heritage site by integrating the Royal Pavilion, Brighton Dome, Brighton Museum & Art Gallery, Courthouse, Corn Exchange and Studio Theatre with their historic setting, improving the world class centrepiece of Brighton & Hove's cultural quarter. This redevelopment will seek not only to improve the Royal Pavilion Estate, but also restore some of the connectivity between the Dome, the Brighton Museum & Art Gallery and the Royal Pavilion, which will enable further co-working in the future on the delivery of cultural events and celebration of the parties' unique heritage.

- 3.2 The proposed capital improvement works prepared through this initiative aim to significantly enhance the quality of the Estate's visitor offer and the heritage in its care, delivering a legacy of sustainability and resilience, which will safeguard its future.
- 3.3 The Phase 1 capital works will provide much needed improvements to the Dome, including the Corn Exchange and Studio Theatre, back of house facilities for artists and staff and new public spaces to improve the audience experience and heritage interpretation. These areas of the Dome were missed out of the previous improvements completed in 2002 and as a consequence require considerable works to address their poor condition.
- 3.4 BDFL submitted a successful ACE Stage 1 bid in September 2012 for strategic funding for works to the Dome. This resulted in a sum of £5.8m being earmarked by ACE for the development pending the successful submission of a Stage 2 bid within 18 months. This approval included confirmation of a sum of £0.2m for the preparation of plans to submit a planning application. The council, as lead party, then followed this with a Stage 2 ACE bid in July 2014. In October 2014, ACE confirmed that the Stage 2 bid was successful, securing funding of £5.603million for the Phase 1 capital works to the Dome. This is in addition to £0.2m already awarded by ACE that was used to prepare the planning application.
- 3.5 In November 2013 RPM and BDFL submitted a Round 1 HLF funding bid to deliver the capital improvement works for the Royal Pavilion Estate. In April 2014, the HLF rejected the bid and advised that it should be split into smaller parts with a phased approach to the capital works. The parties then agreed that the project would be delivered through four phases and a Round 1 HLF bid was submitted by the council in August 2014 for £4.999million of match funding for Phase 1 of the capital works, which included £0.176million to fund development works to meet the HLF bid Round 2 requirements including an Interpretation Strategy, Brand Identity & Wayfinding, and Management & Maintenance Plan for the Royal Estate. In November 2014, HLF approved this Round 1 bid of £4.999million of match funding subject to a successful HLF Round 2 bid.
- 3.6 The phased approach to the capital works is proposed as follows and as shown in Appendix 1, and responds to current issues and funding opportunities. The total cost of all four phases is estimated at £41.6 million. It should be noted that if other funding streams become available for future phases of works then this may alter the phasing.
- 3.7 PHASE 1: Restoration of the Corn Exchange and Studio Theatre together with development of the Estate-wide Interpretation Strategy, Brand Identity and Management & Maintenance Plans.
- Estimated cost of £19.1 million against which ACE has awarded conditional funding of £5.8m. HLF funding of £4.995million was awarded in November 2014, subject to a successful HLF Round 2 bid (see funding breakdown paragraph 3.19 below).
 - Designs have been progressed and have been submitted for planning permission, a decision on which is expected in January 2015.

- The balance between rising operational costs and current income levels has reached a critical tipping point within Brighton Dome's Concert Hall, Corn Exchange and Studio Theatre. A new operating model is urgently required to ensure self-generated income is increased substantially and creates surpluses sufficient to establish reserves for future heritage maintenance.
- Phase 1 centres on the Corn Exchange and Studio Theatre, the majority of which was excluded from the Dome redevelopment of 1999-2002. Urgent repair and maintenance is required to the buildings, in particular the Corn Exchange roof and the installation of sympathetic infrastructure to ensure ongoing damage to the interiors is halted as soon as possible.
- Importantly, development of the Interpretation Strategy for the entire Estate needs to be undertaken in this phase in order to inform work within the phase itself and all subsequent phases, ensuring they are delivered in a joined-up and economic way.
- The Estate-wide Brand Identity and Wayfinding Strategy similarly needs to be established at the outset to ensure all interpretation, activity and wayfinding aligns with a centralised Estate identity and is delivered as economically as possible. The Estate-wide Management & Maintenance Plan is required to ensure a joined up effective, efficient and economic approach can be established for securing the long-term future of the council's heritage assets.

3.8 PHASE 2: Restoration of the Regency Royal Pavilion Garden, establishment of new interpretation, activity and wayfinding and creation of a new Visitor Welcome Facility.

- The Regency Garden is the heart of the Estate and will play the most significant part in truly reuniting and integrating all of its component parts. It is also the Estate's visitor welcome and so the impact of creating a sense of arrival will deliver significant outcomes for both the Estate itself and for the surrounding neighbourhoods.
- Anti-social behaviour and vandalism in the Garden is increasingly damaging the fabric of the Garden itself and public perception of the Estate. Such behaviour is also putting at risk in particular the Royal Pavilion but also other buildings on the Estate with damage to the exterior of the buildings, such as broken windows and graffiti. It is difficult to see how the fabric can continue to be protected for much longer and so it is believed that this work needs to be prioritised in the phased approach.
- A newly created visitor facility will give the opportunity to purchase admission tickets, provide Estate interpretation and allow storage for buggies, coats and rucksacks meaning the damage currently caused to the delicate painted surfaces and collections of the Royal Pavilion can be minimised at an early stage of delivery of the capital works programme. The location for the centre has yet to be determined and will be carefully considered so that it does not impact on the location of the existing Garden café.
- Estimated cost £7.5 million

3.9 PHASE 3: Restoration and re-interpretation of the Royal Pavilion.

- The external visitor facility established in Phase Two will take a huge amount of pressure off the deteriorating fabric within the Royal Pavilion, allowing work here to be delayed to Phase 3.
- The Royal Pavilion needs new and varied forms of interpretation to engage different interest groups and audiences; other storylines and different approaches for differing learning styles and expectations. In a fast changing environment these issues cannot remain unaddressed for much longer if we are to continue to capitalise on the building's world-class appeal.
- The interpretation strategy developed in Phase One will be delivered within the interior of the Royal Pavilion. New multisensory and digital interpretation of the Pavilion will be installed and 'hidden' areas such as the King's bathroom, the tunnel, the Saloon Bottle, the servants' quarters and the Pages of the Presence bedrooms will be woven into the interpretation offer.
- The Activity Plan will begin to develop more engagement activities connected to the Royal Pavilion, modifying learning activities to encompass the new areas.
- The volunteer programme including accredited courses will begin to approach the agreed target of 410 volunteers. This phase will recruit in specialist subjects such as conservation.
- The Conservation Plan and Management & Maintenance Plans will be further developed for the Royal Pavilion.
- Estimated cost £9.0 million

3.10 PHASE 4: Restoration and new interpretation of Brighton Museum & Art Gallery, new interpretation and activity within Brighton Dome and creation of new heritage learning facilities within the Old Courthouse and Northgate House.

- Re-development of Brighton Museum & Art Gallery was undertaken as part of the refurbishment of 1999-2002 and so it is appropriate that it be considered in this latter phase in order to bring it up to the level of quality that the rest of the Estate will be operating at by that time to complete the final piece of the jigsaw to create a world class heritage destination.
- We believe the condition of the museum roof is currently sustainable until this later phase but independent roof inspections and surveys indicate it will require substantial repair within a 3-5 year period.
- Estimated cost £6.0 million

Procurement Strategy

- 3.11 The procurement process will be overseen by the council's Procurement Team to achieve the project objectives and will adhere to the council's procurement guidance, Contract Standing Orders and best practice.

- 3.12 As the project involves significant listed buildings and the Garden of local, national and international importance it is essential that the procurement process ensures that full control is maintained by the client team over design and construction works at all times. For this reason, procurement will follow a traditional route whereby the client will appoint an architect-led design team, who will be responsible for design and contract administration, and a contractor to carry out the building works. Procurement will also include the appointment of a conservation architect.
- 3.13 The contract value for both the architectural design services and construction appointments will exceed the current OJEU thresholds for Works and Services. In light of these assumptions, the European Union Procurement Regulations and the Council's Contract Standing Orders will apply in terms of advertising the opportunity, the process used and the application of equal & fair treatment of economic operators.
- 3.14 The Council is currently the lead organisation and therefore accepts primary risk as the accountable body. The Memorandum of Understanding caters for the possibility that in order to mitigate risk, a joint venture vehicle is set up to deliver the works and states "*the parties... will discuss which party or vehicle is most suitable to procure... the works... [including] a jointly owned corporate vehicle...*". An incorporated joint venture vehicle (e.g. a Limited Company) would limit the council's financial exposure. Any services procured through the OJEU process will have to account for the possibility that parts or all of the services should be procured by the joint venture vehicle. An options appraisal will be undertaken to consider the most appropriate form of vehicle. The outcome of this appraisal will be presented to a future meeting of the Policy & Resources committee for approval.
- 3.15 As well as fulfilling all legal requirements, adhering to the OJEU formal procurement process will ensure competition and therefore, VFM and best consideration.
- 3.16 Following the successful Stage 2 ACE funding bid and Round 1 HLF bid, it is proposed that the Phase 1 architect led design team will now be procured to progress the detailed design and construction tender documentation. This appointment to deliver Phase 1 will be funded through the successful ACE Stage 2 bid. Procurement of the contractor will be subject to further successful fund raising for the Phase 1 construction costs.
- 3.17 The Interpretation Strategy, Brand Identity & Wayfinding and Management & Maintenance Plan for the Royal Estate will also be prepared within Phase 1 and procurement of consultants or direct employment to undertake these pieces of work will be carried out. These appointments are also to be funded through the ACE Stage 2 bid.

Funding

- 3.18 Funding for the phased works will be split between public sector, trusts and institutions, and private donations. The project funding targets for the overall

phased capital improvement works over the next four years are set out in the following table.

Capital Improvement Works	£m
Government Grants	24.9
External Contributions / fundraising	14.7
BHCC	2.0
Capital Improvement Works income requirements	41.6

3.19 The Phase 1 total project budget to the end of the delivery phase is £19.1m, which has been established through design to RIBA Work Stage 3 Developed Design (previously RIBA Work Stage D) and verified by the project cost consultants. The combined ACE and HLF funding provides £10.8 million of the total Phase 1 project cost.

3.20 For Phase 1 the secured funding and funding targets are set out below:

Development Phase	£m
Arts Council England (ACE)- secured (Stage 1)	0.199
Heritage Lottery Fund (HLF) development grant- secured	0.176
External Fundraising	0.020
BDFL contribution	0.154
Development income	0.549
Delivery Phase	£m
Arts Council England (ACE)- secured (Stage 2)	5.603
Heritage Lottery Funding- (Round 1 approved subject to Round 2 approval)	4.823
Other government grants (LEP Application now anticipated post May 2015)	2.000
External Fundraising	5.230
BHCC	0.750
BDFL	0.102
Delivery income	18.509
Total Phase 1	19.058

- 3.21 In addition to the ACE and HLF contributions of £5.8 million and £4.995million respectively, circa £8million will need to be raised through public funding and private contributions. It is a requirement before ACE releases most of its match funding (£5m) that 100% of fundraising for the project has been raised.

Resources

- 3.22 Resources for the delivery of the project will be drawn from existing staff, appointed consultants and project funding secured from ACE and HLF. A project team including representatives from RPM, BDFL, Legal, Finance, Property, Procurement, project managed by the Major Projects Team, has been established. The project team will report to the *Cultural Services VfM 4 Steering Group – Part 1 – Royal Pavilion Estate & Cultural Governance*, while ensuring appropriate involvement of BDFL and its trustees in the decision making process and project governance.
- 3.23 Allocation of Strategic Investment Fund will be made to provide project support in 2014/15 to progress fundraising and minor works and future allocations from the Strategic Investment Fund may be made to these works. The ACE and HLF secured funding includes allocations to cover producing the Phase 1 detailed design through the appointment of an architect lead design team.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The Stage 1 HLF bid that was submitted in November 2013 was unsuccessful and HLF advice was to phase the capital works and submit smaller bids for each phase. This approach is now being adopted instead of carrying out all the works together.
- 4.2 The option of doing nothing is untenable as major investment and a sustainable business model are urgently required to protect the historic fabric of the buildings and the Garden for future generations.
- 4.3 User-feedback collected by BDFL suggests that the changes and improvements throughout the building are definitely required to enhance the audience experience and to encourage further visits and spend in the venues. The proposed works will contribute to creating a world-class cultural destination in the heart of Brighton & Hove and delivers a strong model for long term financial resilience, not only to the Estate itself but through job creation and impact on the visitor economy, to the City as a whole.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 The initial HLF submission was informed by a series of consultation and engagement sessions, which included workshops, presentations and surveys undertaken with a variety of stakeholders. In relation to the Garden, which will be phase 2 works, three stakeholder workshops have taken place with a fourth focused on young people held in December 2014 with a follow-up stakeholder workshop to be arranged once all feedback has been collated in early 2015. A public exhibition started in Jubilee Library on 24 November 2014 to gather further feedback along with an online survey on the council's consultation portal. A Member workshop is also to be arranged.

6. CONCLUSION

- 6.1 The opportunity of ACE and HLF funding, along with other funding sources, must now be taken if the future of the historic fabric of the buildings and the Garden is to be secured.
- 6.2 The advice from HLF that the project should be phased is considered sound and allows programming of resources and fundraising in a measured way over the project lifetime. This approach has been supported by the successful ACE and HLF funding approvals for Phase 1 works.
- 6.3 Detailed design for the Corn Exchange and Studio Theatre, construction works, Interpretation Strategy, Brand Identity & Wayfinding and Management & Maintenance Plan will form the Phase 1 works. This phase will demonstrate the ambition of the parties' approach to the Royal Pavilion Estate to create transformational change. This ambition will underpin future fund raising for subsequent phases.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The Phase 1 project with an estimated cost of £19.1 million is to be funded through a combination of Heritage Lottery Grant and Arts Council England Funding and external fundraising with match funding from both the Council and other parties including BDFL. The fundraising target is a significant risk to parties, and the award of the ACE grant is conditional on 100 % of the project funding being in place. The staging of the project is such that only costs relating to development funding will be spent before the capital works can commence. Progress in fundraising will be monitored as a key risk and agreement will need to be reached on how any shortfall is addressed between the parties.
- 7.2 The Council is acting as lead party for the project and will receive the government grants, act as the accountable body and make all payments against the project in accordance with the Council's financial procedures. In considering acting as lead party, the S151 officer must be satisfied that financial regulations are observed. The Council will wish to ensure than any risk exposure of cost overruns, income shortfalls and other financial risks are mitigated against. In considering the most appropriate legal structure to formalise the relationship between the Council and BDFL the VAT and other tax issues will need to be reviewed and implications set out in a further report to the Policy & Resources Committee.
- 7.3 The Council's funding contribution of £0.750million for Phase 1 capital works is expected to be met from the realignment of the sinking fund and other elements within the annual contribution from the Council to BDFL and SIF funding for fundraising and minor works. Agreements for these elements of funding will be obtained through the capital programme budget reporting for the relevant financial year. The Council's contributions are reflected in the Council's 10 year Investment Strategy.

- 7.4 The procurement process will ensure compliance with the Council's Contract Standing Orders and Financial Regulations. The procurement process will be prepared on a basis to maximise economy and effectiveness and will therefore support achieving value for money.
- 7.5 A sum of £10,000 will be set aside from the 2014/15 Strategic Investment Fund to provide support to the council's major projects team in preparing the procurement and bid. Future funding from the Strategic Investment Fund will need to be agreed on an annual basis

Finance Officer Consulted: Anne Silley

Date: 19/12/14

Legal Implications:

- 7.6 The main procurement and governance issues are set out in part 3 of the report. Care should be taken to avoid entering into a Partnership arrangement with BDFL without a comprehensive Partnership Deed and appropriate security to supersede the Memorandum of Understanding.
- 7.7 Consideration should be given to alternative joint venture structures e.g. a limited company. In a Partnership, liability of the parties is both joint and several and open-ended. In a limited company, a limited liability partnership or some other regulated incorporated commercial entity, liability is limited to the assets of that entity.
- 7.8 Regard should be given to the rules around State Aid when applying state funds and working with BDFL.
- 7.9 The Council is bound by its Contracts Standing Orders and the OJEU procurement rules as set out in part 3 of this report.
- 7.10 It should be noted that as the accountable body for the funders (Arts Council England and Heritage Lottery Fund) the Council will have financial exposure to costs and claw-back in the event of failure to deliver the project outcomes or breach of the funders' terms. Arts Council England reserves in its terms and conditions the right to "withhold or demand repayment of all or part" of funds in the event of breach of the terms of the grant. The Heritage Lottery Fund terms and conditions will be considered in due course.
- 7.11 In light of the above, in the event that the architects or any other part of the project team become aware of the need to change the design/ layout, extra works required, or any over or under-spend it is imperative that Arts Council England are properly notified in accordance with their terms and conditions.
- 7.12 Arts Council England will require a legal charge over the Council's interest in the property which will subsist for 30 years from the date of the grant. The Council will require the Arts Council England's consent before any disposal of the property (e.g. a lease to successor body to BDFL). Other funders (including Heritage Lottery Fund) may require further security.

- 7.13 The future report referred to in the final recommendation will deal with any necessary changes to the lease and other existing contractual arrangements with BDFL.

Lawyers Consulted: Oliver Asha 05/12/14 & Bob Bruce 22/12/14

Equalities Implications:

- 7.14 In preparing the capital works proposals, an extensive range of stakeholders were consulted to identify issues of access to facilities and activities in order that these may be addressed through the project works. Improved educational space will be provided within the overall project that will increase access for schools and others to the Royal Pavilion Estate activities. The capital works will provide a dedicated space to deliver the BDFL Learning and Access Programme.

Sustainability Implications:

- 7.15 7.15 The project's Phase 1 sustainability consultants, as part of the on the integrated design team, undertook a detailed evaluation and consideration of the use of sustainable technologies and where possible these have been incorporated into the developed design. At present, the project is anticipated to achieve a BREEAM rating assessment of Good.
- 7.16 The proposed capital works will result in the historic buildings being more energy and water efficient, both of which will contribute to reduced operating costs.

Any Other Significant Implications:

Risk and Opportunity Management Implications:

- 7.17 A risk register for the project will be maintained by the project manager and is a requirement of both ACE and HLF. The risks and mitigating actions will be considered by the Royal Pavilion Estate & Cultural Governance Steering Group and escalated where necessary.
- 7.18 Currently the risk register identifies fundraising as a key risk. A detailed Fundraising Strategy has been developed and well researched, and an experienced Campaign Director has been appointed to implement the strategy.

SUPPORTING DOCUMENTATION

Appendices:

Appendix 1: Phasing of Capital Works to the Royal Pavilion Estate

Documents in Members' Rooms

None

Background Documents

None

Phasing of Capital Works to the Royal Pavilion Estate

**Projected Project Costs £**

Phase 1	Corn Exchange / Studio Theatre	19,100,000
Phase 2	Royal Pavilion Garden	7,500,000
Phase 3	The Royal Pavilion	9,000,000
Phase 4	Museum / Brighton Dome / Northgate House / Old Courthouse	6,000,000
Total		41,600,000

The above plan illustrates the phased approach to deliver the capital works along with the projected total costs for each phase.

Subject:	Improved Domestic Violence and Sexual Violence Specialist Services from 2015/16 onwards		
Date of Meeting:	22 January 2015		
Report of:	Tom Scanlon		
Contact Officer:	Name:	James Rowlands	Tel: 29-1032
	Email:	james.rowlands@brighton-hove.gcsx.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 To obtain the agreement of Policy & Resources Committee to tender for and award a new contract for the supply of a specialist service for victim/survivors of Domestic Violence & Abuse and Rape, Sexual Violence & Abuse, with the aim of bringing together a range of existing services, creating simplified care pathways and reducing duplication. This is in order to better meet the risk posed to, and needs of, victim/survivors and their families in the context of increasing demand.

2. RECOMMENDATIONS:

- 2.1 That the Policy & Resources Committee approves the tendering of a specialist service through a competitive procurement process for a 3 year contract with an option to extend by up to a further two years (at the Council's discretion).
- 2.2 That delegated authority is granted to the Director of Public Health to approve the award of a contract to the successful bidder(s) following recommendations of the tender evaluation panel with an option to extend by up to a further two years.

3. CONTEXT/ BACKGROUND INFORMATION

3.1 Strategic context

- 3.1.1 Brighton & Hove's Violence against Women & Girls (VAWG) Strategy aims to achieve an overarching outcome that residents and communities are free from VAWG crime types¹ by:

- Increasing survivor safety
- Holding perpetrators to account
- Decreasing social tolerance and acceptance
- Increasing people's ability to have safe, equal, violence-free relationships.

¹ VAWG crime types are predominately, but not exclusively, experienced by women and girls reflecting the United Nations (UN) Declaration (1993) on the elimination of violence against women. However, a VAWG approach includes working with men and boys who experience domestic violence & abuse, as well as rape and sexual violence & abuse. This work includes identifying how to provide help and support, proportionate to need.

- 3.1.2 Domestic Violence & Abuse and Rape, Sexual Violence & Abuse are priorities within this strategy. This reflects both the prevalence of these crime types in the city (almost 4,000 domestic violence & abuse (DVA) crimes and incidents were reported to the Police in 2013/14, and nearly 400 recorded sexual offences), as well as a trend of increased reporting (there has been a 22% increase in DVA crimes and incidents in the first 6 months of the 14/15 financial year compared to the same period in 13/14. The increase in sexual offences in the same period is 35%).
- 3.1.3 This increase in reporting has a direct impact on specialist services (see 3.2 below), which have seen a corresponding increase in demand.
- 3.1.4 These crime types can have a significant impact on victim/survivors, their children and the wider community. Impacts can include: physical injury, as well as the impact on mental and emotional wellbeing, employment and education, social capital, health, behaviours and homelessness. There can also be longer term impacts such as poor school achievement, reduced economic prospects, behavioural problems, substance abuse, poor mental, sexual or physical health, and the risk of further violence.
- 3.1.5 These crime types have a significant financial cost: The individual, economic and social cost of domestic and sexual violence and abuse to the city is estimated to be at least £143 million per annum.

3.2 Current contracts and provision

- 3.2.1 Specialist services are a key feature of a Coordinated Community Response. They are identified as a best practice intervention in national guidance. They are also a way to achieve the outcomes victim/survivors want and to secure both Added and Social Value.
- 3.2.2 The importance of specialist services has been recognised by the Council. The current model of provision is delivered by specialist providers who have been grant funded to deliver interventions that support the safety and recovery journey of victim/survivors and their families.
- 3.2.3 RISE is funded to provide specialist Domestic Violence & Abuse services. Funding was originally by way of a grant allocation from the Partnership Community Safety budget. Over time, the range of services has extended and been formalised within contractual arrangements. The current range of services delivered by RISE include:
- Independent Domestic Violence Advisor (IDVA) service: for victim/survivors who are at high risk of harm, with the aim of securing their safety and the safety of their children
 - Crisis service (including the Helpline): a key point of access for victim/survivors, their friends and families, and for professionals seeking information and support about domestic violence
 - The Prevention and Recovery service: provision of information, advice, advocacy, practical and emotional support for women, children and young people living in the community, in refuge or who are resettling.

3.2.4 In addition, RISE:

- Provides an accessible, safe Refuge and Support service for women and children (to 18 years) (This is provided through Housing Support and funding will transfer into the pooled budget as part of the development of the future model of service provision, sustaining existing Refuge provision. See 3.4.4 below)
- Receives additional funding from other statutory services to provide a number of other specific interventions which are delivered as part of the contract.

3.2.5 Survivors' Network is funded to provide specialist Rape and Sexual Violence & Abuse services. Funding was renewed in October 2013 as part of a joint commissioning arrangement pilot with East Sussex County Council who contributed to the funding for this contract. The contract consists of the following services:

- Independent Sexual Violence Advisor (ISVA) for victims/survivors of rape or sexual assault in Brighton & Hove, principally as a key aftercare component of the Sussex Sexual Assault Referral Centre (SARC)
- Counselling provision.

3.2.6 The current contracts with RISE and Survivors' Network have been extended for six (6) months to 30th September 2015 by virtue of a waiver in order to align these contracts with the proposed start date for the specialist services as outlined in this report.

3.3 The case for change

3.3.1 The current model of provision as described in 3.2 has evolved over time, in an ad hoc way, in response to particular funding streams (some of which are no longer available) and different needs and issues.

3.3.2 Individuals who are able to access interventions from local specialist services receive a good level of care. These services also have a record of working to develop the interventions that are available.

3.3.3 However, the current model of provision as a whole is not sufficiently robust. In particular, it does not enable the capability, capacity or flexibility within specialist services to respond to the pressure of increasing demand while ensuring consistent support for the recovery journey of victim/survivors. There are also gaps in provision. Specific issues include:

- Complex care pathways within services: This impacts on the experience of victims/survivors, who often need to engage with multiple workers (particularly where their risks and needs change). This is driven by the evolved shape of services rather than what would best meet a victim/survivor's needs
- Complex care pathways between services: This impacts on the experience of victim/survivors who are often referred between services, for example, someone who experienced rape or sexual assault in their intimate relationship may be supported by RISE and Survivors' Network rather than having a single key worker who can manage these needs holistically

- Limited capacity to support victim/survivors who are not at immediate risk: Provision is focused at those who are at highest risk, which limits the provision for those other victim/survivors who may have significant needs and for whom earlier intervention may be effective
- Limited capacity to consistently deliver interventions to children or young people: local residents are unable to access a consistent programme of interventions; for instance, recovery interventions to support a non-abusive parent and their children. This is particularly significant given the impact of these crime types; in 50% of cases DVA is identified as a factor in children being 'looked after'
- Absence of specialist provision for victim/survivors from Black Minority Ethnic (BME) communities: This is despite evidence which identifies both a need for specialist provision and the importance of specific capacity to deliver this
- Absence of specialist provision for heterosexual men: This is despite evidence which identifies both a need for specialist provision and the importance of specific capacity to deliver this (although because significantly fewer men are affected than women this capacity should be proportionate to relative need)
- Limited capacity to engage with emerging partnership approaches: This includes delivering interventions within, or aligned to, partnership initiatives such as the Multi-Agency Safeguarding Hub (MASH) and Early Help Hub.

3.3.4 Consequently there is a strong case for change, in order to achieve a future model of service provision to better enable the recovery journey of victim/survivors. Any future model of service provision should seek to achieve a 'one stop shop' or 'hub' offer which is able to balance the need for prevention against provision for the riskiest cases. The Council needs to ensure that there are primary, secondary and tertiary prevention activities across the city, based on the best available evidence. Most importantly, the Council needs to address the outcomes victim/survivors want and ensure that any approach is able to achieve both Added and Social Value. A future model of service provision must:

- Create a single point of access which is easier for victim/survivors and their families to access, supported by a recognisable service identify and simplified care pathways
- Manage increasing demand, making the most effective use of resources
- Sustain capacity for women, who constitute the majority of victim/survivors, within the context of women only provision. This reflects service user consultation, which routinely identifies the value of support that provides safe, separate women only spaces
- Sustain existing specialist capacity for Lesbian, Gay, Bisexual (LGB) and Trans (T) communities

- Develop specialist capacity to support victim/survivors with specific needs, including those from Black Minority Ethnic (BME) communities and heterosexual men
- Achieve more consistent provision for victim/survivors, including access to longer term interventions to support prevention and recovery
- Achieve increased capacity to support effective responses by other providers as part of a broader range of integrated provision, including responses to other VAWG crime types, e.g. Stalking, Harassment and Harmful Practices such as Forced Marriage, 'Honour' Based Violence and Female Genital Mutilation.

3.3.5 In addition, a future model of service provision presents opportunities to realise economies of scale and ensure Value for Money, including:

- Reduced duplication and inefficiencies between service providers within a single commission - for example, there are currently two helplines in the city - thereby increasing opportunities for cost savings which can be reinvested into the service (see 3.4.5)
- Undertaking a joint commission with East Sussex to realise economies of scale; this will also leverage additional investment from the Office of the Police & Crime Commissioner who are supportive of a consistent service offer across Sussex (see 3.4.6 to 3.4.8).

3.3.6 There are no immediate savings envisaged; the priority is to sustain existing levels of investment overall, with this directed to support the aims outlined above, as well as better enable the Council to train front line staff to identify, assess and respond to Domestic Violence & Abuse and Rape, Sexual Violence & Abuse (see 3.4.5).

3.4 Proposed joint commissioning arrangements 2015/16 onwards

3.4.1 The development of a future model of service provision has been managed via the VAWG Commissioning Group. In addition to key stakeholders from within the city, the Group includes representation from the Office of the Police & Crime Commissioner.

3.4.2 It is recommended that the Council procure the future model of service provision through a competitive tender process. A competitive tender is a clear way to ensure that the EU requirements are satisfied, maximise the possible solutions to the specification and deliver the changes that are required to move to a single specialist service. In addition, the proposed contract term is for a maximum of 5 years (3 years with the possibility of an extension of up to 2 years at the council's discretion).

3.4.3 A competitive tender process is the recommended approach as it will achieve the best outcomes for victim/survivors, meet EU requirements and assure the successful provider(s) the longest contract period. This is the option that will secure the stability of the specialist provision in the long term.

Brighton & Hove City Council

3.4.4 It is proposed that the procurement of community based interventions, prevention and recovery services and refuge provision for victim/survivors of domestic and sexual violence is from a pooled budget incorporating existing allocations. These are currently commissioned by Partnership Community Safety and Housing Support, with adjustments for 2015/16 onwards:

BHCC Partnership Community Safety	£190,820	Community based interventions for domestic violence (joint commission)
	£65,014	Community based interventions for sexual violence (joint commission)
	£185,806	Prevention and recovery services (BHCC only)
BHCC Housing Support	Approx. £200,000	Refuge provision (BHCC only)
BHCC Children Services	£28,400	Living without Violence Women's Support Worker (BHCC only)
	£15,400	Break for Change (BHCC only)
BHCC Public Health	TBC	Preventative Education (BHCC only)

3.4.5 It is proposed that responsibility for counselling and psychotherapy provision, which are currently met by Partnership Community Safety allocations, be transferred to Brighton & Hove Clinical Commissioning Group. This has been agreed in principle and a transfer will enable a more consistent care pathway, as well as ensuring that interventions are sited within an appropriate clinical governance structure. It is proposed that any savings achieved by Partnership Community Safety as a result of this transfer will be reinvested in prevention and recovery services and to support a training function, both of which have been identified as a priority by the VAWG Commissioning Group.

Other contributions from stakeholders

3.4.6 It is proposed that from 2015/16, additional contributions will be included in the pooled budget totalling an estimated £190,000 (potentially increasing to £230,000), incorporating functions that are currently commissioned by other partners:

- Brighton & Hove Clinical Commissioning Group (BHCC only)
- Community Rehabilitation Company (BHCC, potentially ESCC)
- Sussex Police & Crime Commissioner (supporting the joint commission, specifically to deliver criminal justice interventions).

East Sussex County Council

3.4.7 It is proposed that the procurement of community based interventions for victim/survivors be undertaken jointly with East Sussex County Council (prevention and recovery services and refuge interventions would continue to be procured by the Brighton & Hove City Council alone). This reflects the successful delivery of a previous joint commission for sexual violence services (see 3.2.5 above) and also offers the potential to realise economies of scale. Any joint

commission will include arrangements for managing relative / changing demand for each authority area.

3.4.8 Allocations from East Sussex have already been agreed by the East Sussex Safer Communities Partnership Resources and Performance Committee:

Safer in East Sussex	£185,000	Community based interventions for medium and high risk DV victims (joint commission)
ESCC Public Health	£45,000 (potentially £57,500)	Community based interventions for medium and high risk SV victims (joint commission)

3.4.9 Although it is too early to evaluate the impact of the future model, it is of note that the approach has been subject to the attention from other commissioners. For example, it has been used by the South Wales Police & Crime Commissioner in the development of a draft specification, which is designed to support the development of joint commissioning and local and regional voluntary and community sector consortia in that region.

3.5 Proposed Procurement Processes

3.5.1 The procurement process will run from January 2015 to July 2015 and will be managed electronically through EU-Supply.

3.5.2 Tenders will be appraised against assessment criteria, which will ask providers(s) to set out how they would manage the service, as well as their track record in delivery and their experience of bringing both Added and Social Value. Following appraisal, it is proposed that the contract will be evaluated and awarded on the basis of:

- Quality (70%), Cost (30%).

3.5.3 Tender applications will be assessed by an evaluation panel comprised of the following officers:

- Brighton and Hove City Council (Community Safety Commissioner, Housing Related Support representative, Children Service representative)
- Voluntary and Community Sector representative
- Sussex Police representative
- Office of the Police & Crime Commissioner representative
- East Sussex County Council (Adult Assessment and Care Management, Safer East Sussex, Children's Services representatives).

3.5.4 Commissioning a new service will result in a TUPE event (Transfer of Undertakings Protection of Employment Regulations). A TUPE event occurs where a 'distinct undertaking' (e.g. work location or work unit etc) changes contract and ownership. TUPE will see relevant staff, jobs and employment transfer to the new provider on the same terms and conditions as their current employment. Prospective tenderers will be notified of this consideration and all necessary processes will be undertaken to comply with the legislative requirements.

3.5.5 One Brighton & Hove City Council employee in Children's Services will be potentially subject to TUPE transfer in the event that the service transfers to a new provider.

3.6 Outcomes and value

3.6.1 The proposed approach for a future model of service provision is an opportunity to attain contractual coherence that will allow a strong, sustainable specialist service and identify best Value for Money, with recognition of the importance of any future provider(s) being able to evidence Added and Social Value, as well as having a track record of delivery.

3.6.2 The tendering process will focus on quality and cost and will ensure the provision of services to all eligible service user groups in the city as identified in the specification. As a result victim/survivors of the specified crime types will have access to a care package that will support them to cope with the immediate impact of violence and abuse, recover in the longer term and move through a process of change, helping them to become independent of specialist services.

3.6.3 The tendering process will also achieve a sustainable, coherent package of support for non-abusive adults and their children.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 The Council currently has two contracts with providers of specialist services. As both are due to end, it is timely to commission a single service. This approach and intention has been developed and supported by the Safe in the City Partnership Board and the VAWG Programme Board.

4.2 It was suggested that, instead of a competitive tender process, a direct grant or negotiated procedure be undertaken with the current providers. This is not recommended as the Council currently funds two providers (with East Sussex funding a third) and the Council is seeking to achieve a single specialist service. In addition, it is not likely that the extent of change the Council is seeking to achieve can be delivered through a service re-design.

- 4.3 It was suggested that the service be reserved (applicable to social, health and educational services only) to certain not for profit organisations instead of undertaking a competitive tender process. The new Procurement Regulations will permit the reservation of contracts for social, health and educational services to certain not for profit organisations, but this does not exempt these contracts from the application of the Regulations; it simply limits the type of provider that may apply to take part in the competition for the contract. The criteria for these organisations are restrictive and may actually reduce the market further; as a result, limiting the market in this way will cause a reduction of competitive pressure. In addition, contracts awarded following this restricted process can only be awarded for a maximum of 3 years. The Council would still need to tender for these services in the open market after that 3 year period. This would impact on provider(s) as the actual procurement process would have to start at least 18 months before the contract end date i.e. in year 2 of any future contract. It would also impact on the Council's ability to evaluate the outcomes of the future model as this process would have to start before there is sufficient evidence to evaluate the change achieved.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 A number of consultations have taken place, including the Domestic Violence Needs Assessment in 2011 as well as a VAWG Equality Impact Assessment in 2014.
- 5.2 Specific consultations have taken place as part of the development of the commissioning approach, including with stakeholders in January 2014 and a number of further events with service users which have been organised via local voluntary and community sector providers.
- 5.3 In addition to local consultations, national specialist services that support the development of the voluntary and community sector response have been consulted (CAADA, Imkaan, Rape Crisis and Women's Aid).
- 5.4 If the Committee agrees to recommendations, further work will be undertaken with Procurement in order to identify, engage and consult with stakeholders as appropriate. This will seek to include residents and service users in the tender evaluation process, as well as a voluntary and community service representative, to promote effective representation of communities in the decision making process.

6. CONCLUSION

- 6.1 Tendering for the supply of a specialist service for victim/survivors of Domestic Violence & Abuse and Rape, Sexual Violence & Abuse will allow the merger of the contracts currently held in a transparent manner, respecting the principles of equality in market competition.
- 6.2 Following tendering, the resulting contract will allow the growth and development of a strong provider in the city. This will allow further development of responses to these crime types in the context of the wider VAWG strategy.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The proposed contract arrangements are expected to deliver economies of scale and improve Value for Money. Total Brighton & Hove City Council spend (direct and jointly through the community partnership) on these services is approx. £875,000. East Sussex County Council has confirmed their allocation of £230,000 to the joint procurement of community based interventions.
- 7.2 The tenders will be evaluated against quality and cost criteria and must be delivered within the existing budget allocations, there may be potential to drive out cost savings over the three year contract.
- 7.3 The future service model will require performance monitoring to ensure that outcomes are delivered and value for money is being delivered.

Finance Officer Consulted: Anne Silley

Date: 12/12/14

Legal Implications:

- 7.4 Local authorities have various statutory obligations in relation to victim/survivors of Domestic Violence & Abuse and Rape, Sexual Violence & Abuse and the services to be procured will enable the Council to fulfil its obligations in this respect. The proposal is to procure a specialist service from a body external to the Council.
- 7.5 The procurement will be undertaken jointly with East Sussex County Council (ESCC). The Council is permitted to undertake joint procurement with other authorities. The terms of the joint procurement with ESCC will be set out in a Memorandum of Understanding, the terms of which are currently being settled. The terms of the contract or contracts awarded will need to reflect the MOU.
- 7.6 The procurement of this service will involve the award of a public services contract as defined by the Public Contract Regulations 2006. These Regulations are currently being revised by the UK Government to reflect changes in the EU Procurement Directive agreed in March 2014. These changes need to be transposed into UK law by 2016 however the UK Government has announced an intention to introduce the changes at the earliest opportunity. Consultation on the new UK Regulations concluded in October 2014 and it is anticipated that the new Regulations will be laid before Parliament early in 2015, and brought into force by 1 April 2015. For the purposes of this procurement, a presumption has been made that the new Regulations will apply. If this is not correct, the procedure being recommended will nevertheless comply with the current legal obligations in relation to the procurement of services of this nature.
- 7.7 Given the proposed annual spend (at least £870,820) on this service, the contract will need to be advertised, and awarded by following a process that is fair and transparent, and which does not discriminate against potential providers. The procurement process outlined in paragraph satisfies these requirements.

- 7.8 As outlined in paragraph 4.3, the new Regulations permit the restriction of the competition to certain not for profit organisations, but this has an impact on the term of the contract, and would require the successful bidder to compete in an open competition at the expiration of the three year term.
- 7.9 Given the value of the proposed contract, it will need to be executed as a Deed, in a form approved by the Head of Law.

Lawyer Consulted: Jill Whittaker

Date: 10/12/14

Equalities Implications:

- 7.10 An Equalities Impact Assessment (EIA) has already been carried out covering the scope of the proposed service, as part of the development of the wider VAWG action plan. This EIA is a live document that will cover all areas of the project.

Sustainability Implications:

- 7.11 The service will be built around a recovery model, with implications for sustainability including support for victim/survivors in achieving Safety, Health & Happiness: Encouraging active, sociable, meaningful lives to promote good health and wellbeing.

Any Other Significant Implications:

- 7.12 The specialist service that will operate across the city and, to an extent, in East and pan-Sussex is an essential service in supporting people and their children who have experienced the specified crime types. It will contribute to wider outcomes in relation to families (including children known to Children's Services) and resettlement (including in relation to housing and homelessness).

SUPPORTING DOCUMENTATION

Appendices: None

Subject:	Partial Review of Polling Places		
Date of Meeting:	22 January 2015		
Report of:	Executive Director Finance & Resources		
Contact Officer:	Name:	Claire Wardle	Tel: 291997
	Email:	claire.wardle@brighton-hove.gov.uk	
Ward(s) affected:	Central Hove, Goldsmid, Wish		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 This report deals with a partial review of polling places within the City of Brighton & Hove.
- 1.2 The council is legally required to review polling districts and polling places every five years. A full review, including wide consultation, was carried out in autumn 2013, and changes took effect for the European Parliamentary elections in May 2014.
- 1.3 Following those elections, issues have arisen about three of the council's designated polling places, making a review necessary in Central Hove, Goldsmid and Wish Wards.
- 1.4 A consultation started on 20 October and ended on 19 December 2014, inviting views on alternative venues for polling places. This report addresses the issues raised in the responses and makes recommendations for revised polling arrangements to be implemented henceforth.

2. RECOMMENDATIONS:

- 2.1 That the Policy & Resources Committee approves the following:
 - (a) that the Parish Room, Church of the Sacred Heart, Norton Road be used as a polling place for UY, Central Hove ward.
 - (b) that the Refectory Room, Brighton & Hove Sixth Form College (BHASVIC), be used as a polling place for NZ, Goldsmid ward
 - (c) that the Ajax Hall be retained as a polling place for NV, Goldsmid ward
 - (d) that a portacabin be used as the polling place for SW, Wish ward, to be sited in Saxon Road or the western side of Aldrington Recreation ground, dependent on the advice of transport planners.
- 2.2 That the Executive Director Finance & Resources be granted delegated authority to take the measures, as required by law, to bring the changes into effect.

- 2.3 That the Committee delegates to the Executive Director Finance & Resources, following consultation with the Group Leaders and respective ward councillors, the designation of alternative polling places in the event of any polling place in Brighton & Hove not being available.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Under the Representation of the People Act 1983, the council has a duty to divide its area into polling districts and to designate a polling place for each district for UK Parliamentary elections. It also has to keep these arrangements under review. The arrangements made for parliamentary elections are also used at other elections.
- 3.2 The principles underlying the council's approach to polling districts and polling places are:
- a) To try and identify new polling places in areas where the existing provision is inadequate.
 - b) To ensure, as far as practicable, that polling places are accessible to people with disabilities.
 - c) To ensure that all electors have such reasonable facilities for voting as are practicable in the circumstances.
 - d) To try and minimise disruption to schools.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 Details of the Returning Officer's proposals, and a summary of the responses to them, are contained in Appendix 1.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 The consultation period for this review ran 20 October to 19 December 2014. Public notice of the review was given, and information about the review made available on the council's website and on the council's consultation portal. Any elector in the Brighton Kemptown, Brighton Pavilion and Hove constituencies was entitled to make representations.
- 5.2 The consultation paper, together with maps of each ward showing the polling district boundaries, can still be viewed on the council's website at [Partial Review of Polling Places](#).
- 5.3 Ward Councillors, Members of Parliament, local political parties and other interested groups or persons were also consulted.
- 5.4 Some further suggestions for change were received during the consultation, and the responses are summarised in Appendix 1.

6. CONCLUSION

- 6.1 The recommendations have been made in line with the principles outlined in paragraph 3.2.
- 6.2 The polling place scheme should be approved to enable the planning and organisation for the May 2015 elections to proceed.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The review of polling districts and places will result in a minimal change in hire costs, which will be met by the Electoral Services budget. The costs for the 2015 elections will be shared between the council and central government - extra resources have already been identified to cover the council's share of this four-election year.

Finance Officer Consulted: Name Peter Francis

Date: 10/12/2014

Legal Implications:

- 7.2 The legislative framework for reviews of polling districts and places consists of: (i) sections 18A to 18E and Schedule A1 of the Representation of the People Act 1983; (ii) The Review of Polling Districts and Polling Places (Parliamentary Elections) Regulations 2006 (SI 2006/2965); and (iii) section 17 of the Electoral Registration and Administration Act 2013, which introduced a change to the timing of compulsory reviews.

Lawyer Consulted:

Oliver Dixon

Date: 11/12/14

Equalities Implications:

- 7.3 No equalities impact assessment has been carried out. The council must ensure that, so far as is reasonable and practical, every polling place for which it is responsible is accessible to people who are disabled.

Sustainability Implications:

- 7.4 There are no implications

Any Other Significant Implications:

- 7.5 There are no other significant implications

SUPPORTING DOCUMENTATION

Appendices:

1. Polling station scheme, Returning Officer's proposals and summary of responses

Documents in Members' Rooms

None

Background Documents

1. Review of Polling Districts and Polling Places Consultation Paper – 20 October 2014
2. Consultation responses – file held by Electoral Services
3. Electoral Commission Guidance – Reviews of polling districts, polling places and polling stations

Polling station scheme and responses to the Returning Officer's proposals

Central Hove Ward, Hove Constituency

Polling District	Electorate (1/9/14)	Previous Polling Place	Number of polling stations
UY	5,188	Hove Town Hall, Norton Road	3
UZ	2,201	Hove Library, Church Road	1

Hove Town Hall is not available for use as a polling station on 7 May 2015 as it will be undergoing refurbishment.

The Returning Officer's staff have approached a range of alternative premises, including the Parish Room at the Church of the Sacred Heart, Norton Road. This is considered to be a suitable venue for polling. It is in the same road close to Hove Town Hall. It is a large room with suitable facilities for voters, and there is disabled access via Hova Villas. A note can be inserted on poll cards to direct disabled voters to the alternative access.

Responses

Two people responded with their approval of the use of the Parish Room, Church of the Sacred Heart.

One person suggested that Hove Salvation Army be considered as a polling place. However, this is in Goldsmid ward, and is not suitable as it is too far outside the voting area.

Another person suggested that King's House would perhaps be a better location. However, there are no suitable rooms on the ground floor.

One party has expressed disappointment at the loss of Hove Town Hall, but have approved the use of the Parish Room, Church of the Sacred Heart, even though this is not ideal.

Recommendation

It is recommended that the Parish Room, Church of the Sacred Heart be used as a polling place for UY, Central Hove ward.

Goldsmid Ward, Hove Constituency

Polling District	Electorate	Previous Polling Place	Number of polling stations
NV	4,118	Ajex Hall, Eaton Road	2
NW	2,172	All Saints Church Hall, Eaton Road	1
NX	2,138	Vallance Community Centre, Sackville Road	1
NY	1,843	Cottesmore St Mary's RC Primary School, The Upper Drive	1
NZ	1,617	Avondale Centre, Montefiore Road	1

The Avondale Centre is no longer available for hire as a polling station.

The Returning Officer's staff have not been able to identify alternative premises within the polling district itself. However Brighton & Hove Sixth Form College (BHASVIC) has been approached, and they do have a suitable room for hire. This could be approached from Crocodile Walk, and has disabled access. The college would be able to remain open.

Responses Three people responded with their approval of the use of the Refectory Room, BHASVIC, for NZ polling district.

One party also raised deep concerns about the use of the Ajex Hall, Eaton Road for the NV polling district. This had been designated as a polling place following a consultation last autumn, to replace Somerhill School, avoiding the need to close the school on election day. They have raised objections to the replacement of Somerhill School, and do not consider Ajex Hall to be a sufficient provision, as it is not as central as the school, and it would be a long walk or drive for many residents. They believe that some residents, will be put off voting.

The Returning Officer's staff have approached other venues such as the Coptic Orthodox Church and the Garden Café in St Ann's Wells Gardens. They have also considered the use of the bowling club or a portacabin in the Gardens. These are not ideal alternatives, neither is it considered appropriate to revert to the use of Somerhill School, On balance, it could be confusing for voters to change the venue again, as it was used successfully for the May 2014 European elections.

Recommendation

That the Refectory Room, Brighton & Hove Sixth Form College (BHASVIC), be used as a polling place for NZ, Goldsmid ward

That the Ajex Hall be retained as a polling place for NV, Goldsmid ward.

Wish Ward, Hove Constituency

Polling District	Electorate	Previous Polling Place	Number of polling stations
SV	2,082	St Leonard's Church Hall, Glebe Villas	1
SW	1,432	Aldrington Recreation Ground Pavilion, Saxon Road	1
SX	1,395	Aldrington Recreation Ground Pavilion, Wish Road	1
SY	1,470	Children's Centre, West Hove Infant School	1
SZ	774	Sanders House Communal Room, Ingram Crescent West	1

The Pavilion at Aldrington Recreation Ground, Saxon Road, is not available for use as a polling station because it has been leased to a private playgroup. At the last election, the Wish Road pavilion was used as a polling station for both SW and SX polling districts. However, this would not be a suitable arrangement for the combined City Council and General Elections on 7 May 2015.

The Returning Officer's staff have approached a range of alternative premises, but have not been able to identify suitable premises in a central location.

One option could be to site a portacabin in Saxon Road. It is difficult to site a portacabin in the Recreation Ground itself. However, it would be feasible to site a marquee in the Recreation Ground.

Responses

Two respondents are in favour of using a marquee. One respondent also commented that accessibility for people with wheelchairs, walkers, mobility impediments, pushchairs etc is essential. It was also suggested that St Leonards Hall in Glebe Villas might be suitable. However, this is already used as a polling place for another voting area.

One respondent is in favour of a portacabin at the Saxon Road side of the park.

During the consultation the Returning Officer has received assurance from council officers that the siting of a portacabin is possible. It is also considered that there are fewer security risks with a portacabin than a marquee.

Recommendation

That a portacabin be used as the polling place for SW, Wish ward, to be sited in Saxon Road or the western side of Aldrington Recreation ground.

Subject: Committee Time Table 2015-16
Date of Meeting: 22 January 2015
Report of: Monitoring Officer
Contact Officer: Name: Mark Wall Tel: 01273 291006
Email: mark.wall@brighton-hove.gov.uk
Ward(s) affected: All

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 To consider the proposed schedule of meetings for the municipal year 2015/16 (see appendix 2) based on the current meetings timetable.

2. RECOMMENDATIONS:

- 2.1 That the proposed time table of meetings for the 2015-16 municipal year be agreed; subject to any necessary amendments following changes to the Constitution and/or committees' requirements.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The report outlines the proposed schedule of meetings for 2015/16 and enables Members and members of the public to identify when various committees are due to meet throughout the year.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The proposed timetable for 2015/16 maintains a similar cycle of meetings to those in 2014/15, but takes into account the additional meetings of the Health & Wellbeing Board and Greater Brighton Economic Board. In summary, the proposals are:-

Full Council:

5 Ordinary Council meetings, plus the Annual Council and Budget Council

Policy Committees:

Policy & Resources:	7 weekly / 7 times
Children & Young People:	8 weekly / 5 times
Economic Development & Culture:	8 weekly / 5 times
Environment, Transport & Sustainability:	8 weekly / 5 times
Housing:	8 weekly / 5 times

Regulatory Committees:

Planning:	3 weekly / 17 times
Audit & Standards:	8 weekly / 5 times
Licensing:	3 meetings

Sub-Committees:

Licensing Panels:	Weekly
Personnel Appeals:	3/4 per Month

Overview & Scrutiny Committees:

Overview & Scrutiny:	8 weekly / 4 times
Health & Wellbeing Overview & Scrutiny:	8 weekly / 5 times

Forums/Other Bodies:

Community Safety Forum	3 meetings
Corporate Parenting Board:	Quarterly

Partnerships:

Greater Brighton Economic Board	Quarterly
Health & Wellbeing Board:	8 weekly / 6 times

- 4.2 The proposed timetable for 2015/16 provides for a total of 85 meetings, excluding the number of licensing panels and personnel appeals (see Appendix 1).

Governing Principles for the Meetings Timetable

- 4.3 The following guidelines have been applied in reviewing the meetings timetable:
- § As far as possible clashes of meetings have been avoided. However, inevitably, given the constraints of avoiding school/public/religious holidays and the number of meetings to be accommodated on specific days of the week, there are occasions where there are overlaps of meetings.
 - § What appear at the moment to be “free” days will be filled by Licensing Panel hearings and the various Chairs’ pre-meetings and political group meetings.
 - § As far as possible meetings have not been scheduled on Fridays.
 - § As far as possible school holidays, religious holidays and party conference weeks have been avoided, although it has not been possible to keep those weeks completely clear.
 - § Meeting start times are generally scheduled for 4pm or later to encourage public attendance. However, Committees can determine whether to continue with the programmed start time or if an alternative time would be more appropriate for their particular meeting.
- 4.4 There must be a sufficient number of meetings to enable the council business to be transacted. The schedule of Council and Committee meetings is designed to ensure that:
- § Committee and Scrutiny reports can be received without undue delay;

- § Consideration of the various plans and strategies to be adopted by Full Council can be accommodated;
- § There is scope to accommodate city-wide debates if necessary; and
- § Public interest and participation through questions, deputations, petitions and petition debates continues to be facilitated.

4.5 The Overview & Scrutiny Committee is programmed to meet once a cycle in line with the Overview and Scrutiny rules.

4.6 Whilst every effort will be made to keep meetings on the dates listed there may be a need to alter them and additional meetings may be required for dedicated debates on key issues or particular plans and strategies.

4.7 As usual, a number of further meetings, which are not part of the Council's formal meetings cycle, have been programmed to meet on a regular basis e.g. the Health & Wellbeing Board, Community Safety Forum, the Corporate Parenting Board and the Greater Brighton Economic Board.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1 Leading Members, Directors and appropriate officers have been consulted on the proposed timetable and appropriate committee and council dates set to meet statutory requirements e.g. Budget Council.

6. CONCLUSION

6.1 The time table also lists the dates and times of other meetings such as the Police & Crime Panel and East Sussex Fire Authority and the Brighton & Hove Strategic Partnership Board; and as such there are occasional clashes with council meetings which are unavoidable.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

7.1 The proposed closure of Hove Town Hall in 2015 for approximately 18 months as part of the Workstyles Project and the resulting use of alternative venues for some meetings has meant that additional costs will be incurred. These have been estimated at £4,465 dependent on final bookings. It is expected that these costs will be met from the Workstyles Budget for 2015/16.

Finance Officer Consulted: Peter Francis

Date: 13/01/15

Legal Implications:

7.2 The proposed timetables of meetings does not prevent the calling of Special Meetings or the use of Urgency Sub-Committee meetings should circumstances arise, however it does enable a more fluent scheduling of meetings to be maintained throughout the municipal year.

7.3 The proposed timetable allows for continued compliance with the Access to Information Procedure Rules set out in Part 8.1 of the Constitution

Lawyer Consulted: Abraham Ghebre-Ghiorghis *Date:* 12.12.14
Equalities Implications:

- 7.4 The majority of meetings are scheduled for 4.00pm or later to encourage public attendance and interest. Holiday periods are also avoided as far as is feasible.
- 7.5 The scheduling of meetings at 4.00pm or later does impact on some Members in regard to work and child care commitments and therefore may restrict their ability to serve on certain committees. However, the question of earlier start times has been raised and discussed at various levels and the majority of Members remain in favour of the general start time of 4.00pm for committee meetings.

Sustainability Implications:

- 7.6 There are no sustainability implications arising from the report.

Any Other Significant Implications:

- 7.7 There are no other significant implications arising from the report.

SUPPORTING DOCUMENTATION

Appendices:

1. Other implications
2. Proposed time table of meetings for 2015-16

Documents in Members' Rooms

1. None

Background Documents

1. Committee time table for 2014-15

Crime & Disorder Implications:

- 1.1 There are no direct crime & disorder implications arising from the report, however considerations are taken into account for each meeting and security arrangements put in place accordingly.

Risk and Opportunity Management Implications:

- 1.2 The scheduling of meetings aims to accommodate the decision-making processes for the year, but there is always the possibility of additional meetings having to be called.

Public Health Implications:

- 1.3 There are no public health implications in the report and all venues to be used have been assessed for access, hearing loops and health and safety measures.

Corporate / Citywide Implications:

- 1.4 The scheduling of meetings accommodates the Council priority for open and effective city leadership.

BRIGHTON & HOVE CITY COUNCIL

TIMETABLE OF MEETINGS 2015/16

2015	APRIL/MAY	MAY	MAY	MAY	MAY/JUNE	JUNE	JUNE
MONDAY	27	4 BH	11	18	25 BH	1 <i>Bhudda Day</i>	8 Community Safety Forum 4.00pm Children & Young People Cttee 4.00pm
TUESDAY	28	5	12 Site Visits for Planning 2.00pm <i>Pre-application presentation</i>	19	26 SH	2 Site Visits for Planning 2.00pm <i>Pre-application presentation</i>	9 <i>City Management Board 9.20am</i> Health & Wellbeing Board 4.00pm – Induction Session
WEDNESDAY	29	6	13 Planning Cttee 2.00pm	20	27 SH	3 Planning Cttee 2.00pm	10 Health, Wellbeing Overview & Scrutiny Cttee 4.00pm
THURSDAY	30	7 <i>Local & Parliamentary Elections</i>	14	21 ANNUAL COUNCIL 4.30pm	28 SH	4 <i>East Sussex Fire Authority 10.30am</i>	11 Policy & Resources Cttee 4.00pm
FRIDAY	1	8	15	22	29 SH	5	12

2015	JUNE	JUNE	JUNE/JULY	JULY	JULY	JULY	JULY/AUG
MONDAY	15	22 Personnel Appeals 10am	29 Corporate Parenting Board 4.30pm	6 Personnel Appeals 10am	13 Overview & Scrutiny Cttee 2.00pm	20 Personnel Appeals 10am	27 <i>Tisha B'Av</i> SH East Area Housing Panel 7.00pm
TUESDAY	16	23 <i>CCG Board</i> <i>Brighton & Hove Connected 4.00pm</i> Site Visits for Planning 2.00pm <i>Pre-application presentation</i> Audit & Standards Cttee 4.00pm	30 <i>LGA Conference</i>	7 Environment, Transport & Sustainability Cttee 4.00pm	14 Site Visits for Planning 2.00pm <i>Pre-application presentation</i> Greater Brighton Economic Board 10.00am	21 Health & Wellbeing Board 4.00pm	28 <i>CCG Board</i> SH Central Area Housing Panel 2.00pm
WEDNESDAY	17	24 Housing Cttee 4.00pm	1 <i>LGA Conference</i>	8	15 Planning Cttee 2.00pm	22	29 SH
THURSDAY	18	25 Economic Development & Culture Cttee 4.00pm	2 <i>LGA Conference</i>	9 Policy & Resources Cttee 4.00pm	16 COUNCIL 4.30pm	23 SH	30 SH West Area Housing Panel 2.00pm North Area Housing Panel 7.00pm
FRIDAY	19	26 Personnel Appeals 10am	3	10 Personnel Appeals 10am	17 <i>Eid al-Fitr</i>	24 SH	31 SH

2015	AUGUST	AUGUST	AUGUST	AUGUST	SEPTEMBER	SEPTEMBER	SEPTEMBER
MONDAY	3 SH	10 SH	17 SH	24 SH	31 BH	7 Personnel Appeals 10am	14 Green Party Conference Lib Dem Party Conference
TUESDAY	4 SH Site Visits for Planning 2.00pm Pre-application presentation	11 SH	18 SH	25 SH CCG Board Site Visits for Planning 2.00pm Pre-application presentation	1 SH	8 Brighton & Hove Connected 4.00pm	15 Green Party Conference Lib Dem Party Conference Rosh Hashanah City Management Board 9.20am Site Visits for Planning 2.00pm Pre-application presentation Health & Wellbeing Board 4.00pm
WEDNESDAY	5 SH Planning Cttee 2.00pm	12 SH	19 SH	26 SH Planning Cttee 2.00pm	2 SH	9 Conferences Health, Wellbeing Overview & Scrutiny Cttee 4.00pm	16 Lib Dem Party Conference Planning Cttee 2.00pm
THURSDAY	6 SH	13 SH	20 SH	27 SH	3	10 East Sussex Fire Authority 10.30am	17 Economic Development & Culture Cttee 4.00pm
FRIDAY	7 SH	14 SH	21 SH	28 SH	4	11 Green Party Conference Personnel Appeals 10am	18 Central Area Housing Panel 2.00pm

2015	SEPTEMBER	SEPT/OCT	OCTOBER	OCTOBER	OCTOBER	OCTOBER/NOV	NOVEMBER
MONDAY	21 <i>Labour Party Conference</i> Personnel Appeals 10am East Area Housing Panel 7.00pm	28 <i>Sukkot</i> <i>Conservative Party Conference</i>	5 <i>Shemini Atzeret</i> Personnel Appeals 10am Community Safety Forum 4.00pm	12 Children & Young People Cttee 4.00pm	19 Personnel Appeals 10am Overview & Scrutiny Cttee 2.00pm Corporate Parenting Board 4.30pm	26 SH	2 Personnel Appeals 10am
TUESDAY	22 <i>Labour Party Conference</i> <i>CCG Board</i> West Area Housing Panel 2.00pm Audit & Standards Cttee 4.00pm	29 <i>Conservative Party Conference</i>	6 Site Visits for Planning 2.00pm Pre-application presentation Environment, Transport & Sustainability Cttee 4.00pm	13 <i>Navaratri</i> Greater Brighton Economic Board 10.00am	20 <i>City Management Board 9.20am</i> Health & Wellbeing Board 4.00pm	27 SH <i>CCG Board</i> Site Visits for Planning 2.00pm Pre-application presentation	3
WEDNESDAY	23 <i>Labour Party Conference</i> Housing Cttee 4.00pm	30 <i>Conservative Party Conference</i>	7 Planning Cttee 2.00pm	14	21	28 SH	4 Planning Cttee 2.00pm
THURSDAY	24 North Area Housing Panel 7.00pm	1 <i>Conservative Party Conference</i>	8	15 Policy & Resources Cttee 4.00pm	22 COUNCIL 4.30pm	29 SH	5 <i>Guy Fawkes Night</i>
FRIDAY	25 Personnel Appeals 10am	2	9 Personnel Appeals 10am	16 <i>Simcha Torah</i>	23 Personnel Appeals 10am	30 SH	6 Personnel Appeals 10am

2015	NOVEMBER	NOVEMBER	NOVEMBER	DECEMBER	DECEMBER	DECEMBER	DECEMBER
MONDAY	9	16 Personnel Appeals 10am Children & Young People Cttee 4.00pm	23	30 Personnel Appeals 10am East Area Housing Panel 7.00pm	7 <i>Hannukah</i>	14 Personnel Appeals 10am	21 SH
TUESDAY	10	17 Site Visits for Planning 2.00pm <i>Pre-application presentation</i> Audit & Standards Cttee 4.00pm	24 <i>CCG Board</i> Environment, Transport & Sustainability Cttee 4.00pm	1 <i>Brighton & Hove Connected 4.00pm</i>	8 <i>City Management Board 9.20am</i> Site Visits for Planning 2.00pm <i>Pre-application presentation</i>	15 Health & Wellbeing Board 4.00pm	22 <i>CCG Board</i> SH
WEDNESDAY	11 <i>Diwali</i>	18 Housing Cttee 4.00pm	18 Planning Cttee 2.00pm	25 Health, Wellbeing Overview & Scrutiny Cttee 4.00pm	2 Central Area Housing Panel 2.00pm	9 Planning Cttee 2.00pm	16 23 SH
THURSDAY	12	19 Economic Development & Culture Cttee 4.00pm	19 Licensing Cttee 3.00pm	26	3 West Area Housing Panel 2.00pm North Area Housing Panel 7.00pm Policy & Resources Cttee 4.00pm	10 <i>East Sussex Fire Authority 10.30am</i>	17 COUNCIL 4.30pm 24 SH
FRIDAY	13	20 Personnel Appeals 10am	20 Personnel Appeals 10am	27	4 Personnel Appeals 10am	11 18 Personnel Appeals 10am	25 <i>Christmas Day</i> BH

2015/16	DEC/JANUARY	JANUARY	JANUARY	JANUARY	JANUARY	FEBRUARY	FEBRUARY
MONDAY	28 BH <i>Boxing Day</i>	4 SH	11 Personnel Appeals 10am Children & Young People Cttee 4.00pm	18 Corporate Parenting Board 4.30pm	25 <i>Tu B'Shevat</i> Personnel Appeals 10am East Area Housing Panel 7.00pm Overview & Scrutiny Cttee 2.00pm	1	8 <i>Chinese New Year</i> Personnel Appeals 10am
TUESDAY	29 SH	5 Site Visits for Planning 2.00pm <i>Pre-application presentation</i>	12 Audit & Standards Cttee 4.00pm	19 Environment, Transport & Sustainability Cttee 4.00pm	26 <i>CCG Board</i> Site Visits for Planning 2.00pm <i>Pre-application presentation</i> Greater Brighton Economic Board 10.00am	2 Health & Wellbeing Board 4.00pm	9
WEDNESDAY	30 SH	6 Planning Cttee 2.00pm	13 Housing Cttee 4.00pm	20	27 West Area Housing Panel 2.00pm Planning Cttee 2.00pm	3 Health, Wellbeing Overview & Scrutiny Cttee 4.00pm	10
THURSDAY	31 SH	7	14 <i>Makar Sakranti</i> Economic Development & Culture Cttee 4.00pm	21 Policy & Resources Cttee 4.00pm	28 Central Area Housing Panel 2.00pm COUNCIL 4.30pm	4 North Area Housing Panel 7.00pm	11 <i>East Sussex Fire Authority 10.30am</i> Budget Policy & Resources Cttee 4.00pm
FRIDAY	1 BH <i>New Year's Day</i>	8	15 Personnel Appeals 10am	22	29 Personnel Appeals 10am	5	12 Personnel Appeals 10am

2016	FEBRUARY	FEBRUARY	FEB/MARCH	MARCH	MARCH	MARCH	MARCH/APRIL
MONDAY	15 SH <i>Shrove Tuesday Maha Shivratri</i>	22 Personnel Appeals 10am	29 Community Safety Forum 4.00pm	7 Personnel Appeals 10am Children & Young People Cttee 4.00pm	14 Personnel Appeals 10am	21 Overview & Scrutiny Cttee 2.00pm Corporate Parenting Board 4.30pm	28 BH <i>Easter Monday – Christian</i>
TUESDAY	16 SH <i>Shrove Tuesday Maha Shivratri</i> Site Visits for Planning 2.00pm Pre-application presentation	23 <i>CCG Board</i>	1	8 Site Visits for Planning 2.00pm Pre-application presentation Audit & Standards Cttee 4.00pm	15 Environment, Transport & Sustainability Cttee 4.00pm	22 Health & Wellbeing Board 4.00pm	29 SH Site Visits for Planning 2.00pm Pre-application presentation
WEDNESDAY	17 SH <i>Ash Wednesday</i> Planning Cttee 2.00pm	24	2 Housing Cttee 4.00pm	9 Planning Cttee 2.00pm	16	23 Health, Wellbeing Overview & Scrutiny Cttee 4.00pm	30 SH Planning Cttee 2.00pm
THURSDAY	18 SH	25 BUDGET COUNCIL 4.30pm	3 Licensing Cttee 3.00pm	10 Economic Development & Culture Cttee 4.00pm	17 <i>St Patrick's Day</i> Policy & Resources Cttee 4.00pm	24 <i>Purim Hola Mohalla</i> COUNCIL 4.30pm	31 SH
FRIDAY	19 SH	26	4 <i>Holi</i>	11 Personnel Appeals 10am	18 Personnel Appeals 10am	25 BH <i>Good Friday</i>	1 SH

2016	APRIL	APRIL	APRIL	APRIL/MAY	MAY	MAY	MAY
MONDAY	4 SH	11 Personnel Appeals 10am	18	25 Personnel Appeals 10am	2 BH	9	16
TUESDAY	5 SH	12	19 Site Visits for Planning 2.00pm <i>Pre-application presentation</i> Greater Brighton Economic Board 10.00am	26	3	10 Site Visits for Planning 2.00pm <i>Pre-application presentation</i>	17
WEDNESDAY	6 SH	13 Vaisakhi	20 Planning Cttee 2.00pm	27	4 Yom Ha shoah	11 Planning Cttee 2.00pm	18
THURSDAY	7 SH	14	21 <i>St Georges Day - Christian Yom HaAtzma'ut</i>	28	5	12 ANNUAL COUNCIL 4.30pm	19
FRIDAY	8 SH	15 Personnel Appeals 10am	22	29 Personnel Appeals 10am	6	13	20

Subject:	Response to the Seafront Infrastructure Scrutiny Panel Recommendations		
Date of Meeting:	22 January 2015		
Report of:	Executive Director for Environment, Development and Housing Assistant Chief Executive		
Contact Officer:	Name:	Ian Shurrock Nick Hibberd	Tel: 29-2084
	Email:	ian.shurrock@brighton-hove.gov.uk Nick.hibberd@brighton-hove.gov.uk	
Ward(s) affected:	All Seafront Wards		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The Seafront Infrastructure Scrutiny Panel was approved by Overview & Scrutiny Committee on 15th July 2013, following a request from the council's Executive Leadership Team (ELT) to consider the issue.
- 1.2 ELT had recognised that the heritage structures and infrastructure managed by the council along the seafront requires significant investment. Key issues include the condition of the seafront arches which house many businesses and provide structural support to the A259, and Madeira Terrace which needs extensive renovation. Maintaining seafront infrastructure is currently one of the highest priority issues on the Strategic Risk Register.
- 1.3 However, maintenance and renovation requires considerable resources, and the council needs to investigate how to fund any renewal programme. The cost of structural works needed for the seafront is estimated to be in the region of £100 million. In addition, the prioritisation of available resources would be necessary to best support the aspirations of the draft Seafront Strategy.
- 1.4 The panel included Councillor Gill Mitchell (Chair), Councillor Vanessa Brown, Councillor Ian Davey, and Dr Angela Benson, Principal Lecturer, Sustainable Tourism at Brighton University (co-opted member).
- 1.5 The council's Overview and Scrutiny Panel endorsed the panel's report on 20th October 2014.

2. RECOMMENDATIONS:

- 2.1 That the committee notes the recommendations of the Scrutiny Panel and agrees the responses to each of the individual recommendations as provided in appendix 1.
- 2.2 That the committee agrees a further report is considered by the Policy & Resources Committee in March 2015 as recommended by the Scrutiny Panel to outline how a seafront investment programme will be managed.
- 2.3 That committee agrees a further report is considered by the Policy & Resources Committee in September 2015 as recommended by the Scrutiny Panel, to outline the key challenges faced by a seafront investment programme and identify potential solutions and resources to meet the challenges.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The seafront is of considerable importance to the city as a much visited recreational resource by both residents and visitors alike. The seafront plays a major part in the tourism offer of the city and therefore contributes significantly to the visitor economy of the city, which is valued at £800 million per year and supports 20,000 jobs (15,000 full time equivalents). Therefore, it is essential that the seafront is well maintained and managed to not only reduce the health and safety risks but also as a very attractive place to visit.
- 3.2 The initial focus of the Scrutiny Panel was to consider the renovation and rebuilding of structures on the seafront. However, the range of evidence that was presented led the panel to widen the remit and look at how the seafront could work towards generating more income, which could be used to fund structural works.
- 3.3 The panel were acutely aware of the financial climate that is facing the council and hence the focus on looking for the seafront to be as self-sustaining as possible. The Chair highlights that the panel wanted “the seafront to retain its unique offer but we have to make the most of every opportunity to raise income while ensuring that the income the seafront generates is used as efficiently as possible to sustain its future”.
- 3.4 The panel acknowledged that the seafront is complex, which was reflected by the wide range of officers and stakeholders that gave evidence. The one key message that the panel gave is for the council to consider the way the seafront is managed to meet the challenges that are faced. In particular, with reference to the need to renovate structures on a substantial scale, the panel recommends that the council manages the seafront as a single, coherent programme – strategically, financially and operationally.
- 3.5 The complexity and scope of the seafront led the panel to define eight key outcomes. The recommendations in appendix 1 are a response to achieving these outcomes. Some outcomes have a single recommendation while others are addressed by several recommendations (pages 18-23 of the report of the Scrutiny Panel). The outcomes identified are:

- The council has a collective understanding of the seafront's needs and opportunities and who is responsible for it.
- A seafront which is working towards being financially self-sustaining.
- Everyone is working together to develop the seafront.
- The seafront is no longer seen as a major risk.
- An accessible and connected seafront.
- The council is in the best possible position to develop robust and successful bids for funding when opportunities arise to enable projects on the seafront to succeed.
- A seafront which offers the best possible experience for visitors, residents and businesses.
- A greater understanding and appreciation of the seafront and its history.

3.6 The recommendations that seek to achieve these outcomes are in appendix 1 together with the responses to the recommendations.

4 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 It is not an option to not respond to a Scrutiny report.

5 COMMUNITY ENGAGEMENT & CONSULTATION

5.1 The panel interviewed thirty witnesses during panel meetings of which sixteen were external to the council. The panel also held a drop in session for those who wished to give their views to the panel on the seafront and over fifty people attended. A consultation workshop was also held with the Brighton & Hove Tourism Advisory Board in which panel members were provided feedback on the seafront.

6. CONCLUSION

6.1 The seafront is of significant strategic importance to the city. Therefore, it is essential that the seafront is maintained and developed to ensure that the city benefits fully from this primary asset.

6.2 Within the context of the difficult financial climate, it is essential that new resources are identified and that they are used in the most effective way through a planned programme.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The recommendations of this report do not directly create financial commitments or implications. The responses to the scrutiny panel recommendations set out in appendix 1 include commitments to bring forward reports to Policy & Resources Committee. The reports will set out how the Seafront Investment Programme will be lead and managed, the seafront investment plan and the feasibility of ring fencing resources generated by the seafront. These reports will include the direct financial implications.
- 7.2 The proposal to create an Enterprise Officer will require external funding and council officers will explore funding options.

Finance Officer Consulted: James Hengeveld

Date: 12/01/15

Legal Implications:

- 7.3 There are no direct legal implications arising from this report and the ongoing position will be kept under review.

Lawyer Consulted: Bob Bruce

Date: 02.01.15

Equalities Implications:

- 7.4 A key outcome identified by the Scrutiny Panel is to provide an accessible and connected seafront. A well maintained and attractive seafront would enhance accessibility to the wider public.

Sustainability Implications:

- 7.5 The sustainability of the seafront is the focus of the Scrutiny Panel report. While the sustainability of the physical infrastructure was the initial remit, the broader sustainability of the seafront from other perspectives e.g. economic has been considered.

Any Other Significant Implications:

- 7.6 No other significant recommendations.

SUPPORTING DOCUMENTATION

Appendices:

1. Seafront Infrastructure Scrutiny Panel recommendations and responses
2. Seafront Infrastructure Scrutiny Panel Report

Documents in Members' Rooms

1. None

Background Documents

1. Draft Seafront Strategy

No.	Recommendation	Response
1.	<p>The panel wants to ensure that the strategic management of the seafront is a coherent, visible and accountable programme.</p> <p>To achieve this, the panel recommends that:</p> <ul style="list-style-type: none"> • The seafront is turned into a coherent programme of work • A single lead for this programme is chosen from the Executive Leadership Team in Brighton & Hove City Council • A group of key officers meet regularly to manage the progress of this programme • This method of managing the seafront is included as an outcome in the council's Corporate Plan. <p>The panel would like a report to come to the Policy & Resources Committee in March 2015 to outline how this programme will be led and managed. A further report should be put to committee in September 2015 to:</p> <ul style="list-style-type: none"> • Outline the key challenges the programme faces • Identify the resources • Describe potential solutions. 	<p>Recommendation Accepted</p> <p>The council has established a Seafront Investment Programme Board with the Executive Director of Environment, Development & Housing, Geoff Raw, as the lead 'Senior Responsible Officer' from the Executive Leadership Team.</p> <p>The key officers identified to meet regularly to manage the progress of the programme include representatives from Sport & Leisure, Major Projects, Planning, Property & Design, Transport and Economic Development, forming a Seafront Investment Programme Board. The Seafront Investment Programme Board will co-ordinate the full range of regeneration and investment projects located along the Seafront, including projects such as King Alfred, i360, Brighton Waterfront, and A259 Infrastructure.</p> <p>This method of managing the Seafront will be included in the council's Corporate Plan.</p> <p>A report will be presented to the Policy & Resources Committee in March 2015 to outline how the Seafront Investment Programme will be led and managed. A further report will be presented to committee in September 2015 which will outline the Seafront Investment Plan.</p>
2.	<p>The panel would like to see the information produced on the seafront collected in a single place, to increase the visibility and accountability of this as a programme. The council can then use this site to share information which is not commercially sensitive with seafront businesses and other stakeholders. This would enable these businesses and organisations to plan more effectively for their future. The process would also seek to make a very complex area of work more accessible and understandable.</p>	<p>Recommendation Accepted in Principle</p> <p>The feasibility of locating all the information on the seafront in a single place, such as through an electronic shared document management system, together with the resource to ensure that the information is kept up to date and accurate will be investigated. An update on the feasibility will be provided in the report to Policy & Resources proposed for March 2015, as part of describing how the Seafront Investment Programme will be led and managed.</p>

3.	<p>The panel recommends that a ‘brand identity’ for the seafront is developed for marketing, signage and other purposes. This would be used to promote what the seafront can offer everyone. This project could learn from the work done by Brilliant Brighton and the London Road Portas Pilot.</p>	<p>Recommendation Accepted in Principle</p> <p>See response to Recommendation 5</p>
4.	<p>The panel recommends that an exhibition is held in the city to give residents, visitors and businesses a greater understanding and appreciation of the seafront; its importance, history, conservation needs and the challenges faced. Ongoing displays of information and material for use on social media and websites could then provide a long term source of information on the seafront (see Recommendation Two).</p>	<p>Recommendation Accepted in Principle</p> <p>The Seafront Investment Programme Board will develop a communications plan aligned to the development and delivery of the Seafront Investment Plan with the aim of engaging residents, visitors and businesses and giving them a greater understanding and appreciation of the seafront, it’s importance, history and the challenges faced. The plan will include consideration of the use of social media, website information and other forms of communication and engagement such as exhibitions, as resources allow.</p>
5.	<p>The panel recommends that Brighton & Hove City Council identifies sources of funding and arrange the appointment of an independent Enterprise Officer to offer business support to the seafront enterprises. Where appropriate, this officer could also work with the council and businesses to resolve housekeeping issues on the seafront, such as the siting of bins and rubbish collections. This post holder could also work with traders, and other stakeholders, on the issues which arise around the major projects planned for the seafront.</p> <p>One of their other tasks would be to consult businesses in the seafront area, to see if they would like to find a way of grouping together to become a defined area for business improvement. If the seafront businesses were interested in being involved in this project, the Enterprise Officer could then explore with them the most feasible way to achieve this, which could include either:</p> <ul style="list-style-type: none"> • Becoming a Business Improvement District (BID) • Finding out whether the seafront businesses wanted to, and could, join with an existing or planned BID in the 	<p>Recommendation Accepted in principle</p> <p>Any Enterprise Officer would require external funding, given the current financial position of the council. The council will investigate with seafront businesses whether they wanted to and could join with an existing or planned Business Improvement District (BID) in the city. It is unlikely that there would be a sufficient critical mass of businesses along the seafront for them to be able to form their own ‘Seafront BID’ and fund an Enterprise Officer.</p>

	<p>city</p> <ul style="list-style-type: none"> • Considering a form of Town Centre Management • Connecting this to the work of the Local Economic Partnership (LEP). 	
6.	<p>The panel recommend that the council prioritises improving consultation and communication between itself and the seafront businesses to improve business confidence. If a model is adopted to group the seafront into an enterprise area (see Recommendation Five), this also prioritises improving communication and consultation.</p> <p>The proposed Enterprise Officer would have as a key role to regularly communicate with seafront businesses about issues relating to the area and harness the energy, enthusiasm and fund raising abilities of the stakeholders, from sports clubs to traders and conservation groups.</p>	<p>Recommendation Accepted in Principle</p> <p>The council will review communication with seafront businesses to identify areas of improvement – as part of the development of the communications plan that will support the development and delivery of the Seafront Investment Plan.</p> <p>Please see response to Recommendation 5 with regard to the appointment of an Enterprise Officer.</p>
7.	<p>The panel recommends that the council carries out a feasibility study into making a public commitment to ring fencing a proportion of the resources generated by the seafront, to be used for the seafront. This study would look at issues such as the knock on effect of this form of ‘ring fencing’, for example its impact on the funds which are currently being used for front line services. The aim would be to see if this ring fencing can be agreed in principle and to establish a formula (for example a % of new income generated, or increased income or holding onto a proportion of increasing Business Rates). The council’s decision on ring fencing resources for the seafront should be reported to committee and be incorporated into the Investment Strategy for the seafront.</p>	<p>Recommendation Accepted</p> <p>The council will undertake a feasibility study into ‘ring fencing’ a proportion of the resources generated by the seafront, to be used by the seafront. This approach will be considered through the development of the Seafront Investment Plan that will be reported to Policy & Resources committee in September 2015.</p>

8.	<p>The panel heard that the Corporate Building Maintenance Strategy (CBMS), which forms part of the council's Corporate Asset Management Plan (CAMP), sets out the way the organisation strategically prioritises buildings, based on factors including footfall, condition and need. There is a very limited pot of money for planned maintenance, and it is therefore important that the council has clear processes in place to ensure that available funds are allocated to the most appropriate buildings.</p> <p>Officers have indicated to the panel that the council is proposing to review the prioritisation of the seafront buildings and assets to ensure that it more accurately reflects the corporate strategic priorities for the seafront over the next 5-10 years. This process covers the non-highway related structures on the seafront.</p> <p>The panel understands that there will be a report to the October 2014 Policy & Resources Committee on the CAMP. After this the panel recommends that there is further clarification on the proposals for the reprioritisation of the CBMS plans in a report back to the Overview & Scrutiny Committee in January 2015.</p> <p>The panel also recommends that money is set aside by the council for small scale day to day repairs and improvements to significantly improve appearance or facilities on the seafront. The aim would be to target this expenditure to improve the</p>	<p>Recommendation Accepted in Principle</p> <p>The Corporate Property Strategy & Asset Management Plan 2014-18 (formerly Corporate AMP) was approved by the December 2014 Policy & Resources Committee.</p> <p>The supporting Corporate Building Maintenance Strategy is being reviewed and redrafted and the target is to finalise a draft for recommendation is February 2015.</p> <p>Part of this process will involve reviewing the strategic ratings of all individual buildings and structures, rather than the seafront as a whole, and this will relate to council strategic priorities across the portfolio.</p> <p>See response to Recommendation 7.</p>

	<p>perception of the seafront and encourage more visitors, or repeat visitors. Examples to include painting dilapidated areas, installing more seating and litter bins. This issue could form part of the feasibility study for the ring fencing arrangement for the seafront as suggested in Recommendation Seven.</p>	
9.	<p>The panel recommends that the council produces an Investment Strategy for the seafront. This strategy will outline how the seafront will work towards a self-sustaining future and the priority programme for undertaking the work needed to the seafront structures. The strategy would place the seafront in the context of the Greater Brighton City Region area and would take account of any plans being looked at relating to the feasibility of a business improvement zone.</p>	<p>Recommendation Accepted</p> <p>The council will produce a Seafront Investment Plan and this will be a primary objective of the Seafront Investment Programme Board. The draft Seafront Investment Plan will be presented to Policy & Resources Committee in September 2015 in line with recommendation 1.</p>
10.	<p>The panel is aware that there are a number of plans being developed by different council services which relate to the seafront. There appear to be different plans for maintaining the seafront structures which are either highways related or non-highways related. However the panel was unable to establish whether these plans are currently joined together, have realistic costings or are sufficiently aligned, to form a coherent overarching plan.</p> <p>The panel believes that a coherent plan would help to ensure that the council is maximising the opportunities presented by the seafront. So the panel recommends that a 10 year plan for the seafront, including capital renewal and ongoing maintenance, is produced to run alongside the investment strategy described in Recommendation Nine. This plan will draw on the information and priorities identified in both the council's Highways Action Plan (HAMP) and its Corporate Asset Management Plan (CAMP). The panel hopes that a version of the 10 year plan for the seafront could be made publically available to the stakeholders. This would enable the council to</p>	<p>Recommendation Accepted</p> <p>A Seafront Investment Plan will be developed and overseen by Seafront Investment Programme Board to ensure that all plans in relation to the seafront are led and managed in a coherent way.</p> <p>The aim of the Seafront Investment Plan will be to provide a coherent overarching investment strategy which will form the basis for maximizing the opportunities presented by the seafront. This will include a long term (e.g 10-year) plan for capital renewal and ongoing maintenance.</p>

	<p>manage its landlord responsibilities, as well as help existing businesses to plan their future and give confidence to potential investors. This 10 year plan and the Investment Strategy would complement the existing Draft Seafront Strategy.</p>	
11.	<p>The recommendations of the panel are likely to have a significant impact on the Strategic Risk Register entry for the seafront. In light of the panel's concerns about being able to obtain the full details of the mitigating actions described for the seafront, the panel recommends that the Strategic Risk Register is updated to take full account of the recommendations of this panel and the actions which follow from its findings.</p>	<p>Recommendation Accepted</p> <p>The Strategic Risk Register will be updated to take full account of the recommendations of this panel and the actions which follow from its findings</p>
12.	<p>The panel recommends that officer capacity is identified in the council to continue to develop bids for the seafront structures as part of a co-ordinated programme of investment in the seafront that is linked to major regeneration projects. The aim is to place the council and its partners in the best possible position to gain funding from the full range of programmes, such as LEP and European funding. The aim is to ensure that the seafront is 'bid ready' which means ensuring that the council has enough resources to prepare for funding bids, reprioritise existing bids and look for new sources of funding.</p> <p>The intention is to make the council less reliant on the existing means to fund the seafront structures, such as the Local Transport Plan which is also needed to fund other transport related projects in the city.</p>	<p>Recommendation Accepted in Principle</p> <p>The council will investigate the feasibility of officer capacity being identified to continue to develop bids for the seafront structures as part of a co-ordinated programme of investment in the seafront that is linked to major regeneration projects, and the availability of funding such as LEP and European funding. A report will be presented to the Policy & Resources Committee in March 2015 to outline how the Seafront Investment Programme will be led and managed</p>

13.	<p>The panel recommends that the programme group for the seafront (described in Recommendation One) looks urgently at innovative ideas to secure monies for areas which do not seem to have the potential to be income generating. Possible methods could include crowd funding or public subscription. The panel would like the council to learn from the success of the public subscription project for Hastings Pier, which has been able to raise money, secure funding from the Heritage Lottery Fund and raise public awareness of the need to renovate this landmark.</p>	<p>Recommendation Accepted</p> <p>The Seafront Investment Programme Board will consider innovative ideas to secure funding as part of the development of the Seafront Investment Plan.</p>
14.	<p>The panel recommends that connectivity remains a key feature of the planning for the seafront. The panel also recommends that the seafront programme looks for funding opportunities for transport focussed projects on or near the seafront. The panel believe that the connectivity needs of the seafront need to be a major component of Local Transport Plan 4 and a consideration for the whole city. This should include:</p> <ul style="list-style-type: none"> • Making the seafront accessible to all • The needs of pedestrians and cyclists • Improving the connections between the seafront and the rest of the city. 	<p>Recommendation Accepted in Principle</p> <p>There is potential within the Council’s Transport Strategy, encompassed within the Local Transport Plan (LTP) and other funding opportunities, to improve the accessibility and connectivity of the seafront to the wider City that also recognizes the seafront arches as important highway structures supporting the A259 carriageway and footways. However, it needs to be acknowledged that whilst the seafront and its structures are important strategic assets and therefore considerations for the Council in preparing its maintenance programme, the LTP maintenance allocation for structures overall is very limited as its main purpose is for the capital renewal of the public highway utilizing asset management principles to further avoid year on year grant reductions. There is greater potential for maintaining and enhancing seafront structures and highway infrastructure from specific bids arising from the emerging LTP Maintenance Challenge Fund, LEP, Regional Growth Fund etc that could be targeted to major seafront structures or highway projects. Guidance on the recently announced Challenge Fund is still being determined by the Department for Transport.</p>
15.	<p>The panel recommends that officers reconsider the results of the Visit England destinations report 2012/3 (as well as study the Visitor Survey by Tourism South East which is being carried out in the Summer of 2014): to ensure that the council has sufficient information about the views and needs of visitors and</p>	<p>Recommendation Accepted</p> <p>The council will review information available on the seafront. This review will look to ensure that good quality information can be obtained that is relevant specifically to the seafront, and not generic to the tourism offer of the city.</p>

potential visitors to the seafront. The aim is to understand the needs, choices, expectations and experiences relating to the seafront, including the following groups:

- Day visitors
- Overnight visitors
- Conference visitors to the city.

If the council does not have sufficient information on the needs and experiences of visitors and potential visitors, then the panel recommends that the council commissions a similar survey to those mentioned above specifically for the seafront. One of the aims of this recommendation would be that survey information, and other sources of data, is used to develop a set of standard figures which can then be checked regularly to measure improvements and highlight areas for concern e.g. time taken to let vacant seafront units and occupancy rates in nearby hotels. The purpose is to ensure that the seafront experience continues to improve for visitors, residents and businesses.



Report of the Overview and Scrutiny Panel

October 2014

Seafront Infrastructure

Panel Members

**Councillor Gill Mitchell (Chair)
Councillor Ian Davey
Councillor Vanessa Brown
Dr Angela Benson (Co-optee)**

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Chair's Foreword

One thing that we can all agree on is that Brighton and Hove's iconic seafront is one of the city's key locations, acts as our 'shop-window' and is our biggest outdoor recreation space. It is one of the main reasons why people visit the city and an important site for a range of businesses.

However, there are significant and growing problems within the structures that keep the seafront in operation and it is the need to address that issue which formed the remit for the Seafront Scrutiny Panel. The panel's work has had to be set against a background of reducing resources and increased competition for the dwindling funds.

Panel members heard about the many positive developments happening on the seafront including the opening of new business premises in the arches and the start of the i360 construction. However, we also saw at first hand the worrying deterioration of some of the structures and learnt about the Victorian construction methods that are now beginning to fail. We were told that around £100 million is needed to rebuild or replace the structures which work to support the highway and house seafront businesses.

We have aimed to produce a forward looking report that looks to work together across political boundaries to identify a shared vision for the seafront. Although the city is rightly enjoying success as a top holiday destination for both overseas and UK visitors, there are concerns that this could be compromised if the seafront structures are not rebuilt or restored at a sufficient rate.

The range of evidence given to the panel convinced us that it was essential to look beyond the rebuilding and replacement of structures and to look at how the seafront could work towards paying for itself by generating more income and holding on to those resources to fund the structural works.

This report has been produced by a cross-party group of councillors with a co-optee from Brighton University who has added valuable expertise and knowledge about tourism. The panel has made a significant number of far reaching recommendations to address the issues raised by the evidence heard. However, given the complexity and fast changing nature of some of the factors they were reporting on, such as funding, the panel would like to emphasise that it is based on their best possible understanding of the issues. The panel looks to the Executive Response to clarify some of these complex issues and address the practicalities of implementing the recommendations of the panel.

We have been acutely aware that the financial climate is such that it is unrealistic to simply suggest that we can spend more and more public money, even on something of such key importance. Therefore the panel has focussed on how we can work to re-position the seafront as, insofar as it is possible, a financially self-sustaining entity. We want the seafront to retain its unique offer but we have to make the most of every opportunity to raise income while ensuring that the income the seafront generates is used as efficiently as possible to sustain its future.

The one key message from the panel is the need for the council to look at the way it manages the seafront in the future to meet the challenges it faces. Evidence to the panel suggested that the council is currently facing inherent tensions in meeting its responsibilities towards the seafront and the complex and sometimes fractured nature of the services and budgets may not be helping the situation.

The panel believes the need to rebuild and replace significant numbers of structures on the seafront is such a challenge that the council needs to manage the seafront as a single coherent programme:

- Strategically
- Financially
- Operationally.

This joined up working would put the seafront in the best place to secure funding, grow enterprise and help make difficult decisions about what we want for the seafront. The outcomes and recommendations of this panel are aimed at achieving a single coherent way of working.

On behalf of the panel members, my heartfelt thanks as Chair go to all the local groups, seafront traders, individual members of the public and council officers who have offered invaluable information and views on this subject.

A handwritten signature in black ink, appearing to read 'Gill Mitchell', is written over a horizontal line. The signature is cursive and includes a small flourish at the end.

Councillor Gill Mitchell

October 2014

Introduction by Dr Angela Benson

How do you see Brighton and Hove seafront? 'London by the Sea'; 'Shabby Chic' (described by my friends) or as one of the top cities with a brilliant beach like Lonely Planet – who put Brighton and Hove seafront up there with the city beaches of Barcelona, Cape Town, Rio de Janeiro and others:

“Brighton is the most vibrant seaside resort in England. Just an hour from London, it is a thriving, cosmopolitan city with a Bohemian spirit; home to an exuberant gay community, a dynamic student population and a healthy number of ageing and new-age hippies, as well as traditional candyfloss fun. The beach is made up of pebbles, not sand, but that doesn't stop the crowds heading here in their droves. Whether its midday sunbathing or midnight partying, Brighton beach seems to be in use at all times.”¹

Even before, coming to live in Sussex, Brighton has been part of my life, day trips and weekends away to the lively city and coastline. It was therefore, with much pleasure that I agreed to be a member of the scrutiny panel, fulfilling two purposes for me (1) being able to offer my expertise in a destination where tourism is important and that I love and (2) be part of a community engagement project supported by the University of Brighton, who I work for, in the area where the University is situated.

Upon commencing the work of the panel it became clear early on that what started as looking at the seafront structures became a much more complex set of issues and the report and recommendations reflect this. There is no doubt the Victorian era has left Brighton and Hove with an amazing legacy, however, this is both a blessing and a curse as the upkeep of some of this infrastructure comes at great expense. This is further exacerbated by the continuing cuts to the public purse and the need to seek a more commercial way forward.

In order for Brighton and Hove to maintain its position in the list of the ten cities with brilliant beaches it is important to understand who uses the seafront, both community and visitors, and for what purpose. Part of this understanding is also the recognition that this may change over the years and therefore, growing and adapting to the changing demands to a more varied, and possibly more exacting, clientele will be a key challenge. Furthermore, whilst the remit was to look at the seafront, it is difficult in tourism terms to isolate this and I believe it is necessary to examine the wider picture. For example: what is the relationship between the city and the seafront, many of the seafront activities are free but do visitors spend in the city? What is the relationship of the Brighton and Hove urban area with the newly formed South Downs National Park?

I digress, so let me come back to the seafront. What really was evident during the scrutiny panel process, from the beginning to the end, was the will of all the stakeholders to be engaged in the discussions (Councillors, Officers, Business, Community, etc.) and to seek the best possible way forward in order that

¹ 10 cities with brilliant beaches by LONELY PLANET. Dec 17 2012

everyone could enjoy and benefit from a 'joined up' seafront. It was also clear to see that not everyone wants to use the seafront in the same way and therefore, there were competing interests however, there was also an acceptance that compromises will need to be struck.

There is no doubt that the future of the Brighton and Hove seafront concerns us all and it is imperative to secure a way forward that is sustainable but also a future that enables Brighton and Hove seafront to maintain its position amongst the best.

Dr Angela M Benson
Tourism Specialist
University of Brighton

October 2014

1. Executive Summary

Why is the seafront so important to the city?

1.1 Brighton & Hove owes its establishment, growth and continuing popularity to its seafront location. It is the most popular seaside destination in the United Kingdom for overseas visitors, able to capitalise on London becoming the most visited city in the world.² As the popularity of holidaying at home continues to increase, the city is also taking advantage of this trend. This city is now a top 10 destination for Britons looking to holiday at home. The tourism economy is worth £800m to the city, with the seafront playing a vital role in this success.

Paula Murray, the council's Assistant Chief Executive explained that out of all the attractions in the city:

*'...the seafront was the most important, what the city is known for and the biggest draw.'*³

A resource for the city

1.2 A survey found that 94% of respondents tended to take visitors from other cities to the seafront and that 96% saw it as one of Brighton & Hove's best assets.⁴ Some of the ways that the panel felt the offer to residents and visitors could be further improved was to increase, or improve the facilities on the beach, including:

- Sports facilities
- Cafes and bars
- Restaurants
- Educational and cultural activities.

The panel felt that this would make the seafront even more of an attractive alternative, or addition, to going to the Lanes or North Laine for residents and visitors.

The roles of the council in relation to the seafront

1.3 The council has a range of roles and responsibilities in relation to the seafront. These include:

- Highways Authority
- Landlord of the seafront businesses
- Providing services and facilities such as cleansing and waste removal
- Coast Protection Authority
- Encouraging tourism
- Enabling major projects.

² <http://www.ons.gov.uk/ons/rel/ott/travel-trends/2013/rpt-travel-trends--2013.html#tab-Commentary--Overseas-residents--visits-to-the-UK>

³ Minutes of the panel meeting on 18.03.14

⁴ Seafront Strategy Consultation Report May 2013

The panel became aware that these roles may have inherent tensions between them. While the scrutiny process found many positive examples of the operational services working together, the panel wanted to find a way of ensuring that all those services come together regularly to work out how to maximise the opportunities available. This could take the form of an officer working group for the seafront.

Why scrutinise this issue?

1.4 The panel was established to focus on the physical structures on the seafront and look at the best means of funding the rebuilding, replacement or repairing the infrastructure when needed. The key structures on the seafront include:

- Arch structures
- Retaining walls
- Railings
- Madeira Terrace
- Volks Railway.

The condition of the infrastructure

1.5 For much of the 20th Century the city had been a 'fashionable' location, but by the 1980s the seafront was becoming '*somewhat dilapidated*'. Concerns about the decline in the image and the fabric of the seafront and the need to improve the environment for residents, visitors and investors led to the adoption of the Seafront Development Initiative (SDI) in 1992 by Brighton Borough Council. The SDI warned that:

*'Despite its importance in the town's social and economic life, the Seafront has suffered from a certain amount of neglect and isolation over the past decades as the town's scarce resources have been concentrated on developing other tourism and economic assets such as the Brighton Centre, the Royal Pavilion, the Lanes...'*⁵

1.6 The key objectives of the SDI included:

- Regenerating the seafront
- Creating a bustling seafront community
- Maximising investment and financial support
- Creating new employment opportunities
- Improving accessibility.

Although the recommendations of the SDI related only to the borough of Brighton, the panel could see that many of the issues identified were still relevant today. In 2012 the council developed a Draft Seafront Strategy, and one of the aims of the panel was to consider how to realise the priorities identified by this strategy.

The city's ambition

⁵ Brighton Seafront Strategic Development Initiative, Draft Final Report, July 1992

1.7 The panel heard from Geoff Raw, the Executive Director for Environment, Development and Housing, that it was a goal of the council to see the city appear in the National Geographic international top 10 beach cities.

*'It was a very ambitious target for Brighton & Hove, as cities like Rio de Janeiro featured in this top 10. However the city should be ambitious, as it was the premiere beach destination in the UK.'*⁶

Very significant investment is needed

1.8 An important concern when looking at how to encourage more visitors to the city, is what impression is given by the current condition of the seafront structures. It has been estimated that up to £100m is needed to carry out structural works to the seafront structures, including the £80m identified by the asset management process needed to rebuild and replace the highway related structures.

The SDI led to the development and rental of the arches on the seafront, largely funded by the Single Regeneration Budget. It is now much less likely that grants will be the solution, due to falling resources and the increasingly competitive nature of securing such funds. Evidence to the panel showed that each year significantly less money is being spent on repairing, replacing or rebuilding the structures than is needed.

1.9 So the main challenge facing the seafront is to identify sufficient resources to rebuild, repair or replace failing infrastructure. This issue was the key reason for establishing the panel.

The strategic management of seafront improvements

1.10 Many of the planned major projects for Brighton & Hove are on the seafront. The sites of these major projects, which are all at various stages, include:

- Brighton i360
- King Alfred Leisure Centre
- Brighton Centre
- Black Rock
- Brighton Marina
- Shoreham Harbour Regeneration Project.

Substantially increasing the tourism offer would enable the city to provide a critical mass of attractions for visitors from London, the rest of the UK and abroad. The panel believes that while each major project on the seafront needs to be individually managed, the importance of this part of our city, and the complexity of issues it faces: means that the seafront needs to be treated as a single programme. One of the priorities of the senior officer who manages this programme, will need to be looking at the full length of the seafront and making the links between the planned projects.

⁶ Minutes of the panel meeting on 25.03.14

1.11 To make sure this happens, the panel recommends that how the seafront is managed as a programme is agreed as a matter of some urgency. The panel have then suggested a package of actions, including an investment strategy, to make the aims of the Draft Seafront Strategy developed in 2012 and the recommendations of this panel a reality.

The panel is aware that major projects can be very complex: while carrying a risk of either not coming to fruition or experiencing significant delays. The panel feels it is important for the council also to continue working on the small and medium size improvements which are also needed on the seafront.

1.12 Given the resource constraints faced by the council, some of the future developments may need to be done by encouraging private investment to improve or develop the facilities, for example providing other opportunities for beach sports.

Seafront developments

1.13 The ten recently opened units in the seafront arches will complement the i360 development and provide a creative - retail quarter, to improve the visitor experience and provide significant extra income to the council. The opportunity to carry out this development work has arisen because of the strengthening works required to the structures. The panel hopes that their recommendations will work towards securing sufficient resources to continue to carry out these kinds of developments and improvements.

A seafront for all

1.14 The panel also looked at ways to encourage the city, including its residents and businesses, to make even more use of the seafront and help them understand the issues it faces. This includes encouraging residents and visitors to make full use of the length of the seafront as well as using the facilities all year round. This would help reduce the pressures which can be placed in the very heavily used areas, in terms of; congestion, car parking and people queuing for attractions.

The need for continual improvement and maintenance

1.15 Evidence to the panel highlighted the challenges faced because of the age of the majority of the seafront structures as well as their type of construction. This means many of the structures are coming to the end of their natural life. The need to close unsafe structures, such as the former Shelter Hall, and their potential impact on the A259 show the disruption that can be caused when such structures fail. The panel was forced to consider whether the greatest asset of the city was in danger of becoming not fit for purpose.

While the SDI & the Draft Seafront Strategy identified many useful issues, it has not been possible to realise as many of their recommendations or priorities as hoped. The aim of this panel is to ensure the importance of the seafront is fully recognised and that the council works with partners and the city to ensure the condition of the seafront is continuously maintained and improved.

Being bid ready

1.16 The panel was informed that due to declining resources and other priorities facing the city, the council could not keep relying upon funding from the Local Transport Plan to pay for improvement works on the seafront. The panel has recommended that the council makes sure it is 'bid ready' for the full range of other ways to secure resources such as Local Enterprise Partnership (LEP) and European funding. Being 'bid ready' means having the capacity, knowledge and skills to develop those bids. The panel was keen to see that the seafront is identified as a priority for these types of funding.

A financially self-sustaining seafront

1.17 The panel heard compelling evidence about the level of resources needed to rebuild, replace and maintain the seafront. The panel would like to see the council look at the feasibility of setting aside a certain amount of the money from the income generated by the seafront, or ring fencing these funds, to be used for improving and maintaining the area.

The panel feels that setting aside resources for this location is vital because of the history of under-investment on the seafront structures. It would also ensure there was a protected supply of funds for the seafront which could not be diverted to other council priorities. The use of ring fencing a percentage of business rates is also the means for establishing a Business Improvement District, which is a model that the panel would like the council to consider in relation to working with the seafront businesses.

1.18 The panel also wanted to ensure that the seafront was also a higher priority in terms of the corporate building maintenance strategy which determined how much money was allocated for the planned maintenance of seafront structures.

Becoming more commercially minded and generating more income

1.19 The panel also feels it is vital to look at the widest range of ways to bring in more income from the seafront, to use to repair and regenerate this vital area. The council is the primary landlord on the seafront and derives a good income from it. But given the level of need, the panel believes it is essential for the council to become more commercially minded in relation to the seafront, for example when new lettings and developments become available. To enable this, the panel has recommended the creation of a new post of an Enterprise Officer for the seafront.

Prioritising these resources

1.20 The panel were also asked to look at priorities for any expenditure on the seafront, and the evidence they received showed that:

- There was support for focussing first on the most popular part of the seafront between the piers, then use resources gained from there to encourage people to use the total length of the seafront

- Given the inevitably limited funds for the seafront, the need to see if there are innovative solutions to raise money for areas such as Madeira Terrace, such as crowd funding.⁷

The panel also felt that it was vital to have a clear and publically available plan for the seafront, so everybody with a stake in this area knows what is happening and when it is planned to happen.

Working with the city

1.21 The panel recognise the importance of the council's communications with the city about the seafront and the issues it faces, for example, discussions with seafront businesses about what is happening on the seafront that enable the traders to plan ahead for their business. The panel hopes that recommending the establishment of an Enterprise Officer post to work with these businesses, will also help them to maximise their effectiveness and profitability. This in turn should improve the tourism and visitor offer and help the council maximise its rental income.

The panel is also keen for the council to look to make the best use of enterprise opportunities when they arise on the seafront. For example by considering how to enable and encourage a wider range of businesses to establish themselves on the seafront, while retaining the features which make Brighton & Hove such a popular seafront destination.

Involving the whole city

1.22 The panel is keen to emphasise that the seafront is not just an issue for the council. There is a wide range of stakeholders including potential investors, businesses, the tourism industry, sporting clubs, conservation societies and the local residents. Their resources and knowledge all need to be harnessed so that the whole city and region is working to deliver the best possible seafront for Brighton & Hove.

Continuous improvement

1.23 The panel believes it is essential to look continuously at how to provide the best offer for residents, visitors and businesses. They recommend that the council collects information about the needs and expectations of residents, visitors and businesses about the seafront. A set of measures then need to be developed which check whether improvements are happening on the seafront. Example of such measures could include percentage of vacant units on the seafront, and the number of return visitors.

Conclusion

⁷ Definition of crowd funding from Google: the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet.

1.24 The panel was impressed that so many people were working very hard to keep the seafront as an invaluable resource for the city. But they felt there is a need to focus more of this work on facing the challenges ahead; given the scale of the problem and the significant resource demands. So the panel believe that the seafront needs to be:

- Strategically managed as a coherent programme
- Identified as a key outcome, for repair and improvement, in the council's Corporate Plan
- Given protected resources designed to deliver continual improvements to this area
- Increasing its ability to generate income and developing a greater enterprise culture
- A priority for spending where the council can do so, for example when planning maintenance programmes
- A priority for the council when it bids for relevant funds.

1.25 The panel recognises that some of their recommendations go beyond the remit of looking purely at the structures on the seafront, to look at the wider range of issues facing this area of the city. But their main focus has been on how to secure sufficient resources to meet the needs of the seafront, and make it more economically self-sustaining so it can continuously improve.

2. Outcomes

Given the complexity and scope of this issue, the panel began by defining the eight key outcomes which they believe need to be achieved for the seafront. Some of these outcomes have led to individual recommendations, while others have resulted in several recommendations. These outcomes are:

1. The council has a collective understanding of the seafront's needs and opportunities and who is responsible for it.

The revitalisation of the seafront is a defined programme and there is a lead officer for this programme. Having a coherent programme will also help the council to resolve the tensions inherent in carrying out its different roles and responsibilities in relation to the seafront.

2. A seafront which is working towards being financially self-sustaining.

Funding programmes, such as the Local Transport Plan (LTP), and major projects alone cannot secure the money needed to improve and maintain the infrastructure on the seafront. So the panel want to see the seafront area maximising its enterprise opportunities, while providing the best possible offer to users of the area. This would include:

Growing the income from the seafront

The enterprise focus would also include looking at how to grow the business rate base and rental income from this area.

Helping businesses on the seafront to grow

The panel are very interested in the potential for using the model developed by Business Improvement Districts to provide support to seafront businesses and increase the commercial success of defined areas. The panel looked at the work being done by the Portas Pilot in London Road and the Business improvement District (Brilliant Brighton) when considering this outcome. They feel that it would be valuable to enable seafront businesses to look at the feasibility of establishing a business improvement zone for the seafront area.

The panel would like to see the provision of an Enterprise Officer for the seafront. The panel recommend that this officer is not employed directly by the council. One of the key aims of the post would be to provide business support to the businesses in the seafront area. The panel hopes that this work could also be connected to the Coast to Capital Local Enterprise Partnership (LEP) which has identified the seafront as a priority for its bids.

Ring fencing income for the seafront

A key reason for looking at the feasibility of ring fencing is to ensure that any increase in revenue from the seafront is retained, or partially retained, to be put back into maintaining and improving the seafront.

3. Everyone is working together to develop the seafront.

The panel would like to see that those with a stake in the seafront are working together to develop the area. The council and key groups should meet regularly to develop a shared view of its future.

4. The seafront is no longer seen as a major risk.

The seafront as an asset to the city is currently considered to be a key strategic risk for the council, in terms of the investment and ongoing revenues needed for both the seafront structures and infrastructure.⁸ The panel wants to ensure that sufficient measures are in place for the council to own, and mitigate, any future risks or problems which could be faced by the seafront.

5. An accessible and connected seafront.

The panel would like to see the seafront become as accessible and well connected as possible.

The panel recognises that there is a need to balance the competing demands for the funding from the Local Transport Plan (LTP). The funding which is being used for structural works on the seafront can sometimes result in reduced funding for other transport projects in the city. So connectivity needs to be one of the goals of the financially self-sustaining programme outlined in Outcome Two.

6. The council is in the best possible position to develop robust and successful bids for funding when opportunities arise to enable projects on the seafront to succeed.

Given the likelihood that established funding methods for the seafront will change, the panel is keen to see the council find new ways to fund improvements to this area. The council needs to ensure there are sufficient resources to be 'bid ready' to capture the full range of potential funding streams for the seafront.

⁸ [http://present.brighton-hove.gov.uk/Published/C00000699/M00005123/AI00040256/\\$20140616131750_006011_0024512_StrategicRiskRegister201415reviewv5.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000699/M00005123/AI00040256/$20140616131750_006011_0024512_StrategicRiskRegister201415reviewv5.doc.pdf)

- 7. A seafront which offers the best possible experience for visitors, residents and businesses.**

The purpose of replacing, repairing, rebuilding and regenerating the structures on the seafront as well as setting up a model which works towards the seafront becoming self-sustaining is to improve the experience of those using, and visiting the seafront and working there.

- 8. A greater understanding and appreciation of the seafront and its history.**

3. Recommendations of the panel

Having determined the outcomes they wished to see for the seafront, the panel have then produced a set of 15 recommendations aimed at achieving these outcomes. Please note that this is not the order they appear in the report.

Recommendation One

The panel wants to ensure that the strategic management of the seafront is a coherent, visible and accountable programme. To achieve this, the panel recommends that:

- *The seafront is turned into a coherent programme of work*
- *A single lead for this programme is chosen from the Executive Leadership Team in Brighton & Hove City Council*
- *A group of key officers meet regularly to manage the progress of this programme*
- *This method of managing the seafront is included as an outcome in the council's Corporate Plan.*

The panel would like a report to come to the Policy & Resources Committee in March 2015 to outline how this programme will be led and managed. A further report should be put to committee in September 2015 to:

- *Outline the key challenges the programme faces*
- *Identify the resources*
- *Describe potential solutions.*

The panel believes that the key challenges which need to be tackled as a priority include:

- *The programme management of the seafront*
- *How to reconcile the fractured nature of the planning, asset management and budget management processes for the seafront*
- *An Enterprise Officer post for the seafront (see Recommendation Five)*
- *Innovative funding solutions for Madeira Terrace and other such areas (see Recommendation Thirteen)*
- *Officer capacity to develop funding bids for seafront structures (see Recommendation Twelve).*

Recommendation Two

The panel would like to see the information produced on the seafront collected in a single place, to increase the visibility and accountability of this as a programme. The council can then use this site to share information which is not commercially sensitive with seafront businesses and other stakeholders. This would enable these businesses and organisations to plan more effectively for their future. The process

would also seek to make a very complex area of work more accessible and understandable.

Recommendation Three

The panel recommends that a 'brand identity' for the seafront is developed for marketing, signage and other purposes. This would be used to promote what the seafront can offer everyone. This project could learn from the work done by Brilliant Brighton and the London Road Portas Pilot.

Recommendation Four

The panel recommends that an exhibition is held in the city to give residents, visitors and businesses a greater understanding and appreciation of the seafront; its importance, history, conservation needs and the challenges faced. Ongoing displays of information and material for use on social media and websites could then provide a long term source of information on the seafront (see Recommendation Two).

Recommendation Five

The panel recommends that Brighton & Hove City Council identifies sources of funding and arrange the appointment of an independent Enterprise Officer to offer business support to the seafront enterprises. Where appropriate, this officer could also work with the council and businesses to resolve housekeeping issues on the seafront, such as the siting of bins and rubbish collections. This post holder could also work with traders, and other stakeholders, on the issues which arise around the major projects planned for the seafront.

One of their other tasks would be to consult businesses in the seafront area, to see if they would like to find a way of grouping together to become a defined area for business improvement. If the seafront businesses were interested in being involved in this project, the Enterprise Officer could then explore with them the most feasible way to achieve this, which could include either:

- *Becoming a Business Improvement District (BID)*
- *Finding out whether the seafront businesses wanted to, and could, join with an existing or planned BID in the city*
- *Considering a form of Town Centre Management*
- *Connecting this to the work of the Local Economic Partnership (LEP).*

Recommendation Six

The panel recommend that the council prioritises improving consultation and communication between itself and the seafront businesses to improve business confidence. If a model is adopted to group the seafront into an enterprise area (see Recommendation Five), this also prioritises improving communication and consultation.

The proposed Enterprise Officer would have as a key role to regularly communicate with seafront businesses about issues relating to the area and harness the energy, enthusiasm and fund raising abilities of the stakeholders, from sports clubs to traders and conservation groups.

Recommendation Seven

The panel recommends that the council carries out a feasibility study into making a public commitment to ring fencing a proportion of the resources generated by the seafront, to be used for the seafront. This study would look at issues such as the knock on effect of this form of 'ring fencing', for example its impact on the funds which are currently being used for front line services. The aim would be to see if this ring fencing can be agreed in principle and to establish a formula (for example a % of new income generated, or increased income or holding onto a proportion of increasing Business Rates). The council's decision on ring fencing resources for the seafront should be reported to committee and be incorporated into the Investment Strategy for the seafront.

Recommendation Eight

The panel heard that the Corporate Building Maintenance Strategy (CBMS), which forms part of the council's Corporate Asset Management Plan (CAMP), sets out the way the organisation strategically prioritises buildings, based on factors including footfall, condition and need. There is a very limited pot of money for planned maintenance, and it is therefore important that the council has clear processes in place to ensure that available funds are allocated to the most appropriate buildings.

Officers have indicated to the panel that the council is proposing to review the prioritisation of the seafront buildings and assets to ensure that it more accurately reflects the corporate strategic priorities for the seafront over the next 5-10 years. This process covers the non-highway related structures on the seafront.

The panel understands that there will be a report to the October 2014 Policy & Resources Committee on the CAMP. After this the panel recommends that there is further clarification on the proposals for the reprioritisation of the CBMS plans in a report back to the Overview & Scrutiny Committee in January 2015.

The panel also recommends that money is set aside by the council for small scale day to day repairs and improvements to significantly improve appearance or facilities on the seafront. The aim would be to target this expenditure to improve the perception of the seafront and encourage more visitors, or repeat visitors. Examples to include painting dilapidated areas, installing more seating and litter bins. This issue could form part of the feasibility study for the ring fencing arrangement for the seafront as suggested in Recommendation Seven.

Recommendation Nine

The panel recommends that the council produces an Investment Strategy for the seafront. This strategy will outline how the seafront will work towards a self-

sustaining future and the priority programme for undertaking the work needed to the seafront structures. The strategy would place the seafront in the context of the Greater Brighton City Region area and would take account of any plans being looked at relating to the feasibility of a business improvement zone.

Recommendation Ten

The panel is aware that there are a number of plans being developed by different council services which relate to the seafront. There appear to be different plans for maintaining the seafront structures which are either highways related or non-highways related. However the panel was unable to establish whether these plans are currently joined together, have realistic costings or are sufficiently aligned, to form a coherent overarching plan.

The panel believes that a coherent plan would help to ensure that the council is maximising the opportunities presented by the seafront. So the panel recommends that a 10 year plan for the seafront, including capital renewal and ongoing maintenance, is produced to run alongside the investment strategy described in Recommendation Nine. This plan will draw on the information and priorities identified in both the council's Highways Action Plan (HAMP) and its Corporate Asset Management Plan (CAMP). The panel hopes that a version of the 10 year plan for the seafront could be made publically available to the stakeholders. This would enable the council to manage its landlord responsibilities, as well as help existing businesses to plan their future and give confidence to potential investors.

This 10 year plan and the Investment Strategy would complement the existing Draft Seafront Strategy.

Recommendation Eleven

The recommendations of the panel are likely to have a significant impact on the Strategic Risk Register entry for the seafront. In light of the panel's concerns about being able to obtain the full details of the mitigating actions described for the seafront, the panel recommends that the Strategic Risk Register is updated to take full account of the recommendations of this panel and the actions which follow from its findings.

Recommendation Twelve

The panel recommends that officer capacity is identified in the council to continue to develop bids for the seafront structures as part of a co-ordinated programme of investment in the seafront that is linked to major regeneration projects. The aim is to place the council and its partners in the best possible position to gain funding from the full range of programmes, such as LEP and European funding. The aim is to ensure that the seafront is 'bid ready' which means ensuring that the council has enough resources to prepare for funding bids, reprioritise existing bids and look for new sources of funding.

The intention is to make the council less reliant on the existing means to fund the seafront structures, such as the Local Transport Plan which is also needed to fund other transport related projects in the city.

Recommendation Thirteen

The panel recommends that the programme group for the seafront (described in Recommendation One) looks urgently at innovative ideas to secure monies for areas which do not seem to have the potential to be income generating. Possible methods could include crowd funding or public subscription. The panel would like the council to learn from the success of the public subscription project for Hastings Pier, which has been able to raise money, secure funding from the Heritage Lottery Fund and raise public awareness of the need to renovate this landmark.

Recommendation Fourteen

The panel recommends that connectivity remains a key feature of the planning for the seafront. The panel also recommends that the seafront programme looks for funding opportunities for transport focussed projects on or near the seafront.

The panel believe that the connectivity needs of the seafront need to be a major component of Local Transport Plan 4 and a consideration for the whole city. This should include:

- *Making the seafront accessible to all*
- *The needs of pedestrians and cyclists*
- *Improving the connections between the seafront and the rest of the city.*

Recommendation Fifteen

The panel recommends that officers reconsider the results of the Visit England destinations report 2012/3 (as well as study the Visitor Survey by Tourism South East which is being carried out in the Summer of 2014): to ensure that the council has sufficient information about the views and needs of visitors and potential visitors to the seafront. The aim is to understand the needs, choices, expectations and experiences relating to the seafront, including the following groups:

- *Day visitors*
- *Overnight visitors*
- *Conference visitors to the city.*

If the council does not have sufficient information on the needs and experiences of visitors and potential visitors, then the panel recommends that the council commissions a similar survey to those mentioned above specifically for the seafront.

One of the aims of this recommendation would be that survey information, and other sources of data, is used to develop a set of standard figures which can then be checked regularly to measure improvements and highlight areas for concern e.g. time taken to let vacant seafront units and occupancy rates in nearby hotels. The

purpose is to ensure that the seafront experience continues to improve for visitors, residents and businesses.

Full report of the panel

4. Background

Why was this panel set up?

4.1 This panel was approved by the Overview & Scrutiny Committee on 15th July 2013, following a request from the council's Executive Leadership Team to look at this issue for these reasons:

'The heritage structures and infrastructure managed by the council along the seafront require significant investment – not all existing assets have received the investment needed to meet the changing patterns and demands of usage. Key issues include the condition of the seafront arches which house many businesses and provide structural support to the A259, and Madeira Terrace, which needs extensive refurbishment. There are significant risks for the council here: maintaining seafront infrastructure is currently one of the highest priority issues on the Strategic Risk Register.

However, maintenance and renovation will require considerable resources, and the council will need to prioritise any spending carefully, ensuring that it is targeted so as to best support the aspirations of the Seafront Strategy. The council will also need to investigate how best to fund any renewal programme – i.e. whether some or all of this should come through council borrowing, or through commercial investment, asset transfer etc.

4.2 *A scrutiny panel would look at the seafront infrastructure, identifying the highest priority areas for work and seek to agree on how this work might best be funded and delivered.*⁹

Who was on the panel?

4.3 The panel was made up of Councillor Gill Mitchell (Chair), Councillor Vanessa Brown, Councillor Ian Davey and Dr Angela Benson, Principal Lecturer, Sustainable Tourism at Brighton University (co-opted member).

4.4 The Panel set their terms of reference as *'reaching a cross-party understanding of:*

- 1. What do we want our seafront to be?*
- 2. What state is the seafront in now and what needs to be spent on the seafront? How does this being addressed in council, city wide and regional strategic planning?*
- 3. What are the group of major projects which could deliver the strategy? Key decisions about those projects are coming up and a coherent view is needed on what trying to achieve.*
- 4. How best to get that money?*

⁹ Bold my emphasis, O&SC report [http://present.brighton-hove.gov.uk/Published/C00000726/M00004781/\\$\\$ADocPackPublic.pdf](http://present.brighton-hove.gov.uk/Published/C00000726/M00004781/$$ADocPackPublic.pdf)

5. *Is this what our businesses and communities want for the seafront?*
6. *Should revenue from the seafront improvements be used to continue to renew the seafront? Would this create a self-sustaining financial programme?*

4.5 The panel held three capacity building meetings on 28th January, 25th February and 17th March 2014 to hear from the key council officers who deliver services relating to the seafront structures in Brighton & Hove. This reflects the complexity of the subject. The panel also went on a site visit to look at the condition of the seafront structures for themselves.

Gathering the evidence

4.6 The panel then held three public meetings on 18th March, 25th March and 11th April 2014 and the full list of witnesses are in Appendix 2. The panel also held a drop-in event on 8th April 2014 for seafront traders and other stakeholders and a workshop event with the Brighton & Hove Tourism Advisory Board on 12th May 2014. A short survey form was also made available at these events. Written evidence was submitted to the panel from a range of stakeholders.

The fifteen panel recommendations are aimed at addressing the issues they identified.

The panel process

4.7 When the panel set their Terms of Reference, it was in the belief that the following resources would be made available in the scrutiny process:

- An officer group was being set up to work on the challenges facing the seafront and the panel would work in tandem with it
- The council's management and improvement plans relating to the seafront would be made available to the panel
- Evidence as to how the needs of the seafront and the required investment were being routinely incorporated into the planning and negotiation stages for all the major projects.

4.8 The panel was disappointed that it was not able to secure access to the above resources to help them in the scrutiny process. As a consequence the panel was not able to:

- Establish whether an officer group had been set up and what, if any work had been undertaken
- Gain access to a management and maintenance plan for the seafront structures
- Gain a clear understanding of the financial future of the seafront
- Gain a clear understanding of what the proposed major projects could mean for the seafront's future.

4.9 The panel has sought to make practical and forward thinking recommendations to address these issues and help secure the long term future of the seafront.

5. What is the seafront and why is it so important to the city?

The seafront in Brighton & Hove

5.1 The seafront was described by a member of the Tourism Advisory Board as the biggest built seafront in the UK. The Draft Seafront Strategy called it *'the largest outdoor recreation space in the city.'*¹⁰

The Seafront Development Initiative 1992 for Brighton Borough Council focussed on the area between the piers. While the Draft Seafront Strategy and this scrutiny panel considered the wider 13km of seafront which runs from Hove Lagoon to Saltdean.

A key asset

5.2 The seafront was regarded as one of the city's best assets by 96% of respondents to the Seafront Strategy consultation.¹¹ Howard Barden, the council's Head of Tourism, described the seafront as *'our shop window'* and *'absolutely critical to the tourism offer.'*¹² He explained that it plays host to the following activities:

- Informal recreation including sunbathing, swimming, gathering with friends
- Formal recreation such as sailing, kayaking, beach volleyball
- Events, including the Brighton Festival
- The retail and dining offer.¹³

Why do visitors come to Brighton & Hove?

5.3 The panel heard that the tourist economy was worth £800m to the city, which welcomed over 8m visitors each year.¹⁴ Travel trend data shows that in 2013 Brighton & Hove was the 8th most popular town (excluding London) in the United Kingdom for overseas visitors to stay in overnight.¹⁵ It was now the most popular seaside destination for overseas visitors.

5.4 18,000 people are employed in the city because of tourism, which equates to 13% of the local workforce.¹⁶ According to Mark Jones, the Chair of the Brighton & Hove Hotels Association:

*'Every tourist would visit the seafront many times. All would experience it, use it and probably love it. So it was vital to continue to invest in this centrepiece of the tourist offer... The seafront was a jewel we can't afford to take our eye off.'*¹⁷

5.5 Paula Murray, the council's Assistant Chief Executive, explained that the popularity of the city to visitors was due to:

¹⁰ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

¹¹ Seafront Strategy Consultation report 2013

¹² Briefing by Howard Barden for the panel meeting

¹³ Minutes of the panel meeting on 25.03.14

¹⁴ Minutes of the panel meeting on 25.03.14

¹⁵ ONS figures <http://www.ons.gov.uk/ons/rel/ott/travel-trends/2013/rpt-travel-trends--2013.html#tab-Commentary--Overseas-residents--visits-to-the-UK>

¹⁶ Data taken from Tourism South East Economic Impact Study 2012

¹⁷ Minutes of the panel meeting 18.03.14

*'...shopping in the centre, then the Downs and the seafront. Out of this mix, the seafront was the most important; what the city is known for and the biggest draw.'*¹⁸

Who are our visitors?

5.6 A survey by VisitEngland found that Brighton & Hove has 4 in 10 visitors in the AB socio-economic grouping, making the city *'a fairly 'upmarket' destination'*.¹⁹ It also appeals to a range of age groups, with over a third of visitors aged under 35.

Geoff Raw, the council's Executive Director for Environment, Development & Housing, emphasised the importance of attracting more overnight visitors because they *'...spent 9x more than a day visitor'*.²⁰

5.7 Research by Travelodge has found that the number of people taking a staycation²¹ reached record levels in 2014 with 74% of Britons holidaying at home.²² Brighton has now entered the top 10 staycation destinations in Great Britain. The average spend of each of these British visitors is £430.33, boosting the UK economy by £15bn.²³

The other trends this research identified included:

- Increasing number of Britons taking lots of short breaks
- Increasing popularity of multi-location holidays
- Value being the thing that most influences them when booking a holiday.

5.8 The survey by Visit England also found that English visitors to Brighton & Hove are largely from the South: a third are from London and a further quarter are from elsewhere in the South East. For overnight visitors, it is most popular for short breaks of 1-3 night rather than mid breaks of 4-7 days.²⁴

Geoff Raw told the panel:

*There was the opportunity to capture more of that market, now that London was the most visited city in the world. However, one needed a strong offer to capture this market.*²⁵

5.9 He emphasised the importance of enticing those who arrived at Gatwick, by means such as:

- Providing a strong offer to inspire people to come to Brighton first – currently 90% of visitors went to London and only 10% to Brighton & Hove
- Improving the rail link from the airport to the city

¹⁸ Minutes of the panel meeting 18.03.14

¹⁹ Research commissioned by VisitBrighton & VisitEngland, June 2012-2013

²⁰ Minutes of the meeting 25.03.14

²¹ A holiday spent in one's home country rather than abroad, or one spent at home and involving day trips to local attractions. <http://www.oxforddictionaries.com/definition/english/staycation>

²² http://www.travelodge.co.uk/press_releases/press_release.php?id=548

²³ http://www.travelodge.co.uk/press_releases/press_release.php?id=548

²⁴ Research commissioned by VisitBrighton & VisitEngland, June 2012-2013

²⁵ Minutes of the panel meeting 25.03.14

- Encouraging visitors to come at off-peak times, using timed visits, which could be far more beneficial to the city.²⁶

Why choose Brighton?

5.10 The seafront plays a significant role in inspiring people to choose to visit the city. Research has found that 72% of all visitors to Brighton & Hove go the beach, making it the most common activity for these visitors.²⁷ The vast majority of those visitors to the seafront are drawn to the area between the Piers.

What are the key attractions on the seafront?

5.11 The seafront currently offers a range of attractions, including:

- Palace Pier
- Brighton Wheel
- Hove Lagoon for water sports
- Brighton Fishing Museum
- Yellowwave café and volleyball
- Volks Railway
- Sealife Centre
- Marina
- Children's playgrounds.

Growing numbers of visitors to the attractions

5.12 The Palace Pier was visited by four million people in 2013 and is currently the most popular free UK attraction outside London²⁸ It has been estimated that the i360 will attract 700,000-800,000 visitors in a stable year, including an increase in new visitors to the city of 165,000-305,000. It is anticipated that the i360 will attract visitors to the city all year round, including an estimated 27,000-49,000 additional overnight visitors.²⁹

Developing a critical mass of attractions?

5.13 Geoff Raw, Executive Director for Environment, Development and Housing, explained why major projects were seen as vital to the seafront:

*'The value of developments like the i360 was in developing a critical mass of attractions to entice this market [of overnight visitors]. This can enable joint ticketing, tours round the city and using the capacity of hotels.'*³⁰

²⁶ Minutes of the panel meeting 25.03.14

²⁷ Research commissioned by VisitBrighton & VisitEngland, June 2012-2013

²⁸

http://www.theargus.co.uk/news/11422777.Pier_is_the_most_popular_free_tourist_attraction_outside_London/?action=complain&cid=13097004

²⁹ [http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/\\$Brighton%20i360.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

³⁰ Minutes of the panel meeting on 25.03.14

For example there *'needed to be a strong offer to those who arrive in Gatwick.'*³¹

5.14 The panel suggest that the establishment of the seafront as a coherent programme may help to join up the existing attractions to sell them better, and in considering the impact of new developments on addressing issues such as:

- Enabling joint ticketing
- Enabling more clusters of attractions to be advertised to potential visitors, for example on the Visit Brighton website.

5.15 Geoff Raw also emphasised the importance of the conference and business offer. He told the panel that one of the city's key attractions is:

*'...the cultural facilities [it]...could offer to conference visitors. This in turn attracted other non-tourism related businesses and helped attract skilled people to the city.'*³²

He believed that this was important because:

*'There were a lot of wonderful coastal towns in the UK, but as tourist destinations alone most did not offer high value jobs or high wages.'*³³

5.16 However the concentration of many of the attractions in the most frequented area of the seafront, means that this area can be very heavily populated in the peak visitor season. A later section of this report looks at how to extend the offer all year round.

How is the city rated by its visitors?

5.17 Brighton & Hove is rated highly by its visitors for several attributes including quality of food, drink and dining and the availability of independent local shops. Readers of Conde Nest Traveller Magazine recently voted Brighton & Hove the best UK city for food and drink in 2014.³⁴

Although satisfaction among visitors to Brighton & Hove is above the national average, a survey by VisitEngland found the city lagging behind in some elements of visitor satisfaction. For example only 19% rated its beach as *'excellent'* for clean and well maintained, compared to 27% of seaside destinations as a whole.³⁵ The level of satisfaction with the range of water-based/beach activities was a bit lower in Brighton & Hove than for seascides as a whole. The city also scored lower than average on the percentage of people who thought it had beaches which are *'safe and suitable for bathing'*.³⁶

A seafront for the city

³¹ Minutes of the panel meeting on 25.03.14

³² Minutes of the panel meeting on 25.03.14

³³ Minutes of the panel meeting 25.03.14

³⁴ <http://www.brighton-hove.gov.uk/content/press-release/brighton-and-hove-voted-best-uk-city-food-and-drink>

³⁵ Results and Insight from a survey of visitors and potential visitors to Brighton, by TNS for VisitEngland and VisitBrighton, August 2013.

³⁶ Ibid

5.18 Councillor Geoffrey Bowden reminded the panel that the other valuable role of the seafront was as *'an asset for residents'*.³⁷ This is in terms of:

- Income generation from its assets which are used on services for the city
- As a place to visit.

He believed that *'a lot of people have moved to live here because they like the seafront.'*³⁸

5.19 Geoff Raw emphasised to the panel how important it is that we improve the seafront because:

*'Making attractive places to visit makes for attractive places to live and in turn makes the location more attractive for more businesses.'*³⁹

Paula Murray, the Assistant Chief Executive, stressed the importance of the seafront in maintaining and improving the emotional well-being of its visitors and residents, including the number of walks and sports played there.

³⁷ Minutes of the panel meeting on 18.03.14

³⁸ Minutes of the panel meeting on 18.03.14

³⁹ Minutes of the panel meeting on 25.03.14

6. How the seafront is managed strategically

Is there a single lead officer for the seafront?

6.1 For the purposes of the Strategic Risk Register, both Paula Murray (the council's Assistant Chief Executive) and Geoff Raw (the Executive Director, Environment, Development & Housing) are named as the risk owners for '*maintaining the seafront as an asset to the city*' reflecting that they both manage services responsible for aspects of the seafront.

According to Nick Hibberd, the Head of City Regeneration:

*'...it wasn't necessary to have a single head, as so many projects were involved along the seafront. However the overall program could be co-ordinated by one person to ensure a **co-ordinated approach** across the individual projects.'*⁴⁰

6.2 The panel was concerned that the seafront '*seems to have fallen between many areas*'⁴¹ because of not having a single lead. The panel was keen to see that a single lead for the seafront was identified as a matter of urgency.

One of the crucial issues that the panel grappled with was whether the council could strengthen the way it managed its responsibilities for the seafront.

The panel felt it was important to define the seafront as a programme because it needs to be treated as ongoing continuous work, rather than a project which has a defined end date. This stemmed from their concern over the cycle of injecting money into the seafront when it was in need, rather than continuously improving such a valuable asset to the city.

A programme board?

6.3 The panel was informed that a group had been set up to bring the key officers in the council together to share information and plan for the seafront. While the panel was not able to find out about the workings of this group, they feel that a board of this nature would be a vital part of managing such a complex programme.

The panel would like to see a programme board being set up for the seafront. They believe this would enable a co-ordinated approach to be taken on this issue in the council. While there appeared to be a project management process for specific projects on the seafront, the panel was concerned about issues such as:

- ***How are these projects on the seafront being joined up?***
- ***Whether there was an assessment of how the projects linked up and their impact on each other?***
- ***Is there an assessment of what is best for the seafront as a whole?***

⁴⁰ Minutes of the panel meeting on 25.03.14

⁴¹ Question from the panel, minutes of the panel meeting on 25.03.14

Different roles and responsibilities of the council

6.4 The council has a range of roles and responsibilities in relation to the seafront. These include:

- Highways Authority
- Landlord of the seafront businesses
- Providing services and facilities such as cleansing and waste removal
- Encouraging tourism
- Enabling major projects.

The panel became aware that these roles may have inherent tensions between them. While the scrutiny process found many positive examples of the operational services working together, the panel wanted to find a way to ensure that all those services come together regularly to work out how to maximise the opportunities arising from this vital area. This could take the form of an officer working group for the seafront.

Recommendation One

The panel wants to ensure that the strategic management of the seafront is a coherent, visible and accountable programme. To achieve this, the panel recommends that:

- ***The seafront is turned into a coherent programme of work***
- ***A single lead for this programme is chosen from the Executive Leadership Team in Brighton & Hove City Council***
- ***A group of key officers meet regularly to manage the progress of this programme***
- ***This method of managing the seafront is included as an outcome in the council's Corporate Plan.***

The panel would like a report to come to the Policy & Resources Committee in March 2015 to outline how this programme will be led and managed. A further report should be put to committee in September 2015 to:

- ***Outline the key challenges the programme faces***
- ***Identify the resources***
- ***Describe potential solutions.***

The panel believes that the key challenges which need to be tackled as a priority include:

- ***The programme management of the seafront***
- ***How to reconcile the fractured nature of the planning, asset management and budget management processes for the seafront***
- ***An Enterprise Officer post for the seafront (see Recommendation Five)***

- ***Innovative funding solutions for Madeira Terrace and other such areas (see Recommendation Thirteen)***
- ***Officer capacity to develop funding bids for seafront structures (see Recommendation Twelve).***

Recommendation Two

The panel would like to see the information produced on the seafront collected in a single place, to increase the visibility and accountability of this as a programme. The council can then use this site to share information which is not commercially sensitive with seafront businesses and other stakeholders. This would enable these businesses and organisations to plan more effectively for their future. The process would also seek to make a very complex area of work more accessible and understandable.

7. Operational management of the seafront

7.1 This section of the report considers in greater detail the range of council services which are provided for the seafront.

The Seafront Team

The council's seafront office is located between the piers on the lower promenade. The team's roles and responsibilities include:

- Providing a lifeguard service
- Being open to the public to seek information, advice and help (e.g. locate lost child)
- Advice and enforcement of byelaws
- Beach huts and boat lockers
- Seafront playgrounds
- Seafront maintenance and repairs
- Bandstand
- Seafront sports facilities.⁴²

7.2 The Seafront Development Manager works closely with the Seafront Estates Surveyor to manage over 300 premises including bars, cafes and artist units, including the income side such as new lettings and rent reviews.

The panel was impressed that the seafront office delivered such a wide range of different services from a small team. To cope with this level of demands seasonal workers, such as extra lifeguards, are taken on in summer.

7.3 The panel also found that there were many other services that make a significant contribution to manage this significant area of the city, including:

- The Transport and Highways team
- Property and Design
- Cityclean
- City Parks.

The panel appreciates all the information and assistance provided by these staff during the scrutiny process. The number of officers involved in services relating to the seafront is a key reason for suggesting a programme board to bring a co-ordinated approach to managing the seafront.

Gaining extra resources to help the seafront

7.4 The panel believes that if the seafront is to work towards becoming financially self-sustaining, then it needs to have an additional resource to help develop this work. This would be to encourage greater enterprise on the seafront by working closely with the existing seafront businesses and promoting opportunities on the

⁴² Council website <http://www.brighton-hove.gov.uk/content/leisure-and-libraries/seafront/seafront-office>

seafront. The panel recommends that the council identifies sources of funding and appoint an independent Enterprise Officer for the seafront.

It is to be hoped that the Enterprise Officer would complement the housekeeping role of the council officers in relation to the management of the seafront premises. The panel heard that the approach of appointing an independent post to work with businesses in encouraging the growth of enterprise had been successful in the London Road Portas Pilot and the Brilliant Brighton Business Improvement District. This is discussed in greater detail later in the report.

The role of the Enterprise Officer

7.5 The panel felt that the Enterprise Officer should work closely with the Seafront Team because they are plugged into so many of the vital activities on the seafront.

This officer would also need to work closely with the other relevant council services listed on the previous page, such as the Highways and Transport team. It would also be useful to work with the Economic Development team, among others. All of these teams could prove a valuable resource in encouraging the commercial potential of the seafront to be best realised. The panel feels it is important for the council to seek a form of external or independent management for the post, to ensure that this officer can work most successfully with the seafront businesses.

Could stakeholders help?

7.6 The panel was pleased to see the interest and commitment to this location shown by witnesses such as the sporting and conservation groups and other stakeholders. They hope that the Enterprise Officer could work with these groups to harness their enthusiasm and knowledge of the area.

8. Strategies for the Seafront

8.1 This section shows that the seafront has been an important feature in a range of strategies for Brighton & Hove. The purpose of examining them is to see whether the issues facing the seafront, as well the opportunities for this area, are fully represented in these strategies.

The 1992 Seafront Development Initiative for Brighton

In the early 1990s the town of Brighton was hit by recession and rising unemployment. The seafront was described as being:

‘...a dangerous place occupied by drunks, beggars and drug users.’⁴³

8.2 A small pool of funding was identified by Brighton Borough Council for supporting a Strategic Development Initiative (SDI) to regenerate the seafront. The aims of this project were to:

- Regenerate the seafront through an integrated development plan and strategy
- Create a vibrant bustling seafront community integrated with the quality of life experience in the town centre
- Maximise private sector interest and financial support
- Exploit the all day and all year potential of the area.⁴⁴

Their research found that:

‘...most residents and visitors were concerned with prevailing standards on the seafront. Major areas of concern were the apparent low levels of cleaning and maintenance, and the difficulties of parking and its exorbitant costs. A desire for improved pedestrian facilities was a common concern with a strong view on the potential of the West Pier.’⁴⁵

8.3 The SDI focussed on the Arches and the Lower Promenade, because:

‘It is regarded as the area which suffers from the most problems yet offers the most potential.’⁴⁶

The regeneration was split into phases and secured funding from a range of sources including the Single Regeneration Budget. Its focus was on creating a *‘meeting place between the piers’⁴⁷* and a key achievement was to convert the King’s Road Arches:

‘...into a vibrant stretch of cafes, restaurants and other attractions and breathing life into the area’⁴⁸

⁴³ <http://www.coastalcommunities.co.uk/regeneration-handbook/the-planning-system-coastal-regeneration/brighton-regeneration-of-a-major-resort.htm>

⁴⁴ Brighton Seafront Development Initiative, Conran Roche Planning, Draft Final Report, July 1992

⁴⁵ Brighton Seafront Development Initiative, Conran Roche Planning, Draft Final Report, July 1992

⁴⁶ Seafront Development Initiative 1992

⁴⁷ Seafront Strategy Consultation Report

This work was part of a city wide regeneration programme, including replacing Churchill Square with a new shopping centre and reinvesting in the Lanes and North Laines.

Tourism Strategy

8.4 This strategy runs from 2008 to 2018. It identifies two separate areas of the seafront for its purposes, firstly Madeira Drive to the Peace Statue, which is recognised as being one of the most visited areas in the city. Its believes that the key challenges faced by this location are:

‘...the continued maintenance of the area and the focussing on sections that detract from the overall improved landscape as developed over the last 10 years.’⁴⁹

The other section of the seafront is from the Peace Statue to Hove Lagoon. The strategy recognises that this is a less visited area, and seeks to encourage visitors to experience this area, by providing more cafes and encouraging recreation and sports activities to take place there.

8.5 Actions suggested by the Strategy which are relevant to the panel’s recommendations include:

- Continuing to develop the identity of the seafront
- Developing a master plan for Madeira Drive
- Ensuring adequate facilities for visitors
- Improving the accessibility of the seafront
- Working closely with traders to encourage the improvement and maintenance of properties.

City Plan

8.6 The Draft City Plan of 2013 identified the seafront as one of the six special policy areas in the city of Brighton & Hove:

‘...requiring effective partnership working and a comprehensive and coordinated policy approach to managing future development and change.’⁵⁰

The Plan described the seafront as *‘the city’s main public space’* which provides sport, leisure and culture for residents and visitors. It identified these priorities for the whole area:

- Enhancing and improving the public realm and create a seafront for all, such as providing adequate facilities
- Promoting high quality architecture and design

⁴⁸ Brighton Argus http://www.theargus.co.uk/news/10042265.Visions_for_Brighton_and_Hove_seafront/?ref=mr

⁴⁹ Brighton & Hove Tourism Strategy http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/tourism/tourism_strategy_final.pdf

⁵⁰ http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/ldf/Proposed_Submission_City_Plan_Part_One.pdf

- Securing improvements to the transport infrastructure
- Monitor, conserve and expand the coastal habitats
- Work in partnership to maintain coastal defences.⁵¹

8.7 This plan also included priorities for specific areas, such as the Central Seafront and East of the Marina. It recognised the achievements of the SDI and described the council’s commitment to:

‘...achieving a seafront for all, and supports an integrated process of improvement and regeneration along the coastal strip.’⁵²

A seafront strategy for Brighton & Hove

8.8 Twenty years on from the 1992 SDI for Brighton was seen as an *‘ideal opportunity’* to review its progress. A Draft Seafront Strategy was developed in 2012 with the aim of looking at the whole length of the city’s seafront and extending the vision:

‘To develop the unique character areas of the iconic Brighton & Hove Seafront to create attractive, sustainable, high quality environments for residents, businesses and visitors throughout the year.’⁵³

The strategy identified the following themes for the seafront:

- Active seafront – to identify new sporting and cultural opportunities
- Seafront Management – to ensure a clean and safe environment
- Tourism Development – to develop and extend the seafront offer to visitors
- Seafront Economy (Property Management) – to attract a mix of businesses and attractions
- Seafront Architecture and Coastal Protection – to maintain and improve the condition of the seafront and its structures
- Regeneration projects – making the best use of seafront sites such as Black Rock
- Connectivity – improving the accessibility of the seafront.⁵⁴

8.9 The Strategy then identified character areas along the seafront and the potential activities which could be encouraged in each:

- Hove Lagoon to King Alfred (sport)
- King Alfred to Peace Statue (informal recreation/outdoor events)
- Peace Statue to Ellipse (leisure attraction & sports facilities)

⁵¹ http://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/downloads/ldf/Proposed_Submission_City_Plan_Part_One.pdf

⁵² Ibid

⁵³ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

⁵⁴ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

- Ellipse to Palace Pier (commercial leisure)
- Palace Pier to Brighton Marina (family leisure attractions & facilities)
- Roedean to Saltdean (recreation).

The panel heard positive feedback on the Strategy, although Mark Jones from the Brighton & Hove Economic Partnership was concerned that it:

*'...should not preclude mixes of activities....it would be a mistake to have only one sports area and then stop sports happening in other areas, or one arts area but no arts anywhere else.'*⁵⁵

8.10 The panel was reassured by Ian Shurrock, Head of Sport & Leisure, that the intention was to:

*'...identify the priority for an area but not be totally prescriptive.'*⁵⁶

A comprehensive consultation process was carried out to develop the Strategy (which attracted 725 responses). A key achievement was to find out respondents views on each of the character areas and the facilities and opportunities they would like to see developed in each area.

Why is the Strategy still in draft form?

8.11 The Draft Strategy was developed as a consultation document to enable a comprehensive consultation process to be undertaken. A final version of the Strategy was not developed and put to committee because the council needed to look at the scale of need for capital investment on the seafront. The Strategy is now *'pending the outcome of this scrutiny panel.'*⁵⁷

According to Geoff Raw, the Executive Director, Environment, Development & Housing, the Draft Seafront Strategy had:

*'...raised aspirations and set a vision for different areas of use along the seafront. It had stopped short however at defining an investment strategy. The council needed to produce an investment strategy for the seafront, both for itself and other potential public and private investors.'*⁵⁸

8.12 While the panel appreciated the value of the Strategy in identifying objectives for the seafront, the panel recognised the work needed:

*'...to identify and prioritise the long-term maintenance needs of the Seafront.'*⁵⁹

The panel felt that the evidence heard about the scale of the need to repair and improve the seafront structures may not be fully represented in the strategies for the

⁵⁵ Minutes of the panel meeting on 18.03.14

⁵⁶ Minutes of the panel meeting on 25.003.14

⁵⁷ Minutes of the panel meeting 25.03.14

⁵⁸ Minutes of the panel meeting 25.03.14

⁵⁹ Draft Seafront Strategy 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

city described above. While these strategies recognised the importance of the seafront and provided useful oversight, they were lacking detailed answers to the problems facing the seafront.

An investment strategy

8.13 Geoff Raw explained that an investment strategy for the seafront was needed:

‘...to give a more comprehensive understanding of the amount needed to be spent on the seafront...take full account of how such work would be funded, identify what were the private finance opportunities and what the council would contribute.’⁶⁰

The council’s Head of Project Finance, Mark Ireland, explained that an investment strategy for the seafront *‘...would need to contain:*

- *Base of information about each of the structures*
- *A statement on what you want to achieve and knowing how measurable this is*
- *An assessment of what absolutely has to be done, for example to comply with Health and Safety legislation*
- *The inclusion of all the elements of the needed investment*
- *The incorporation of all possible returns, or leverage of private funding, and other public streams of finance*
- *The need to cast the net as widely as possible and explore different solutions that may be available for different parts of the seafront.’⁶¹*

8.14 Mark Ireland also highlighted the need to look at rates of return from each form of investment to decide what should be built on the seafront. For example retail warehouses would produce biggest rates of business rates return but ruin the seafront as a destination. He felt that members needed this kind of information on which to make decisions about the seafront. He also believed that the council needed to have:

‘...a good grasp of what income and jobs were generated by the seafront and other information needed to inform our bids for funding.’⁶²

The panel welcomed the suggestion from Geoff Raw, the Executive Director for Environment, Development and Housing, that:

‘...the council would produce this investment strategy to give a more comprehensive understanding of the amount needed to be spent on the seafront.’⁶³

8.15 The panel believes that the seafront is so vital to the city and faces such a substantial set of challenges that an investment strategy for the seafront is fundamental. This could include all the further information which has been learnt

⁶⁰ Minutes of the panel meeting on 25.03.14

⁶¹ Minutes of the panel meeting 25.03.14

⁶² Minutes of the panel meeting 25.03.14

⁶³ Minutes of the panel meeting 25.03.14

about the scale of repair and improvement needs, from projects such as the new Arches development. This would complement the Draft Seafront Strategy.

The panel welcomed the work of the Draft Seafront Strategy and felt that its key strength had been to define the possible zones for the area. They felt it was a very useful position statement on where the seafront had reached and formed a good basis for developing the business plan and investment strategy needed now.

Recommendation Nine

The panel recommends that the council produces an Investment Strategy for the seafront. This strategy will outline how the seafront will work towards a self- sustaining future and the priority programme for undertaking the work needed to the seafront structures. The strategy would place the seafront in the context of the Greater Brighton City Region area and would take account of any plans being looked at relating to the feasibility of a business improvement zone.

9. Improvements to the seafront

The benefit of major projects and improvements

9.1 Nick Hibberd, the Head of City Regeneration, told the panel that

‘...when regeneration was done well it can be used to create key anchor points that attract investment and visitors along the seafront...Developments such as the i360 and the King Alfred could be used to...improve the offer by day and at night, throughout the year and increase use at different times. The retail and conference offer could also be improved.’⁶⁴

It was hoped that such work on the seafront would also act as a catalyst to attract new businesses and investment to Preston Street.

This section now looks at the ongoing, and recently completed work being done to both repair and improve the seafront structures and projects.

The Arches

9.2 The 10 new business units in the Arches which were opened officially in July 2014, will complement the i360 development and have a minimum design working life of 120 years. The opportunity to carry out this work has arisen because of the strengthening works required to the structures. These units will give the council an additional £100,000 rental income each year, as well as higher business rates, representing a significant income stream for this time period. When the units were being built the council received 140 expressions of interest.

The council decided that these units were to be let out to retail and artist outlets in order to make a ‘creative/retail quarter’ to create:

‘...a hive of activity which would complement the i360.’⁶⁵

9.3 This development has also provided a new public toilets block. There is a charge of 30p for using these facilities, which will be used towards paying for an attendant in the summer months.

On the eastern side of the West Pier work has begun to build a number of units which will be used as beach chalets and to house a few businesses. These units are likely to be let on both a short and long term basis.

The panel would like to see the increased income generated from these units to be considered for inclusion in the ring fencing feasibility study described in Recommendation Seven.

⁶⁴ Minutes from the panel meeting on 25.03.14

⁶⁵ Minutes of the panel meeting from 18.03.14

Madeira Terraces

9.4 The panel heard that £0.5million had been set aside from the council's planned maintenance allocations to carry out works to two bays in Madeira Terrace. Once this trial work was completed, then the council would know how much will need to be spent on the remaining bays in Madeira Terrace. Out of the £439,000 allocated for planned maintenance on the seafront for 2014/15, £250,000 was to be spent on Madeira Terrace. This left £189,000 for the remainder of the seafront.

Martin Hilson, the council's Building Surveying and Maintenance Manager, told the panel:

'With no major capital investment programme budget, using this planned maintenance budget to repair Madeira Terrace took funding away from carrying out more routine repair tasks such as regular repairs and painting which can make the seafront look much better.'

The issues facing Madeira Terrace are described in greater detail in Chapter 21: Meeting the needs of different locations on the seafront.

The i360

9.5 At 162 metres high, and with an observation pod rising to 138 metres, the i360 will be Britain's highest observation tower outside London '*... taller even than the London Eye*'.⁶⁶ It is being built on the West Pier site at a total cost of £46.2 million. The scheme is primarily being financed through a loan of £36.2 million from the council through the Public Works Loan Board. This option will generate an anticipated revenue stream of £1.09 million per annum for the council for 25 years. The positive economic impact of the development has been calculated at between £13.9 million and £25.4million due its ability to increase tourist revenue.⁶⁷

The construction site for the i360 development was officially opened on Tuesday 29th July 2014 and the project is due for completion in 2016.

9.6 Mark Jones of the Brighton & Hove Economic Partnership, said that the city needed to be moving towards building '*world beating developments*', which was why he felt that the i360 was '*unique and iconic...[and] so exciting*'.⁶⁸ Howard Barden, the council's Head of Tourism described the i360 as '*a fundamental step forward*'.⁶⁹

At the drop in event held by the panel, a number of traders expressed their concern about the potential disruption to their businesses while the i360 was constructed, particularly access to their properties. Some also felt that there had been insufficient information and consultation with them about the project and its impact on the seafront. Some of the stakeholders had concerns about whether this project was the right development for this area.⁷⁰

⁶⁶ <http://www.brightoni360.co.uk/>

⁶⁷ [http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/\\$Brighton%20i360.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

⁶⁸ Minutes of the panel meeting 18.03.14

⁶⁹ Minutes of the panel meeting 25.03.14

⁷⁰ Notes from the panel drop in event on 08.04.14

9.7 Members of the Tourism Advisory Board expressed a range of views about the i360 including:

- Support for ring fencing the interest the council receives from the loan repayment for the i360, to be used on the seafront
- Hoping the project will be managed to produce the best revenue opportunities in the area
- The desire for businesses in Preston Street to see this development built.

Recommendation 7 of the panel relates to looking at the feasibility of ring fencing resources for the seafront. The panel expects that this will include the resources referred in the agreed recommendation at Policy & Resources Committee on 06.03.14, to:

***'...allocate resources generated by the i360 towards reinvestment in the wider development of the seafront and its infrastructure.'*⁷¹**

Brighton Wheel

9.8 The Brighton Wheel was erected in 2011 on the seafront at a cost of £6million and has planning permission to remain in place until 2016. The majority of respondents to the Seafront Strategy consultation who commented on the Brighton Wheel were in favour of keeping it:

*'Think we should keep it! Looks awesome and looking forward to going on it. It's another attraction for the seafront and something for people to do while they are here.'*⁷²

The panel heard from some of the seafront traders and members of the Tourism Advisory Board that this attraction might not be benefitting nearby businesses in the way that was expected. One of the reasons given was that the pricing level may be reducing the number of potential customers.

Potential projects

9.9 The panel heard that there were a number of sites along the seafront where the council was in negotiations about possible developments, including:

- King Alfred – a redevelopment project which seeks to secure the provision of improved, modern and extended sports facilities to serve the west of the city. Comprehensive redevelopment of the King Alfred site for a mixed enabling redevelopment is required to generate funding to help meet the costs of replacement sports facilities. The provision of a significant number of new homes will be a key part of the enabling use mix, and the Submission City Plan shows an allocation of 400 units. The site has much development

⁷¹ [http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/\\$Brighton%20i360.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

⁷² Seafront Strategy Consultation Report

potential but also brings considerable challenges, key among which are the need for the development to be sensitive to its surroundings, and the environmental issues that are inherent with a seafront location that is in close proximity to the sea.⁷³

- Black Rock – the Black Rock site offers significant potential for creating jobs, providing new leisure facilities and contributing to the future vitality and sustainability of the seafront. It also offers great potential for contributing to the longer term sustainability of the Marina and drawing visitors along the seafront. However the location also has constraints which require a creative approach from the city council and there are important heritage and conservation issues to address.⁷⁴

9.10 The panel heard that the council was also working to:

- Improve the conference offer
- Develop the experience at Churchill Square
- Further develop the Marina.

Geoff Raw told the panel that

*'It was important to 'string the pearls' of seafront development sites together, to spur a critical mass of investment. Nothing succeeds like success.'*⁷⁵

The panel appreciated the importance of potential development sites along the seafront, however it was not possible to obtain sufficient information about them due to commercial confidentiality.

9.11 Examples of smaller scale beneficial developments which had already taken place on the seafront include:

- The restoration of the Bandstand, which re-opened in 2009 including the cafe
- Improved play facilities including the Peter Pan Playground.

The panel wondered whether it would be possible to enable further developments on the seafront by encouraging private investment or offering land. An example was given of the Yellowwave development on the seafront which had brought:

- The provision of a new sporting activity
- A facility with a low cost to use, because of the café one could just visit it for the price of a coffee
- A facility which is encouraging community use.

10. The Seafront structures

⁷³ Information provided by the service

⁷⁴ Information provided by the service

⁷⁵ Minutes of the panel meeting 25.04.14

10.1 The construction of the seafront began in the late 1700s but as both Brighton and Hove became more prosperous the structures were extended and:

*'Most of the issues arise from the construction undertaken between the 1880s to the early 1900's, in particular the filler-beam deck type construction; which was an early form of reinforced concrete.'*⁷⁶

What are the seafront structures?

10.2 The panel heard that the seafront structures tended to fulfil either one, or both, of these key roles:

- To support the road and promenade above them
- To house business premises.⁷⁷

The panel heard that the seafront structures

*'...majority are over 120 years old and need replacing as they do not comply with current design standards.'*⁷⁸

Highways related

10.3 Andrew Renaut, the Interim Head of Highways Engineering & Projects (Structures, Flooding & Coastal Protection) told the panel there are three different types of highway related seafront structures in Brighton & Hove relating to the highway. These structures have a combined asset value of £300 million and are made up of the following types:

- 375 arch/bridges – structural
- 2.5km retaining walls – structural
- 4.4km railings (listed) – protective.⁷⁹

Business premises

10.4 Another main type of structural asset is the business premises situated beneath the roads. The council owns over 300 premises situated on the seafront, including:

- Bars
- Cafes/restaurants
- Sports clubs
- Artists units
- Storage.

The capital value of the arches as business premises (as opposed to the highways structures) is £9.9 million.

⁷⁶ Minutes of the panel meeting on 25.03.14

⁷⁷ Presentation for the panel meeting on 25.03.14

⁷⁸ Briefing by Andrew Renaut and Leon Bellis for the panel meeting on 25th March 2014

⁷⁹ Briefing for the panel meeting on 25.03.14

Other structures

10.5 The other structures on the seafront include the Colonnades and Madeira Terrace as well as those relating to the Volks Railway.

What do the responsibilities of the council entail?

The council is responsible for the seafront structures as a Highway Authority under the 1980 Highways Act. It is placed under the two following obligations; firstly that the structures are **safe for use** (so they do not pose an unacceptable risk to public safety) and secondly that structures are **fit for purpose** (so remaining available for use by traffic permitted for that use).

Another key responsibility of the council is carrying out the landlord role in relation to the premises it rents out on the seafront.

Who is responsible for maintaining the different kinds of structures?

10.6 The panel heard that these responsibilities were as follows:

- The Highways service is responsible for maintaining the structures of the Arches on the seafront
- If an arch is tenanted, then the tenant is responsible for repairing the inside or exterior of their premise
- The maintenance of Madeira Terrace is the responsibility of the Seafront Service
- There are around 10 freehold arches which are not owned by the council and so the authority is not responsible for.

The panel was concerned that sometimes there may be tensions for the council, as different services in different parts of the organisation, seek to fulfil these differing roles and responsibilities and manage the relevant budgets. This is one of the reasons for addressing the strategic management of the seafront in Recommendation One.

How much should be spent on these assets?

10.7 The panel heard that the estimated current cost of structural works needed for the seafront was approximately £100 million. This included; £80 million on the highways structures based on the costs of rebuilding, the costs of works to the non-Highways structures including Volks Railway (estimated at £600,000, Madeira Terraces (estimated at £10 million) and the short-term coastal protection works (estimated at £3.2 million).

The asset management process for highway related structures

The council assesses the condition of the seafront structures in the following ways:

- Inspections and surveys
- Structural assessments
- A Structures Management System (SMS) database to record collected data, including problems, inspection dates, works needed and structural conditions.

Costs for carrying out highway related structures

10.08 The estimated cost of £80m to carry out structural works to highway related structures was as follows:

- £65m to be spent on the Arches
- £10m on retaining walls
- £5m on railings.

While it was a national recommendation that there should be an annual spend of 1% of the £300m asset value on maintenance, repair and enhancement (equating to £3 million), the panel were told that ‘...*alas, the council did not currently achieve that figure*⁸⁰, even though the seafront:

‘...had a unique situation which made its funding needs even more acute.’⁸¹

The panel were told that the council has identified a 16-20 year programme to arrest the decline of the highway related seafront structures.⁸²

Asset management of highway related structures

10.09 The highway related structures have a total asset value of £300m, which is made up of the following:

- 375 arch/bridges – structural = £255m asset value
- 2.5km retaining walls – structural = £30m asset value
- 4.4km railings (listed) – protective = £15m asset value.⁸³

The city council delivers its asset management in line with central Government initiatives towards greater public-sector accountability and transparency. The framework for a Highway Asset Management Plan (HAMP) ensures that asset management is consistent with, and contributes to:

- Central Government’s Best Value initiative for improving efficiency in the delivery of public sector services
- The Code of Practice for Highway Maintenance Management.

⁸⁰ Minutes of the panel meeting on 25.03.14

⁸¹ Minutes of the panel meeting on 25.03.14

⁸² Minutes of the panel meeting on 25.03.14

⁸³ Briefing for the panel meeting on 25.03.14

10.10 The council is currently developing its HAMP, which will include all Highway structures, and help to prioritise investment in maintaining and maximising the value of those.

The council's asset management process for non-highway related structures

Costs for non-highway related structures

Figures supplied to the panel for the costs of structural works needed to non-highways related structures included:

- Approximately £10 million to completely repair Madeira Terrace
- Approximately £600,000 for the Volks railway.⁸⁴

The asset management process for non-highway related structures

10.11 The panel was informed that through the council's Asset Management Plan (AMP) processes, the Property & Design service monitors the performance of the authority's property assets. This process includes an assessment of condition (through technical surveys undertaken on a rolling programme) and suitability (through subjective questionnaire responses). The results of these assessments will indicate whether the council's individual property assets should be maintained as existing, invested in, changed in use or considered for disposal.

As of April 2014 the council's level of required maintenance for its non-housing property assets was assessed at £64.2m. Required maintenance is the anticipated cost over the next five years to bring the property assets from their present state to a state reasonably required to deliver the service or to meet statutory or contractual obligations and to maintain them to that standard.

10.12 The council's Corporate Building Maintenance Strategy (CBMS) sets out how it ensures a consistent and documented process for prioritising works funded predominantly from the corporate Planned Maintenance Budget (PMB) which has an annual budget of £3.8m (2014-15). This budget has been reduced over the last few years, and continues to be reduced, in response to the council's financial position and although some savings have been derived from smarter procurement methods these cuts have reduced our ability to address the council's assessed level of required maintenance and the amount and scope of the remedial work we can undertake.

The CBMS sets out how current funding is prioritised using three main indicators:

- Building Condition - The condition of the building rated as A (good), B (satisfactory), C (poor) or D (life expired).
- Work Priority - A technical assessment of the priority need for a repair rated as 1 (urgent), 2 (within two years) or 3 (within five years). These rating are applied by the surveyor undertaking the condition survey.

⁸⁴ Figures supplied by the service

- Strategic Rating – a measure of a building’s relative importance in meeting the council’s priorities and / or statutory responsibilities (e.g. if the building is listed).

10.13 A matrix set out in the CBMS is then used to assess the relative priorities for the remedial work identified during the surveys based on these three factors. It should be noted that this process relates to individual building assets and not to the general hard landscaping or structures. It should also be noted that the seafront reactive maintenance works budget has not yet been centralised under the council’s Corporate Landlord model and Property & Design are not currently in control of this budget which may be used to undertake some of the smaller repairs and improvements.

10.14 The panel were informed that a ring fenced planned maintenance budget for the seafront portfolio would ensure that a fixed amount of investment is maintained however unless new funds are identified, e.g. through an additional contribution from rental income, this will always have a knock-on effect to the funding available to other corporate operational properties that may have a different, but equally valid, call on the maintenance budget. This may also set a precedent for claims on the budget from other services.

The new AMP is due to be presented to the Policy and Resources Committee in October 2014 after which the CBMS will be revised and updated.

Recommendation Eight

The panel heard that the Corporate Building Maintenance Strategy (CBMS), which forms part of the council’s Corporate Asset Management Plan (CAMP), sets out the way the organisation strategically prioritises buildings, based on factors including footfall, condition and need. There is a very limited pot of money for planned maintenance, and it is therefore important that the council has clear processes in place to ensure that available funds are allocated to the most appropriate buildings.

Officers have indicated to the panel that the council is proposing to review the prioritisation of the seafront buildings and assets to ensure that it more accurately reflects the corporate strategic priorities for the seafront over the next 5-10 years. This process covers the non-highway related structures on the seafront.

The panel understands that there will be a report to the October 2014 Policy & Resources Committee on the CAMP. After this the panel recommends that there is further clarification on the proposals for the reprioritisation of the CBMS plans in a report back to the Overview & Scrutiny Committee in January 2015.

The panel also recommends that money is set aside by the council for small scale day to day repairs and improvements to significantly improve appearance or facilities on the seafront. The aim would be to target this expenditure to improve the perception of the seafront and encourage more

visitors, or repeat visitors. Examples to include painting dilapidated areas, installing more seating and litter bins. This issue could form part of the feasibility study for the ring fencing arrangement for the seafront as suggested in Recommendation Seven.

Recommendation Ten

The panel is aware that there are a number of plans being developed by different council services which relate to the seafront. There appear to be different plans for maintaining the seafront structures which are either highways related or non-highways related. However the panel was unable to establish whether these plans are currently joined together, have realistic costings or are sufficiently aligned, to form a coherent overarching plan.

The panel believes that a coherent plan would help to ensure that the council is maximising the opportunities presented by the seafront. So the panel recommends that a 10 year plan for the seafront, including capital renewal and ongoing maintenance, is produced to run alongside the investment strategy described in Recommendation Nine. This plan will draw on the information and priorities identified in both the council's Highways Action Plan (HAMP) and its Corporate Asset Management Plan (CAMP). The panel hopes that a version of the 10 year plan for the seafront could be made publically available to the stakeholders. This would enable the council to manage its landlord responsibilities, as well as help existing businesses to plan their future and give confidence to potential investors.

This 10 year plan and the Investment Strategy would complement the existing Draft Seafront Strategy.

Assessing Risk

10.15 Maintaining the seafront as 'an asset to the city' was placed at number 12 in the Brighton & Hove City Council's Strategic Risk Register in May 2013. This issue was still seen as a 'high risk' in June 2014 because:

'The heritage structures and infrastructure along the seafront require significant investment and ongoing revenue in order to maintain them for the purposes of modern use and preserve the reputation of the city and its offer'⁸⁵

This means that there is a risk report for the issue which is reviewed at least every six months. In this report the council is described as 'the lead custodian of the city's iconic seafront'. The mitigating controls and actions for this risk were described in June 2014:

- Developing the investment plan for the seafront
- Continuing to support financially viable investments in the seafront, e.g. i360
- A 10 year seafront arch repair programme from 2012

⁸⁵ Report to Audit & Standards Committee in June 2014 http://present.brighton-hove.gov.uk/Published/C00000699/M00005123/AI00040256/20140616131750_006013_0024513_StrategicRiskAssessmentReportJune2014.pdf

- Commissioned structural surveys
- An internal cross council working group to identify, prioritise and report issues
- Works to stabilise Shelter Hall
- This scrutiny panel⁸⁶

10.16 The seafront structures continue to remain on this risk register and the panel heard that there were:

‘...fundamental failings in the infrastructure and the council was playing catch up. The works currently being undertaken are reactive rather than planned, due to the risks and lack of previous funding for works.’⁸⁷

Leon Bellis, the Senior Engineer told the panel that he believed:

‘Eventually there would come a time when there was another Shelter Hall, this was just a matter of time. This would also lead to the eviction of the tenant/business, leading to a loss of income to the council together with further expense to the council in the form of compensation payouts and propping empty structures.’⁸⁸

10.17 Given the breadth of evidence received about the issues facing the seafront, the panel is concerned whether the mitigating controls and actions on the Strategic Risk Register were sufficient.

The panel was not able to obtain much detail about some of the mitigating actions being undertaken, such as the internal officer working group, and so would like reassurance of the effectiveness of the risk management process in relation to the seafront structures. The panel believes that it would be very useful if the information on the Strategic Risk Register relating to the seafront was reviewed to ensure it was fully representing the mitigation actions being undertaken by the council.

Recommendation Eleven

The recommendations of the panel are likely to have a significant impact on the Strategic Risk Register entry for the seafront. In light of the panel’s concerns about being able to obtain the full details of the mitigating actions described for the seafront, the panel recommends that the Strategic Risk Register is updated to take full account of the recommendations of this panel and the actions which follow from its findings.

Consequences of failure

10.18 Andrew Renaut, the Interim Head of Highways Engineering & Projects (Structures, Flooding & Coastal Protection), told the panel that the potential consequences of the seafront structures failing could be ‘catastrophic’⁸⁹ including:

⁸⁶ Report to Audit & Standards Committee in June 2014 http://present.brighton-hove.gov.uk/Published/C00000699/M00005123/AI00040256/20140616131750_006013_0024513_StrategicRiskAssessmentReportJune2014.pdf

⁸⁷ Minutes of the panel meeting on 25.03.14

⁸⁸ Minutes of the panel meeting on 25.03.14

⁸⁹ Minutes of the panel meeting on 25.03.14

- Loss of life
- Loss of trade
- Loss of reputation as a destination.⁹⁰

In the longer term:

*'This could mean that the seafront was slowly closed down due to unsafe structures.'*⁹¹

In addition there was the potential disruption to movement and access which could be caused when works were carried out to these structures:

*'The diversion of 36,000+ vehicles, 30,000+ pedestrians a day and 2,500 cyclists per day.'*⁹²

10.19 This meant the council needs to manage the effect on these movements when carrying out works.

An example of the disruption which can be caused by structural difficulties is the ongoing partial road closure on the seafront. The panel was informed that works are continuing to correct the three complex problems that have been identified in this area, and the council is liaising directly with the interested parties and their advisors. Current estimates are that all the works in this area should be completed by early December 2014.⁹³

Why is improving the condition of the seafront structures so important?

10.20 Mark Jones, of the Brighton & Hove Economic Partnership, believed that areas which have deteriorating structures such as Madeira Terrace:

*'...would be visited, even if they look down-at-heel. But if a location looks terrible then less visitors will recommend them to others, and indeed more 'reviewers' will happily report a bad experience. Every enhancement to a structure means that people will keep returning and tell more other people that it was a place worth visiting.'*⁹⁴

How is the condition of the seafront viewed? – a survey for the panel

10.21 To accompany the panel process, a short survey was distributed to people coming to the panel meetings and placed on social media. The panel received 18 responses to this questionnaire, which were almost entirely critical of the condition of the seafront (17 out of 18). The remarks included:

⁹⁰ Ibid

⁹¹ Ibid

⁹² Minutes of the panel meeting 25.03.14

⁹³ Information provided by the service

⁹⁴ Minutes of the panel meeting 18.03.14

'some parts of it are excellent but the Madeira Terraces area and East of the Palace Pier are sadly in need of major work and regeneration'

'as a prime tourist attraction, it is very basic and grubby'

'going downhill rapidly'

'sadly neglected'

'needs drastically improving'

'in a state of total dilapidation'

'dreadful decline'

'grubby'

'eerie and abandoned sense of former glory'.

The costs of improving the seafront as a destination

10.22 The panel believed it would be useful to draw a distinction between the pure infrastructure costs of getting the seafront to a safe and secure environment and other costs that could be spent making it a better tourist and visitor attraction. One of the panel's aims when recommending ring fencing, was to help encourage sufficient resources to be secured to help improve the seafront as a destination.

11. How the seafront could work towards becoming self-sustaining

11.1 A key goal of the panel's recommendations is to encourage the council to focus on the totality of the seafront, by working towards developing a self-sustaining business model for this vital component of the city. This approach is needed for the following reasons:

- The scale of need for resources for this area, which cannot be met by funding alone
- The continuous need to maintain and improve the seafront condition and its offer to visitors and the community
- The evidence showed that there was room to develop the business focus and enterprise approach of the council.

Having looked at the level of financial need to repair and improve the seafront structures and the consequences of the structures failing, this next section considers how the seafront could work towards becoming financially self-sustaining. The two key elements of becoming self-sustaining are seen as:

- Growing the resources from the seafront
- The council publically committing itself to set aside all or part, of the greater resources gained, to reinvest back into the seafront.

'Ring fencing' funds for the seafront

11.2 The panel heard differing views about the benefits and disadvantages of the council making a commitment to setting aside some, or all, of the resources generated by the seafront to be reinvested in the seafront.

Mark Jones, from the Brighton & Hove Economic Partnership,

*'...believed that there was still plenty of revenue generating potential on the seafront, but was concerned that this income was probably going into a black hole of council money.'*⁹⁵

Ring fencing could be a way of ensuring that sufficient resources were set aside for this area and also that income generated by the seafront could be used to continue to improve the area.

11.3 Councillor Geoffrey Bowden expressed his concern that if the £1.2m income from the seafront went back to this area, then that money would need to be replaced in the general fund. His concern was that:

*'...this approach had the potential to deprive other equally important schemes in the city of funding.'*⁹⁶

So he felt that:

⁹⁵ Minutes of the panel meeting on 18.03.14

⁹⁶ Minutes of the panel meeting on 18.03.14

*'An economic impact assessment was needed to see the knock on effect – or ripple effect – of the seafront structures failing and in the end the administration of the day would need to prioritise how it spent a diminishing pot of money and that might mean judging whether to invest in services for the vulnerable or the seafront. There would be no easy choices.'*⁹⁷

Just new resources generated?

11.4 While Mark Ireland, Head of Project Finance, expressed concern that this kind of ring fencing would eliminate choice and 'upset existing budgets',⁹⁸ but he did suggest that it could be done for new income streams or resources generated, for example the expected £1.09 million per annum income stream from the i360.⁹⁹ At the Policy & Resources Committee on 6th March 2014 regarding the i360, it was agreed to:

*'Allocate resources generated by the i360 towards reinvestment in the wider development of the seafront and its infrastructure.'*¹⁰⁰

11.5 The reason for establishing this form of 'ring fencing' was:

*'...that failure to invest at an appropriate level in our Seafront infrastructure results in lost business opportunities, potential closure for occupiers and members of the public, reduction in the level of rent attainable from existing premises and a potentially further blighted Seafront in future years. Areas of boarded up shop fronts or fenced off closures will become more commonplace without the right investment.'*¹⁰¹

Any decision about ring fencing resources for the seafront would be an important component of the investment strategy which is recommended by the panel.

Recommendation Seven

The panel recommends that the council carries out a feasibility study into making a public commitment to ring fencing a proportion of the resources generated by the seafront, to be used for the seafront. This study would look at issues such as the knock on effect of this form of 'ring-fencing', for example its impact on the funds which are currently being used for front line services. The aim would be to see if this ring fencing can be agreed in principle and to establish a formula (for example a % of new income generated, or increased income or holding onto a proportion of increasing Business Rates). The council's decision on ring fencing resources for the seafront should be reported to committee and be incorporated into the Investment Strategy for the seafront.

⁹⁷ Minutes of the panel meeting on 18.03.14

⁹⁸ Minutes of the panel meeting on 25.03.14

⁹⁹ [http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/\\$Brighton%20i360.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

¹⁰⁰ [http://present.brighton-](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

[hove.gov.uk/Published/C00000689/M00005195/AI00037806/\\$Brighton%20i360.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000689/M00005195/AI00037806/$Brighton%20i360.doc.pdf)

¹⁰¹ Ibid

Should the focus be on the most popular part of the seafront?

11.6 A member of the Tourism Advisory Board emphasised the need to:

*'...focus on the square mile. Input where it will have the biggest impact on the visitor.'*¹⁰²

Ian Shurrock, the Head of Sport & Leisure, agreed that:

*'...between the piers was very much the focal point of the tourism offer. It could be explored whether the offer could be spread out geographically on to Madeira Drive. It was a further piece of work to identify the wishes and needs of tourists.'*¹⁰³

A member of the Brighton & Hove Tourism Advisory Board expressed surprise at the:

*'...scale of the Seafront Strategy, because [they] thought it would focus on the area between the piers – rather than going as far as to the Marina. The focus should be on the areas which can attract the biggest rate of return, rather than looking at the full length.'*¹⁰⁴

The panel felt that the evidence they heard was not conclusive about whether it would be best to focus first on the most popular part of the seafront, so would like this issue to be considered in the 10 year plan for the seafront (see recommendation 10).

¹⁰² Notes from the TAB workshop on 12.05.14

¹⁰³ Minutes of the panel meeting on 25.03.14

¹⁰⁴ Notes from the Tourism Advisory Board workshop on 11.05.14

12. Resources for the seafront

12.1 This section of the report begins by describing how funding had been found in past to assist the town of Hastings to invest in their seafront as an example of what can be achieved.

The chapter then goes on to look at the changing landscape of funding and consider each of the key sources of funding which can, or could, be used to rebuild or replace seafront structures in Brighton & Hove.

Hastings – what funds could achieve in the past

12.2 Kevin Boorman, the Head of Communications and Marketing from Hastings Borough Council, told the panel that *‘their seafront was vitally important’* as the visitor economy generated £245m for the town and provided 5,100 jobs. This meant tourism was the single biggest sector employer, which was so important in the most deprived town in the South East and the most deprived seafront town after Blackpool.¹⁰⁵

He explained that the council had spent the last 10-15 years focussing on using its powers to require owners to do up underdeveloped amenities on the seafront, using the powers under s. 215 of the Town & Country Planning Act 1990. The council had then:

‘...recognised that it had not been playing as important a role in promoting the seafront as it could have done.’¹⁰⁶

12.3 Given the importance of the seafront to the visitor economy (86% of visitors to Hastings go to the seafront and for 30% it was their main reason for visiting), the council had then worked to get key projects developed such as:

- The Jerwood Gallery, built using £8m external funding and £2m council funding. This development included: community facilities, a seafood teaching kitchen and classroom, a large open space for events and a café.
- The Pier which had been awarded £12m Heritage Lottery Funding (HLF), having reach its £500,000 target for public subscriptions. The bid had been fronted by the Hastings Pier Charity.¹⁰⁷

12.4 Hastings Borough Council was now looking to improve the western end of the seafront, to see the whole length being used. They were pursuing the following funding opportunities, including:

- Regional Growth Fund
- Coast Community Funding – being used to restore the 5% of the pier which had not been burnt down, in conjunction with the HLF funding

¹⁰⁵ Panel meeting minutes on 11.04.14

¹⁰⁶ Panel meeting minutes on 11.04.14

¹⁰⁷ Minutes of the panel meeting on 11.04.14

- The Economic Development Team were searching for INTERREG and other funding opportunities

To succeed with HLF funding one had to demonstrate the outcomes and outputs in terms of jobs, so the HLF *'had wanted to see a business plan, including the opportunities it would provide for young people'*.¹⁰⁸

The changing funding landscape for councils

12.5 Mark Ireland, Brighton & Hove City Council's Head of Project Finance, explained that the council was likely to face *'a huge loss in funding'*¹⁰⁹, which could mean a reduction from £78m in general funding this year down to £2m by 2019/20.¹¹⁰

Geoff Raw, Executive Director for Environment, Development and Housing, emphasised to the panel that:

*'Given the public expenditure constraints, the council had to think with a more commercial hat on. The council was asset rich but was set to become cash poor as central government grant is reduced. Hence it had to think long and hard about sweating its assets to generate more revenue.'*¹¹¹

12.6 The panel was informed that currently significantly fewer resources were actually being spent on replacing or rebuilding the seafront structures than was needed, that in fact it should represent 1% of the asset value. This section of the report looks in turn at the key sources of resources related to the seafront and how much each contributes to the repairing and rebuilding:

Leon Bellis, Senior Engineer, explained to the panel that:

*'The council was doing its best to regenerate the seafront. It was trying to catch up and stop being reactive by identifying work that needed to be done in advance. However one needed to plan and design those works in advance and negotiate with the occupiers.'*¹¹²

The report now goes on to look at each source of funding for the seafront structures.

1. Revenue funding for the seafront infrastructure

12.7 Figures supplied to the panel showed that last year £535,000¹¹³ was allocated by the council to be spent on seafront maintenance from the following budgets:

	Budget/ Expenditure
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¹⁰⁸ Minutes of the panel meeting on 11.04.14

¹⁰⁹ Minutes of the panel meeting on 18.03.14

¹¹⁰ Ibid

¹¹¹ Minutes of the panel meeting on 25.03.14

¹¹² Minutes of the panel meeting on 25.03.14

¹¹³ Information given to the panel from the service

Corporate Planned Maintenance Budget (PMB) Includes £265,000 allocation for Madeira Terrace	£341,000
Commercial Property Repairs Budget	£5,000
Seafront General Responsive Repairs Budget	£189,000
	£535,000

12.8 The panel heard that allocating council resources to carry planned maintenance work on the seafront was far preferable to waiting until one had to react to structures failing in an emergency. This was because:

‘...one can liaise with tenants when the works are to take place and then let them back in on completion, this would define clear time frames which businesses could work around.’¹¹⁴

a. Corporate planned maintenance budget

12.9 This budget (representing £341,000 in 2013/14) is spent on planned or phased work and includes the following items:

- Non-Highways railings
- Madeira Terrace and lift
- Volks Railway
- Benches
- Brick and concrete chalets
- Bandstand
- The Seafront Office buildings
- Numerous shelters.¹¹⁵

This budget did not cover:

- Reactive maintenance repairs (as this budget was held by the Seafront Manager)
- The planned maintenance of Highways structures.¹¹⁶

12.10 Although the seafront generated £1,467,000 of income last year, Martin Hilson, Building Surveying and Maintenance Manager explained that this seemingly low level of allocation back from the corporate planned maintenance budget was because:

‘...buildings of the seafront generally do not get a high strategic risk rating.’¹¹⁷

He explained to the panel that this was usually the case unless the building structure is either listed or is presenting a significant health and safety risk.

¹¹⁴ Minutes of the panel meeting on 25.03.14

¹¹⁵ Minutes of the panel meeting on 18.03.14

¹¹⁶ Minutes of the panel meeting on 18.03.14

¹¹⁷ Minutes of the panel meeting on 18.03.14

b. The seafront responsive repairs budget

12.11 The panel heard that this budget was £189,000 in 2013/14, which is spent on a range of reactive repairs including tarmac repairs and drain unblocking. Some of the traders who attended the drop in event arranged by the panel raised concerns about getting these kinds of repairs done, which has sometimes resulted in those affected traders needing to pay for repairs to be done or having an impact on their business.¹¹⁸

The gap between income and expenditure on the seafront

12.12 There is a significant surplus between the income generated by the seafront and the expenditure on the seafront service. Please note this does not include the major works being funded by means such as the Local Transport Plan.

Total income from Seafront	£1,467,000
Total expenditure for Seafront Service	£698,700
Surplus (currently used to help balance council's budget)	£697,233

The expenditure for the Seafront Service represents the annual budget for seafront which includes staffing costs, rates, utility costs, reactive maintenance, equipment, signage etc.¹¹⁹

The panel would like to know whether it would be possible for a greater proportion of this surplus from the seafront to be included in any arrangement to ring fence spend on the seafront, for example to carry out minor improvements and putting in additional facilities such as bins, showers, lighting i.e. small scale improvements.

Capital funding for the highway related structures

12.13 The Senior Engineer, Leon Bellis, explained that the capital works currently being done to the highways related structures on the seafront:

*'...are reactive rather than planned, due to risks and lack of previous funding for works. There was a need for a long term commitment to funding and £3m pa would allow us to catch up with the at risk structures; such as the Shelter Hall and then allow programming in future works.'*¹²⁰

Given the level of need to repair and rebuild, and the insufficient resources, he believed:

¹¹⁸ Notes from the drop in meeting at Alfresco on 08.04.14

¹¹⁹ Information provided by the service to the panel.

¹²⁰ Minutes of the panel meeting on 25.03.14

‘Eventually there would come a time when there was another Shelter Hall, this was just a matter of time.’¹²¹

Capital funding for non-highway related structures

12.14 When a member of the panel asked Martin Hilson, Building Surveying & Maintenance Manager, if it would be different if the council had a capital investment programme, he replied:

‘Then there would be a separate pot of cash to provide a capital injection into the capital replacement needed.’¹²²

The panel would like the council to consider the issue of capital funding for the seafront be included in the feasibility study of ring fencing resources.

The benefit of constructing new units

12.15 The panel heard that the newly constructed units, such as the works being done to the Arches:

‘...have a minimum design working life of 120 years. So the council would not expect to go back and do any significant work in that area for the next 120 years, thereby generating a guaranteed income stream from that structure for that time period.’¹²³

The Local Transport Plan

12.16 The Local Transport Plan (LTP) is being used to rebuild and replace highways structures. The panel were told that currently the seafront reconstruction programme is being primarily funded by the LTP. The council has spent varying amounts each year from the LTP budgets on the seafront bridges and structures, which tended to be around half the total allocation with the remainder spent on integrated transport. The amounts spent each year recently on the seafront have been:

2009/10	= £120,000
2010/11	= £50,000
2011/12	= £260,000
2012/13	= £960,000
2013/14	= £2.3m
2014/15	= £2.65m (but this includes £1.42m from the council’s capital reserves which will have to be paid back) ¹²⁴

The peaks in the LTP allocation related to when money had needed to be spent on *‘seafront structures which needed tackling’¹²⁵*. These figures provided to the panel show that for most of these years significantly less has been spent the suggested

¹²¹ Minutes of the panel meeting on 25.03.14

¹²² Minutes of the panel meeting on 18.03.14

¹²³ Minutes of the panel meeting on 25.03.14

¹²⁴ Presentation to the panel meeting on 25.03.14

¹²⁵ Minutes of the panel meeting on 25.03.14

amount of spend on these assets of 1% annually, which would represent £3m each year being spent on the highway related seafront structures.

Section 106

12.17 The construction of projects on the seafront may also bring in additional resources in the form of Section 106 agreements. This term refers to a planning obligation which can:

1. restrict the development or use of the land in any specified way
2. require specified operations or activities to be carried out in, on, under or over the land
3. require the land to be used in any specified way; or
4. require a sum or sums to be paid to the authority (or, to the Greater London Authority) on a specified date or dates or periodically.¹²⁶

Helmut Lasser, the Chair of the Hove Civic Society, emphasised the importance of such payments as they could be used to maintain or improve parts of the seafront. This can be a way to:

*'...secure funds for general improvements to the public realm including tree planting and road closures. The council needed to move from doing piecemeal work to planning positively and gaining from developments.'*¹²⁷

Heritage Lottery Funding - Volks Railway

12.18 The panel were delighted that the council has won a successful first round bid from the Heritage Lottery Fund (HLF) in June 2014. If the plans progress satisfactorily then the council will be given £1.5 million to secure the future of the world's oldest operating electric railway. The project is expected to be completed in 2017, and the money would be used to:

- Increase the capacity by reinstating original carriages
- Open a purpose built visitor centre
- Create a conservation workshop to provide training for volunteers
- Develop new learning materials and school sessions.¹²⁸

This funding is so vital because at the moment the operation of this attraction is hampered by the sheds which house the fleet of heritage trains coming to the end of their operational life. The roof has been temporarily propped up by scaffolding, which in turn needs replacing. Her Majesties Railway Inspectorate (HMRI) had become increasingly concerned about the condition of the building and the ability of the railway to continue to operate safely.

Maximising grants and bidding for funding

¹²⁶ http://www.pas.gov.uk/3-community-infrastructure-levy-cil/-/journal_content/56/332612/4090701/ARTICLE

¹²⁷ Minutes of the panel meeting on 18.03.14

¹²⁸ Press release dated 6.06.14

12.19 This section now looks at the future funds that the city is bidding for, or may be able to secure in the future, to benefit the seafront.

Greater Brighton Economic Board and the Coast to Capital Local Enterprise Partnership (LEP)

Coast to Capital is the LEP for:

- Brighton & Hove
- Croydon
- Gatwick Diamond
- East Surrey
- Lewes
- West Sussex.

It was formed in 2011 and represents a population of 1.9 million people and more than 85,000 businesses. This LEP is one of 39 partnerships established by the government to:

*'...determine regional economic priorities, while making investments and delivering activities to drive growth and job creation.'*¹²⁹

12.20 Brighton & Hove City Council has supported the Coast to Capital LEP in developing its six year Strategic Economic Plan to:

- Invest in business critical infrastructure
- Deliver vigorous business growth
- Providing homes.¹³⁰

Nick Hibberd, the council's Head of City Regeneration, told the panel that the city's seafront was a key investment zone for the LEP, because of its vital contribution to the tourism economy and as a transport corridor.¹³¹ He explained that while Growth Deal Funding was likely to be focussed on areas where the impact would be greatest in terms of new housing, employment space and jobs:

*'...a lot of work has been taking place... to demonstrate that investment in the seafront is important in terms of sustaining and creating new jobs...[and] some sites such as the King Alfred project did contain housing in the proposals.'*¹³²

Local Growth Funding

12.21 The panel were told that the Local Growth Fund could be one of the ways of gaining future funding for the seafront. Although this fund directly supported jobs and

¹²⁹ <http://www.coast2capital.org.uk/about-us#sthash.hpVzaFeP.5xjYyU7.dpbs>

¹³⁰ http://www.coast2capital.org.uk/images/Coast_to_Capital_SEP_FINAL_for_March_v14_without_Annexes.pdf

¹³¹ Minutes from the panel meeting on 25.03.14

¹³² Minutes from the panel meeting on 25.03.14

housing, Andrew Renaut, Interim Head of Highways Engineering & Projects (Structures, Flooding & Coastal Protection) told the panel that:

*'...linkages were being made between commercial occupation and jobs.'*¹³³

The Brighton & Hove seafront was therefore identified as one of the four areas in the city which were included in the LEP six year Strategic Economic Plan and Investment Plan which formed a bid to government for a Growth Deal.

12.22 In July 2014 the first cash allocations were made to LEPs from the Local Growth Fund. The Coast to Capital LEP secured £202.4 million from the LGF to support economic growth in the LEP area. This means £38 million of new funding confirmed for 2015/16 and £124.2 million for 2016/17 to 2021.¹³⁴

This allocation represented a significant share of funds for the LEP area. The projects for investment which have been announced do not explicitly include the seafront in Brighton & Hove. Therefore the panel hopes that future rounds will continue to emphasise the city's seafront as a priority and be able to secure funding for it.

Future funding

12.23 It is understood that the next Local Growth Fund funding round will open in autumn 2014. This will involve the Coast to Capital LEP bidding for projects which can commence during 2016/17. However at the time of writing this report, the LEP have had no formal notification of the timetable and process for next (2016/17) funding round.

Officers with Brighton & Hove City Council are currently developing strong business cases for projects in anticipation of the next Local Growth Fund funding round. It is likely that this will include projects that focus upon the seafront.

City Deal

12.24 The Greater Brighton City Deal area is made up of part of the LEP boundaries and:

*'...covers the coastal urban areas of Brighton and Hove, Shoreham, Worthing and Newhaven, as well as part of the South Downs National Park and the market towns of Lewes and Mid Sussex.'*¹³⁵

The focus of the City Deal is to secure improved employment and investment in this area, so could help secure major project funding for the seafront area. Geoff Raw reminded the panel that:

¹³³ Minutes from the panel meeting on 25.03.14

¹³⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/327589/04_Coast_to_Capital_Growth_Deal.pdf

¹³⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/288903/Greater_Brighton_City_Deal.pdf

*'The City Deal engagement with government and the Greater Brighton Economic Board – which involves neighbouring authorities - were good vehicles to draw together the key public bodies.'*¹³⁶

New Homes Bonus

12.25 The New Homes Bonus (NHB) is a funding incentive for local authorities to encourage the building of new homes in their area and bring back empty homes back into use. Councils will not receive NHB if they refuse planning permission which is subsequently overturned on appeal. There are some key sites along the seafront with potential for the development of future housing which could generate additional NHB.

European Funding

12.26 The panel was informed that the majority of EU funding for 2014-20 is currently being finalised. Brighton & Hove City Council is helping develop some of the new regional EU funding programmes covering its area. The seafront has either been considered, or is continuing to be considered, for the following potential funding opportunities for the seafront (in relation to transport):

1. European Structural and Investment Fund (ESIF)

Although sustainable transport was a possibility through ESIF, Government has advised LEPs not to include this theme (unless there was a compelling business case relating to growth & jobs). Government and the EU were very keen that we concentrate on delivering against a reduced number of themes, rather than spread the funding more widely. The feeling is that this may not be viable and there is little capital funding in any case.

2. Interreg Va

There are two cross-border programmes in development, but it seems unlikely that either could support this work. Whilst there is an emphasis on maritime projects, neither programme has selected the transport theme. It is also difficult to deliver cross-border added-value with infrastructure projects. However, it may be worth mentioning that the France (Channel) – England Interreg draft programme includes the following 'Attractive Region' priority:
"Protecting, promoting and developing natural and cultural heritage".

3 Horizon 2020 research & innovation funding

However, it seems an unlikely source of funding for the seafront as the emphasis is on research.

While it appears from this information that the above sources of European funding are not that likely to secure funds for the seafront, the panel are keen that the council continues to explore the fullest range of funding sources possible for the seafront.

Recommendation Twelve

¹³⁶ Minutes of the panel meeting on 25.04.14

The panel recommends that officer capacity is identified in the council to continue to develop bids for the seafront structures as part of a co-ordinated programme of investment in the seafront that is linked to major regeneration projects. The aim is to place the council and its partners in the best possible position to gain funding from the full range of programmes, such as LEP and European funding. The aim is to ensure that the seafront is 'bid ready' which means ensuring that the council has enough resources to prepare for funding bids, reprioritise existing bids and look for new sources of funding.

The feasibility of disposing of parts of the seafront infrastructure

12.27 The panel was advised by officers that it was not feasible to consider selling off parts of the seafront infrastructure because the overwhelming majority are highway structures. They are owned by the council, as the Highway Authority, and they support and carry the public highway above (including roads, pavements, street lights, street furniture and railings) which is used by vehicles and people. The same principle would apply to any other highway structure in the city, such as a bridge.

12.28 In addition to the Highway Authority's responsibilities, the council also has a role in managing and controlling the use of the seafront and the mix of activities that take place there (which provide an important stream of income). It can undertake that role more fully as the Landlord of the spaces that the Arches provide.

However the council could investigate the feasibility of entering into long lease arrangements in specific areas on the seafront where the premises are not connected to Highways structures.¹³⁷

¹³⁷ Information provided by the services

13. Growing the council's income from the seafront

13.1 The previous section of the report has described the key ways the council can secure a range of resources for the seafront. The panel believe that is essential to also consider how to increase the income which is generated by the seafront.

The panel heard that the key sources of potential income from the seafront include:

- Rental income
- Business rates
- Events.

This next section of the report looks at the income currently being generated by the seafront and then considers how to increase this amount.

Current rental income

13.2 The panel were briefed that the rental income from the seafront was £1,467,000 (in the financial year 2013/4). The table below¹³⁸ shows the different sources for this income:

Source of income	Income
Commercial Rents	£1,224,000
Concessions & Patio Licences	£62,000
Beach Chalets Rents (council owned, brick built)	£51,000
Beach Hut Licences (privately owned wooden huts)	£120,000
Boat Licences and lockers	£3,000
Beach Hut ownership transfer fees	£2,000
Volleyball court hire	£5,000
Totals	£1,467,000

13.3 The panel heard that the condition of the arches was reflected in the rental levels in the seafront. Jane Pinnock, the Seafront Estates Surveyor, explained that the council '*would be looking for a market rent*'¹³⁹ for the new Arches units. The Seafront Manager also explained that the size of the units and the seasonal nature of the premises:

*'...would put off national [businesses], whereas local businesses can be more flexible and react quickly to capitalise on good weather.'*¹⁴⁰

How the condition of units impact on rental levels

¹³⁸ Information given to the panel from the service

¹³⁹ Minutes of the panel meeting on 18.03.14

¹⁴⁰ Minutes of the panel meeting on 18.03.14

13.4 Information supplied to the panel showed that the older units in the current Artist Quarter which are of a similar size to the new Arches units would attract approximately half the rental level of the newly developed units. This was due to the poorer condition and structural issues faced by the older units.

A number of the seafront traders said that taking on units in relatively poor condition meant they had to spend money to make them workable. It was explained to the panel that the condition of the unit is reflected in the rental level. For example, the owner of the Castor and Pollux Gallery reported that his unit:

*'...had been very shabby when he had begun renting it, so he had spent a lot of money making the space ready to use.'*¹⁴¹

13.5 Because he was surrounded by *'shabbiness and mess'*¹⁴², he was regularly asked:

*'What is such a nice place, of such quality, doing in a place like this?'*¹⁴³

A representative of The Brighton Sailing Club wrote to the scrutiny panel to highlight the amount of building work, and costs which had been incurred due to water ingress.¹⁴⁴ The lease arrangements meant that the council was not responsible for these costs.

13.6 The panel heard that the council would be able to charge higher rents for many of the seafront units if their condition was improved. For example the new Arches units were able to attract a market rent because they had been built with a life expectancy of around 120 years.

The issue of rental levels was raised by a few of the seafront businesses who came to the panel's drop-in event. An example was given of the incentives which were said to be offered in Portsmouth (Port Solent) to independent traders.¹⁴⁵

Business Rates

13.7 Mark Ireland, the council's Head of Project Finance, told the panel that since April 2013 local authorities have been able to retain some of their business rates. He called this *'one of the biggest changes'*¹⁴⁶ to their funding because prior to this, local authorities did not have an incentive to grow the business rates base. The council currently receives £51.6m as its share of business rates¹⁴⁷, showing what a key source of income this is.

Business rates on the seafront

¹⁴¹ Minutes of the panel meeting on 25.03.14

¹⁴² *ibid*

¹⁴³ *ibid*

¹⁴⁴ Email to panel dated 24.03.14

¹⁴⁵ Notes from the drop in meeting at Alfresco on 08.04.14

¹⁴⁶ Minutes of the panel meeting on 25.03.14

¹⁴⁷ Minutes of the panel meeting on 25.03.14

13.8 The panel heard that:

*'The seafront is critical to the local economy and therefore in the growth of the base of business rates. If the council does not proactively develop the sector, then this income stream could reduce.'*¹⁴⁸

Figures below show the average current business rates charge from the seafront premises in the Kings Road Arches (as of June 2014), and the number of premises in each category who receive the differing kinds of relief:

	Number of these businesses	Average charge (£)	Number of these businesses which are eligible for Small Business rate relief	Number of these businesses which are eligible for Charitable rate relief	Number of these businesses which are eligible for Retail rate relief
Store	58	465.69	24	1	1
Shop and premises	14	970.19	9	0	9
Club	4	22,244.38	0	0	1
Public house	2	30,950.50	0	0	2
Clubhouse	2	30,426.25	0	0	0

For the Kings Road Arches, the average annual charge per premise is £3,192.70.¹⁴⁹

Growing business rates

13.9 Mark Ireland, the Head of Project Finance, emphasised to the panel the need for the council to have:

*'...a rigorous look at returns from each form of funding to determine what should be done on the seafront.'*¹⁵⁰

He warned that:

¹⁴⁸ Minutes of the panel meeting on 25.03.14

¹⁴⁹ Information provided by the service

¹⁵⁰ Minutes of the panel meeting on 25.03.14

*'For example, the biggest business rate return would come from large retail stores being built on the seafront.'*¹⁵¹

13.10 So any work to attract businesses which would pay more business rates would need to ensure that this would also aim to provide a more attractive offer to visitors and residents, for example more cafes and bars.

The panel was advised that:

*'...businesses can appeal their rateable value should similar businesses open up within their vicinity. Therefore an increase in the same type of business in a particular location may lead to a decrease in business rate revenue.'*¹⁵²

13.11 It is clear from this information that the business rates could be generating more money than rental income and so is an important area to consider when working out how to increase income from the seafront. This is particularly true when the council builds any new structures on the seafront and lets out its properties.

Given the growing importance of business rates as a source of income from the seafront, the panel was keen to suggest that the council explore ways of encouraging businesses to come to the seafront of the kind which are liable to pay higher business rates and receive less relief, without compromising the seafront offer.

Business rates and the Business Improvement Districts

13.12 If a Business Improvement District (BID) is established, then it will be resourced by an agreed levy on each of the businesses in the specified area. The proposal for the BID will need to consider and agree a feasible levy.¹⁵³ The levy is usually based on a small percentage of the rateable value of each business in the BID area¹⁵⁴.

Council wide business rates maximisation

13.13 The panel was pleased to hear that the council is currently working on a business rates maximisation project, which is focussed on the:

*'... opportunities for offering business rate incentives to new businesses and...reviewing our Discretionary Rate Relief Policy. While there are no guarantees, support may be available through these new schemes. The Business Rates Team will work with the City Regeneration team to ensure these schemes support the city's economic ambitions.'*¹⁵⁵

¹⁵¹ Minutes of the panel meeting on 25.03.14

¹⁵² Information provided by the service and valid at 11th June 2014.

¹⁵³ http://www.legislation.gov.uk/uksi/2004/2443/pdfs/uksi_20042443_en.pdf

¹⁵⁴ http://www.britishbids.info/AboutBIDs/WhatisaBID.aspx#AboutBIDs_LevyFunding

¹⁵⁵ Information provided by the service

The panel welcomes this project and would like to know more about the outcomes of the project and data on the Business Rates from the seafront, in the annual progress update on its scrutiny report and recommendations.

Ways to grow rental income and maximising business rates

13.14 The panel heard that the possible ways that the council could both increase its rental income and the amount of council tax it could retain include:

- Making the best use of new and existing rental units
- Using developments to increase the number of rentals
- Increasing the popularity of some locations.

Making the best use of new and existing rental units

13.15 Paula Murray, the council's Assistant Chief Executive emphasised to the panel that while the units needed to provide more revenue:

*'...the good balance of retail, heritage, cafes, bars, sports facilities was important to retain.'*¹⁵⁶

This was confirmed by Toni Manuel, the Seafront Development Manager, who told the panel that:

*'It was important to get the right balance between generating income and getting a vibrant tenant mix'*¹⁵⁷.

13.16 Given the need to generate significant income from the seafront, the panel would like to know whether there is scope to allow a change of use for a premise when one becomes available to re-let. For example if an artists unit came back onto the letting market, the council could consider an alternative use such as a café which would generate a higher rent. The panel, however, understands the need to provide a good mix of units to provide the best offer to residents and visitors.

The panel heard that there was a very high demand for units on the seafront and some had the potential for change of use when a tenancy comes to an end. So the panel also felt that newly developed units should be marketed with a view to securing the most favourable rent and rates levels, without compromising the mix of seafront businesses.

Using developments to increase the number of units for rental or sale

13.17 Mark Jones, of the Brighton & Hove Economic Partnership, suggested that building or developing new units on the seafront to create new rentals was one of the right ways to improve the seafront situation.¹⁵⁸ Such units could generate further income and make use of some of the more undeveloped areas on the seafront. He

¹⁵⁶ Minutes of the panel meeting on 18.03.14

¹⁵⁷ Minutes of the panel meeting on 18.03.14

¹⁵⁸ Minutes of the panel meeting on 18.03.14

suggested different kinds of new units which could be developed on the seafront, including new beach huts or business pods.

Using new units to improve the popularity of some of the areas

13.18 The panel heard from Toni Manuel, the Seafront Development Manager, that for example the West of Hove had pockets of space to use as commercial outlets, if it could ‘*attract a critical mass of visitors*’.¹⁵⁹

The panel feel that future developments and re-lettings on the seafront should take account of the need to maximise rental and business rates opportunities, while not losing the character of the seafront and drawing on information from residents and visitors about the facilities they would most like to see on the seafront e.g. more cafes. The panel feel that this could be a task for the Enterprise Officer recommended in Recommendation Five.

The panel hoped that the issues identified in this section could be addressed in the investment strategy and the 10 year plan for the seafront (see Recommendations Nine and Ten). These would complement the Draft Seafront Strategy.

13.19 The next section of the report goes on to look at whether more income could be generated from events on the seafront and how to mitigate against this having a detrimental impact on the area.

Direct income from events

13.20 ‘The panel heard from Councillor Geoffrey Bowden that events on the seafront generated:

‘...some income...which primarily covered the cost of the Events Team (with around £60,000 remaining).’¹⁶⁰

A suggestion from a member of the Tourism Advisory Board was that a tariff could be placed on the events held on the seafront to raise money for repairing the seafront, or have a ‘*stall at the event asking for donations.*’¹⁶¹

Indirect income generation

13.21 Mark Jones, the Chair of the Brighton & Hove Hotels’ Association, told the panel that:

‘While some such as the vintage car rallies attract visitors they do not directly generate money, for businesses such as hotels, but may increase income in the area for other businesses, e.g. that offer refreshments. It was hard to work out which events added value, except for bigger events such as the marathon which made a

¹⁵⁹ Minutes of the panel meeting from 18.03.14

¹⁶⁰ Minutes from the panel meeting on 18.03.14

¹⁶¹ Notes from the TAB meeting on 12.05.14

*phenomenal contribution. The half marathon for example was a great use of us using our seafront well and it took place off season in February.*¹⁶²

The Marathon was described as a very positive event for the city by a number of witnesses, including Councillor Geoffrey Bowden who told the panel:

*'Around £4.5m is generated from those coming to watch other people run.'*¹⁶³

Is there the right number of events on the seafront?

13.22 Toni Manuel, the Seafront Development Manager, explained to the panel that

*'...the Events Team was good at attracting new events and had lengthened the season to September/October which was drawing in visitors after the end of the summer. While they were limited by the 28 days limit at the Terraces, more events would always be welcomed such as the Marathon.'*¹⁶⁴

She told the panel that the events could be programmed to take better advantage of sunny days earlier in the season.

Robert Edwards of The Kingscliffe Society told the panel that they approved of the principle of 28 days of events on Madeira Drive.¹⁶⁵

13.23 The panel was informed that the outdoor events programme for Madeira Drive and other open spaces (including areas on the seafront) is reviewed annually and landlord's consent given by the appropriate committee. There are restrictions on the number of days that Madeira Drive and other open spaces can be used for events under the East Sussex Act 1981.

Furthermore, the impact of holding events on the physical environment and on local residents is also taken into consideration. A balance is sought as all events inevitably lead to some disruption. The council has developed an impressive events programme and as a consequence with regards to the seafront there is limited capacity for further events. In recent years the council has attracted new events which bring a significant economic impact to the city e.g. Brighton Marathon, but is also mindful of the heritage to the city of long standing events.

13.24 Paula Murray the Assistant Chief Executive cautioned that:

'There was the need to strike a balance between the events which pay and do not pay...[also] some city centre traders and the bus company may not be happy if the number of days events was increased, because some of these events can cause a level of disruption.'

Events on the beach

¹⁶² Minutes from the panel meeting on 18.03.14

¹⁶³ Minutes from the panel meeting on 18.03.14

¹⁶⁴ Minutes from the panel meeting on 18.03.14

¹⁶⁵ Minutes from the panel meeting on 25.03.14

13.25 Mark Jones from the Economic Partnership told the panel that he would like to see a greater use of the beach, while recognising the concerns that had arisen from the Fat Boy Slim event. He thought that such events could raise a '*significant income*'.¹⁶⁶

An example of a beach based event is the Brighton Big Screen which this year ran from 12th June to 13th July 2014. This was its third year and over 50,000 attended their free beachfront cinema showings. Over 7-13 hours of content was provided daily during this month, including sporting events and popular films.¹⁶⁷

13.26 Brighton & Hove City Council helped the Brighton Big Screen reduce its environmental impact by providing food waste and mixed recycling through the European funded Foodwise project. The project aims to reduce disposal of food waste from outdoor events by demonstrating to event organisers that food waste and food packing recycling is now feasible and relatively easy. The site was powered by a solar and biodiesel generator running from 100% waste vegetable oil, courtesy of local clean energy specialist, Firefly Solar.¹⁶⁸

Russell Haynes from the music venue, Concorde 2, expressed his hope that the council could become '*more flexible and enable his venue to set up large outdoor events*'.¹⁶⁹ However in his experience the council had expected him to give them four months' notice, which was not compatible with booking major artists.¹⁷⁰ ***The panel also wondered whether it may be possible to hold a benefit gig, or concert, to raise funds for Madeira Terrace.***

Minimising the disruption to seafront businesses

13.27 Some of the traders who came and spoke to the panel expressed their concerns about the impact that some of the events held on the seafront had on their business. They suggested that consulting seafront businesses about the impact of an event should be a requirement built into the contract with the event organiser.¹⁷¹

Based on the evidence they heard, the panel felt that the following issues needed to be taken into account in relation to events:

- ***The need to see if it is possible to extend number of events if this was felt to benefit the city***
- ***The possibility of extending the events season to September or October***
- ***Prioritise those events which most benefit the local business and generate income for the council e.g. the Marathon generates around £4.5m***
- ***Recognising that there are some events which can cause significant disruption but may not significantly benefit the city, either due to the***

¹⁶⁶ Minutes from the panel meeting on 18.03.14

¹⁶⁷ BBS Event Report 2014 <http://www.murray-media.co.uk/brightonsbigscreen/>

¹⁶⁸ Information provided by the service

¹⁶⁹ Minutes from the panel meeting on 11.04.14

¹⁷⁰ Minutes from the panel meeting on 11.04.14

¹⁷¹ Minutes from the panel meeting on 11.04.14

small numbers participating or its very specialist nature. However some of these events may be very difficult to change

- *The importance of consulting and informing seafront businesses about events and working together to minimise their impact*
- *The need to consider that even events like the Marathon, which may have a very positive input into the city, may have a significant effect on some traders*
- *If there are events on the seafront which do have a major impact on trade, then to consider if it would be more beneficial if any of these events could be held in other parts of the city.*

Other income options

Income from filming

13.28 Paula Murray, the Assistant Chief Executive, emphasised that the seafront was a *'very photogenic location'*¹⁷². She also believed that we could potentially earn more money if we could *'resource a more proactive approach'*, like the film office in Liverpool. The council was working in partnership with Brighton University to promote Brighton & Hove as a film city.¹⁷³ The workshop with the Tourism Advisory Board also highlighted the need to more pro-actively position the city as a centre for filming and location work. A new film about the singer Nick Cave, a resident of the city, uses the backdrop of the seafront as a beautiful location for many of its scenes.

Tourist tax

13.29 Helmut Lasser, the Chair of the Hove Civic Society, suggested

*'An idea from abroad was that the council could introduce a hotel tax to be used towards the maintenance of the seafront.'*¹⁷⁴

Perhaps unsurprisingly concern was expressed by this proposal by some members of the Tourism Advisory Board (TAB) who thought it would turn *'hoteliers into tax collectors'*¹⁷⁵. Members of the TAB also expressed their concern that this tax could be:

*'...counterproductive by making [the city]...less competitive.'*¹⁷⁶

Innovative ways to attract funding

13.30 The panel heard from members of the Tourism Advisory Board that an option for the locations in the seafront which may find it difficult to attract public funding, such as Madeira Terrace, was to find ways to encourage public contributions towards repairing such areas of need.

¹⁷² Panel meeting minutes on 18.03.14

¹⁷³ Ibid

¹⁷⁴ Panel meeting minutes on 18.03.14

¹⁷⁵ Notes of the TAB meeting on 12.05.14

¹⁷⁶ Notes of the TAB meeting on 12.05.14

Helmut Lasser told the panel that he felt that:

'...most people did not know how dire the funding situation was for local authorities. There were loads of people who could afford to contribute. They could be asked to 'help preserve something we all love', but would need an explanation of the situation facing the Terraces....this needed to be done before the situation became dire.'

13.31 Crowd funding, *'the practice of funding a project or venture by raising many small amounts of money from a large number of people, typically via the Internet'*¹⁷⁷ is one of the ways that was suggested that could be used to draw funding for Madeira Terrace.

The TAB gave the panel an example of a positive development in Littlehampton where longest park bench in Britain had been built.¹⁷⁸ This bench seats over 300 people and was funded by a mixture of public funding and private donations. It has also been engraved with hundreds of personal messages from supporters. Other options suggested to the panel included sponsorship and advertising.

Ring fencing and income

13.32 While the issue of ring fencing is dealt with earlier in the report, the panel wish to finish this section on income, by drawing attention to the suggestion in the Draft Seafront Strategy that:

*'The Seafront Property Portfolio generates a significant income to the council...and consideration could be given to allocating that income to the maintenance of the Seafront.'*¹⁷⁹

The panel is aware that currently income generated by the seafront portfolio is regarded as corporate and goes back to the central budget. So therefore the potential ring fencing of any income for the seafront would need to be looked at in the context of the council's medium term financial strategy.

¹⁷⁷

https://www.google.co.uk/search?q=definition+of+crowd+funding&oq=definition+of+crowd+funding&aqs=chrome..69i57j0l2.6026j0j8&sourceid=chrome&es_sm=122&ie=UTF-8

¹⁷⁸ <http://www.studioweave.com/projects/detail/longest-bench/>

¹⁷⁹ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

14. Working with seafront businesses

14.1 The panel recognises that looking to maximise the resources coming from the seafront needs to be done alongside working together with seafront businesses to improve their profitability: to grow the level of enterprise on the seafront.

The importance of the seafront businesses

An objective of the council's Draft Seafront Strategy was:

*'To attract a diverse mix of independent businesses to achieve a unique vibrant Seafront.'*¹⁸⁰

14.2 Ronnie Smith, of the Bedazzled Gift Shop, told the panel that:

*'He liked what the council had done since the SDI; the seafront was a much more vibrant area. Once there had only been cafes on one side of the pier. The other side had been derelict until the Fortune of War had been set up. The area had been gradually rejuvenated and the beach began to fill up. **It was because of the businesses there, that the beach is open.***'¹⁸¹

A number of the traders reported to the panel that their businesses were becoming increasingly unprofitable. For example, Michael Levy, the owner of the Castor & Pollux Art Gallery, told the panel that:

*'It was still a struggle to finish a year in profit...Making a profit was getting harder and posing more of a challenge...His business was lucky to clear £10,000 and he was lucky to be subsidised by a partner with a proper job.'*¹⁸²

14.3 A trader at the drop-in event told the panel that:

*'...they had made enough in the first two years to cover their rent, but had made a loss for the last two years. They had taken on another job in order to keep running the seafront business. Was not sure whether to renew the lease.'*¹⁸³

The panel is aware that while saying that the council needs to increase the income which is generated by the seafront, this does need to be balanced by an understanding of the importance of making sure that rental levels do not act as a barrier to independent businesses.

Are there any kinds of businesses which should be encouraged?

¹⁸⁰ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

¹⁸¹ Minutes of the panel meeting on 11.04.14, bold my emphasis

¹⁸² Minutes of the panel meeting on 25.03.14

¹⁸³ Notes from the drop in event on 08.04.14

Cafes and eateries

14.4 A recurring wish of respondents to the Draft Seafront Strategy seemed to be either that new opportunities were identified for cafes and eateries, or improving existing facilities, depending on which area of the seafront the respondents were considering. The desire to have cafes which were open all year round and catered for a wide range of tastes was also mentioned.¹⁸⁴ A good example given to the panel was the transformation of the closed toilets under the Bandstand into a cafe.

Should some national firms be allowed to rent?

It was suggested to the panel by a member of the Tourism Advisory Board (TAB) that it could be useful for the council to pro-actively approach national organisations to see if they wanted to rent units, or local organisations that they knew would contribute positively to the management and appearance of the seafront.¹⁸⁵ Some of the TAB members thought that such organisations might be more likely to make the seafront feel *'open and busy'*.¹⁸⁶

14.5 However the panel heard from Toni Manuel, the Seafront Manager, that:

*'...the size of and the seasonal nature of the premises would put off nationals, whereas local businesses can be more flexible and react quickly to capitalise on good weather. There would be tight user clauses that could dictate to a degree the type of business that the unit could be let to.'*¹⁸⁷

The panel were clear that a mix of units needed to be retained to keep the character of the seafront.

Encouraging temporary or seasonal businesses

14.6 There are areas on the seafront which are not currently being used to full capacity, either if there is a wait while a major project may be developed or the location is not currently attracting many visitors. Therefore the panel wondered if a pro-active encouragement of pop up businesses may be a good way of temporarily using space.

There is already a market near the West Pier which sells ephemera and second hand books, although this has reduced in size since the construction of the i360 has begun. However there might be room to encourage and enable pop-up shops in particular areas on the seafront, with the aim of seeking to add to the area, rather than compete with existing businesses. An example could be to encourage a street food market, such as those already operating successfully in the Brighthelm Gardens or outside Hove Town Hall, in an area which does not have sufficient food or drink outlets.

¹⁸⁴ Seafront Strategy Consultation Report 2013

¹⁸⁵ Notes from the Tourism Advisory Board workshop

¹⁸⁶ Notes from the Tourism Advisory Board workshop

¹⁸⁷ Minutes of the panel meeting on 18.03.14

14.7 The Seafront Strategy consultation found a number of respondents were in favour of markets being held in the area from the Peace Statue to the Ellipse.¹⁸⁸

The panel was aware that a number of considerations would need to be taken into account when looking at the feasibility of encouraging temporary businesses, including:

- The restrictions in place to protect permanent seafront businesses
- Whether the management of such a 'market' would be cost effective
- The level of income which could be generated
- Whether it could be located in an area which had sufficient footfall
- Whether the site would be suitable e.g. hygienic.¹⁸⁹

The panel suggests that it could be a role for the Enterprise Officer to explore this option.

Encouraging businesses to remain open

14.8 At the drop-in event, some of the traders raised concerns about the number of businesses open for trade. Suggestions were made such as:

*'[The] council should require units to be open.'*¹⁹⁰

The issue of how the council could encourage businesses to be open all year round was raised as an issue at the drop-in event on the 8th April and the Tourism Advisory Board workshop.

The panel were concerned to hear that units on the seafront may not always open regularly and would hope that this was an issue taken up by the programme board for the seafront. The panel would like to see the council consider what it can do to encourage a commitment from the traders to open their businesses regularly.

Encouraging enterprise

14.9 The 1992 Seafront Development Initiative (SDI) concluded that:

'At present, no income generating philosophy exists for all the Seafront assets – the arches, beach huts, Volks Railway, Dotto Train etc.'

It is clear that the situation has improved since the SDI in 1992 and the council now gains almost £1.47m a year in rental income from these assets. More income is still needed to replace dwindling grant funding and meet the needs of such declining assets. While the panel heard that there was a 'very high demand'¹⁹¹ for the seafront units, Mike Palmer from the Lucky Beach café told them he felt that:

¹⁸⁸ Seafront Strategy Consultation

¹⁸⁹ Information provided by the service

¹⁹⁰ Comments made at the drop-in event at Alfresco on 08.04.14

¹⁹¹ Minutes of the panel meeting on 18.03.14

‘...there was not enough of a pro-business environment in relation to the seafront.’

One of his particular concerns was the lack of regular information from the council about the future of seafront structures which *‘...made it very difficult to run his business and plan ahead.’*¹⁹²

An Enterprise Officer

14.10 The panel felt that the best way to address this was the creation of an Enterprise Officer post for the seafront, to work towards addressing the following concerns:

- Encouraging businesses to establish themselves on the seafront
- Number of business units which may not be opening all year round
- Reduced numbers of people being employed by the seafront businesses.

The panel felt it could be useful to create this post which had the task of:

- Increasing the level of enterprise on the seafront and the income generated by the seafront
- Identify other income opportunities
- Communicating with traders on issues affecting the operation of their business and their business planning e.g. preparing for the impact of building works in the area
- Encouraging traders to operate all year round or make the best use of their business
- Liaising between seafront businesses and the events’ organisers to minimize the impact of events and generate opportunities from the events.

Possible sources of funding for the post

14.11 The panel did not hear any evidence about possible sources of funding for an Enterprise Officer post, which is why Recommendation Five begins by asking the council to identify such sources. One of the potential means of funding suggested by the panel was to seek resources from the organisations developing major projects on the seafront. The reason for this is that the officer could assist with issues relating to the development of projects on such a location, such as working with existing and future businesses to develop a sufficient draw to potential visitors.

Business Improvement Districts

14.12 The panel was very keen for this officer to explore whether the establishment of a Business Improvement District (BID) could be a beneficial idea for the seafront businesses. A BID is based on the idea that businesses in a particular location can come together to:

¹⁹² Minutes of the panel meeting on 11.04.14

*'...decide on a package of measures they think their area needs and then vote on whether they want to pay for them or not. If the majority vote yes (and they represent over half of the rateable value of the businesses that vote) in a formal referendum, the money is collected as an extra levy on their Uniform Business Rates (UBR) and it is ring-fenced and cannot be used for anything else.'*¹⁹³

14.13 There is currently one BID in the city, the Brilliant Brighton BID which was established in July 2006 and covers the city centre area. This BID is due for renewal in 2016. The scrutiny officer supporting this panel met with this BID manager, Gavin Stewart and also Joe Nichols, the Manager of the London Road Portas Pilot.

Research conducted by the Government Office for London found that the BIDs they surveyed provided a wide range of services to the businesses in the area, including:

- Waste removal and recycling
- Events and attractions
- Promotional material
- Anti-crime partnerships
- Employment training and support.

The panel believes that there is a potential for this kind of model, or another form of encouraging the seafront businesses to group together to support each other to improve their trading environment, raise funding for projects they want to carry out and explore ways to deliver extra services which the council does not provide.

14.14 The panel felt that it may be useful for this post to be an independent role. Recent research by the Greater London Authority highlighted:

*'They particularly value their BID's intermediary role with the council, seeing BIDs as more business minded and accessible than councils, while having direct relationships with council personnel which allow them to get things done. They valued being able to use BIDs to raise issues or provide input into council decisions more effectively than they can on their own.'*¹⁹⁴

Recommendation Five

The panel recommends that Brighton & Hove City Council identifies sources of funding and arrange the appointment of an independent Enterprise Officer to offer business support to the seafront enterprises. Where appropriate, this officer could also work with the council and businesses to resolve housekeeping issues on the seafront, such as the siting of bins and rubbish collections. This post holder could also work with traders, and other

¹⁹³ <http://www.brightonbusiness.co.uk/html/program20040704.099999.htm>

¹⁹⁴

<https://www.london.gov.uk/sites/default/files/London%27s%20Business%20Improvement%20Districts%20-%20Final%20Report%2019%20June%202013.pdf>

stakeholders, on the issues which arise around the major projects planned for the seafront.

One of their other tasks would be to consult businesses in the seafront area, to see if they would like to find a way of grouping together to become a defined area for business improvement. If the seafront businesses were interested in being involved in this project, the Enterprise Officer could then explore with them the most feasible way to achieve this, which could include either:

- **Becoming a Business Improvement District (BID)**
- **Finding out whether the seafront businesses wanted to, and could, join with an existing or planned BID in the city**
- **Considering a form of Town Centre Management**
- **Connecting this to the work of the Local Economic Partnership (LEP).**

Recommendation Three

The panel recommends that a 'brand identity' for the seafront is developed for marketing, signage and other purposes. This would be used to promote what the seafront can offer everyone. This project could learn from the work done by Brilliant Brighton and the London Road Portas Pilot.

15. Communication

Improving communication between the council and seafront businesses

15.1 At the drop in event in April 2014 attended by over 50 people, primarily seafront traders, the key concerns they raised were in relation to the council's communications with seafront businesses.

The comments made by those attending this stakeholder event included:¹⁹⁵

'...there was insufficient communication from the council. Would like someone from the council to talk to them and explain why things were happening.'

'...were there enough council staff to keep in contact with the traders?'

'...would like to see new businesses welcomed by the council to the seafront.'

15.2 Similar concerns were also expressed by some of the seafront traders who came to speak to the panel meeting on 11th April 2014, including Ronnie Smith who felt that while improvements had happened to the condition of the seafront:

*'...the key area which had slipped was in the relationship between the traders and the council [which was]...really important and key to a good future.'*¹⁹⁶

The feedback from seafront businesses who spoke to the panel indicated that they

'...would like a more consultative approach'

*'...the Seafront Business Association would welcome regular meetings with the council.'*¹⁹⁷

15.3 The panel heard from some of these seafront businesses that they did not feel they had sufficient information or consultation about the impact of major projects on the seafront, for example the i360 or the Arches. A trader said that they:

'...only knew about structural issues from the Argus'

*'...never usually an adequate warning (or no warning at all) to traders as to when the council carries out building works on the seafront...'*¹⁹⁸

¹⁹⁵ Notes from the drop-in event at Alfresco on 08.04.14

¹⁹⁶ Minutes of the panel meeting on 11.04.14

¹⁹⁷ Notes of the drop-in event at Alfresco on 08.04.14

¹⁹⁸ Ibid

A trader commented that the effect was that they were:

'...concerned about putting further investment into their business because of the uncertainty'

The panel was struck by the complexity of the information, management, designation and funding arrangements and planning processes for the seafront. They were concerned about how to make this information more accessible internally and to those with a stake in the city's seafront.

Recommendation Six

The panel recommend that the council prioritises improving consultation and communication between itself and the seafront businesses to improve business confidence. If a model is adopted to group the seafront into an enterprise area (see Recommendation Five), this also prioritises improving communication and consultation.

The proposed Enterprise Officer would have as a key role to regularly communicate with seafront businesses about issues relating to the area and harness the energy, enthusiasm and fund raising abilities of the stakeholders, from sports clubs to traders and conservation groups.

16. Continually improving the experience of residents, businesses and visitors

16.1 A member of the Tourism Advisory Board (TAB) suggested to the panel that as well as finding enough money to ensure the infrastructure is safe and secure, resources were also needed to repair and refurbish the seafront to make it a better tourist attraction.¹⁹⁹

The consultation on the Draft Seafront Strategy also emphasised how vital it was that:

*'...continuous improvement takes place to ensure the value of the seafront is not only maintained **but enhanced** for the city.'*²⁰⁰

A key aim of the panel's recommendations has been to work towards this goal of securing greater funds to enable this to happen. This section focusses on the need to measure whether continuous improvement is happening and whether this benefits the experience of those using, visiting and working on the seafront.

What do our visitors want from the seafront?

16.2 Geoff Raw, Executive Director for Environment, Development and Housing, told the panel that he believed that the number of visitors was likely to grow *'but only if the offer was sufficiently attractive.'*²⁰¹

The Seafront Development Manager, Toni Manuel, explained that:

*'...there was a definite gap that visitors as a whole were surveyed on why they came to Brighton & Hove. But there was no data on why people chose this seafront and how much they might spend.'*²⁰²

She felt this information could also be used to inform bids for funding and when planning developments. Geoff Raw told the panel how important it was to also find out from people:

*'...how to improve the offer to generate more spend.'*²⁰³

16.3 Ian Shurrock, Head of Sport and Leisure, told the panel that when holding consultation sessions on the seafront,

*'...it was interesting that many tourists did not feel they should comment on the seafront as they were not residents.'*²⁰⁴

¹⁹⁹ Notes from the Tourism Advisory Board workshop

²⁰⁰ Bold my emphasis, Seafront Strategy Consultation Report, 2013

²⁰¹ Minutes of the panel meeting 25.03.14

²⁰² Minutes of the panel meeting on 25.03.14

²⁰³ Minutes of the panel meeting on 25.04.14

²⁰⁴ Minutes of the panel meeting on 25.03.14

However the consultation for the Draft Seafront Strategy provided useful feedback from residents about their hopes for the seafront. This has been used to inform the panel's report.

Not losing the traditional offer

16.4 Dr Angela Benson, Principal Lecturer in Sustainable Tourism and panel co-optee, told the rest of the panel that work had been undertaken in Hastings which found that visitors did not want to lose the older activities they associated with visiting the seaside in their childhood.

*'This suggested that Brighton may need particular activities to appeal to the family market and may need to find out what this sector wanted from the city. There was also the need to find out why people would alter from being a day visitor to the city to making an overnight stay. The seafront is often seen as a free visit, but this could be a way of looking at how to generate greater income from it.'*²⁰⁵

For residents

16.5 Paula Murray, the Assistant Chief Executive told the panel that she felt that there was *'something for everyone at the seafront'* and:

*'On the whole there was a good balance between meeting the needs of visitors and residents.'*²⁰⁶

For businesses

The recommendations regarding employing an Enterprise Officer (Recommendation Five), improving communication and consultation (Recommendation Six) and developing measures are aimed at delivering improved outcomes for seafront businesses.

A new survey?

16.6 Howard Barden, the Head of Tourism, told the panel that while there was existing information from surveys of visitors to the city:

'...a more representative survey may be needed to provide suggestions on how to prioritise developments and services for particular groups and sections of the seafront.'

Recommendation Fifteen

The panel recommends that officers reconsider the results of the Visit England destinations report 2012/3 (as well as study the Visitor Survey by Tourism South East which is being carried out in the Summer of 2014): to ensure that the council has sufficient information about the views and needs of visitors

²⁰⁵ Minutes of the panel meeting on 25.04.14

²⁰⁶ Minutes of the panel meeting on 18.03.14

and potential visitors to the seafront. The aim is to understand the needs, choices, expectations and experiences relating to the seafront, including the following groups:

- ***Day visitors***
- ***Overnight visitors***
- ***Conference visitors to the city.***

If the council does not have sufficient information on the needs and experiences of visitors and potential visitors, then the panel recommends that the council commissions a similar survey to those mentioned above specifically for the seafront.

One of the aims of this recommendation would be that survey information, and other sources of data, is used to develop a set of standard figures which can then be checked regularly to measure improvements and highlight areas for concern e.g. time taken to let vacant seafront units and occupancy rates in nearby hotels. The purpose is to ensure that the seafront experience continues to improve for visitors, residents and businesses.

17. Seafront facilities

17.1 Much of the feedback gained by the panel about facilities, from the survey and the drop-in event, echoes the findings of the consultation carried out to develop the Draft Seafront Strategy. It is important to note that there are different levels of need for these facilities, such as toilets, in different areas due to varying usage or the level of existing facilities.

Toilets

17.2 The panel developed a survey to ask people who came to watch panel meetings and also posted it on social media. The most mentioned issue was toilet provision (13 mentions in 18 responses), primarily either the need to increase the number of toilets or improve their condition.

For example it was highlighted that the area under the Palace Pier was being used as a place to urinate:

*'The smell of urine during warm periods is horrible, especially during big events like Pride and Marathon when people use this area when toilet facilities can't cope with big numbers of visitors. Not pleasant for us with art studios and the ice-cream kiosk nearby.'*²⁰⁷

17.3 Toilets were also a recurring concern for those who attended the workshop and event. Concerns highlighted included:

- The need for more toilets, especially disabled toilets
- Greater toilet provision at big events held at the seafront
- Why was there a need to resort to portable toilets
- Concern over the condition and cleaning of these temporary toilets on the seafront
- People asking to use the toilets in cafes, due to the insufficient provision of public toilets.²⁰⁸

The stakeholders welcomed the toilets being built in the new retail arches, but would like to know more information about them and be consulted over the location of future toilets. These facilities are at a very busy part of the seafront and would be fully attended through summer. This is to be part funded by charging 30p per use.²⁰⁹ Representatives from the Rottingdean Parish Council also told the panel about their development opened in 2013 which had a new public toilet.²¹⁰

²⁰⁷ Respondent to the survey for the seafront scrutiny

²⁰⁸ Notes from the drop-in event at Alfresco on 08.04.14

²⁰⁹ Council website <http://www.brighton-hove.gov.uk/content/press-release/new-seafront-toilets-open>

²¹⁰ Minutes of the panel meeting on 18.03.14

17.4 Toilets were also key concern of the respondents to the consultation on the Draft Seafront Strategy, including the need for more or better toilets, with longer opening hours.²¹¹

Lighting

17.5 The owner of the Castor & Pollux Gallery suggested that one of the ways to provide a year round seafront was to install:

*'...decent lights, for example decorative lights on the lower promenade which could also increase safety and reduce the probability of drugs dealing.'*²¹²

A respondent to the panel's survey complained that:

*'We have finally got some lights on the lower prom after campaigning for 3 ½ years. This wait I think as a rent payer is totally unacceptable.'*²¹³

17.6 At the drop in event there were requests for more lighting on the seafront, in areas such as the West Pier site.²¹⁴ A member of the Tourism Advisory Board (TAB) also expressed concern that insufficient lighting in certain areas:

*'...could put people off moving down the seafront in these areas.'*²¹⁵

Russell Hayes from the Concorde 2 told the panel that he had made repeated calls to the council about putting on lighting in his area, due to his concern about the reduction in visitor numbers:

*'...since the Arches round Madeira Drive had been covered by barriers, visitors had to enter the venue on the road often in pitch black.'*²¹⁶

17.7 The Seafront Strategy consultation also had many respondents suggested improving lighting, especially at night, to:

- Enhance feelings of safety
- Deter anti-social behaviour
- Make the lighting environmentally friendly
- Make the seafront usable for longer hours.²¹⁷

This was backed up by a member of the TAB who felt that *'...lighting would stretch the day for the seafront usage.'*²¹⁸ Another suggestion from TAB was:

*'...could we combine a big sponsorship of a festival of light with day to day work on the lights.'*²¹⁹

²¹¹ Seafront Strategy Consultation Report

²¹² Minutes of the panel meeting on 25.03.14

²¹³ Respondent to the survey for the seafront scrutiny

²¹⁴ Notes from the drop-in event Alfresco on 08.04.14

²¹⁵ Notes from the TAB workshop on 12.05.14

²¹⁶ Minutes of the panel meeting on 11.04.14

²¹⁷ Seafront Strategy Consultation Report, May 2013

²¹⁸ Notes from the TAB workshop on 12.05.14

17.8 The Seafront Strategy consultation found there was a particular focus on improving the promenade lighting near the West Pier. Robert Edwards of the Kingscliffe Society and Brighton Society also told the panel that:

*'It would be extremely useful to have an extension of the street light from Peter Pan to Black Rock.'*²²⁰

Signage

17.9 The Seafront Strategy consultation highlighted the need to look to improve the signage to:

- Direct people along the seafront, to achieve better connectivity with areas such as the Undercliff walk
- Give accessibility information
- Provide information for cyclists, about nature and bye laws.²²¹

The issue of better signage for the Madeira Lift was raised at the drop in event for seafront stakeholders.²²²

Dr John Hastie, from the Fed Centre for Independent Living told the panel that good signage needed to be clear, colourful and in large print and that the current signs used by the council were good.²²³

Maintenance problems

17.10 Some of the seafront businesses highlighted to the panel their concerns about the maintenance of the seafront, including drainage and water dripping into buildings.²²⁴ The small survey conducted by the panel found that maintenance was the issue raised by the second highest number of respondents.²²⁵

*'Needs maintenance - coats of paint. Looking tired.'*²²⁶

Seating

17.11 In four of the six character areas identified in the Seafront Strategy consultation process, many respondents asked for more seating. A respondent commented on their desire to see:

*'More free seating, areas to eat your own lunch/picnic. Most of the seating belongs to the bar/cafes so you have to purchase something to sit down.'*²²⁷

²¹⁹ Notes from the TAB workshop on 12.05.14

²²⁰ Minutes of the panel meeting on 25.03.14

²²¹ Seafront Strategy Consultation Report, May 2013

²²² Notes from the Alfresco drop-in event on 08.04.14

²²³ Minutes of the panel meeting on 18.03.14

²²⁴ Minutes of the panel meeting on 11.04.14 and notes from the Alfresco drop-in event on 08.04.14

²²⁵ Seafront Scrutiny Panel Survey

²²⁶ Ibid

²²⁷ Seafront Strategy Consultation Report, May 2013

It was also suggested that such seating should provide shelter from the elements. The small survey conducted by the panel had a respondent requesting:

*'More benches and maybe picnic benches for families.'*²²⁸

Someone attending the drop-in event suggested:

*'Putting seating on the lower promenade on the seafront to encourage people to stay longer, congregate and meet people.'*²²⁹

²²⁸ Seafront Scrutiny Panel Survey

²²⁹ Notes from the Alfresco drop-in event on 08.04.14

18. Housekeeping on the seafront

General Waste

Rubbish collection

18.1 The panel heard from Mike Moon, the Head of Operations for Cityclean, that this service was:

‘...responsible for keeping the seafront clean. Nine full-time staff would be employed here out of season and from Easter to September they would take on extra staff, to reach the following levels in 2 shifts: 15 full-time staff working from 5am to 2pm and 18 full-time staff working from 2pm to 10pm.’

Litter bins

18.2 Mike Moon also told the panel there were 260 litter bins on the seafront which were emptied twice a day due to the high usage of this area. In addition there were 18 extra-large bins and 150 pop up bins which were put on the beach at busy times.

Rubbish collection was mentioned by traders and other stakeholders at the panel’s drop in event, where the litter bins were described as ‘unsightly’ and there were concerns about them being placed too close to businesses, especially catering outlets.

The panel heard that Cityclean was seeking to find a balance between small bins and large communal bins (when requested by businesses) on the seafront.²³⁰

Litter picking

18.3 The panel heard that:

‘...when the beach is full, Cityclean were stretched to keep this area clean and it was not possible for them to litter pick then. Barbecues added to this difficulty...’²³¹

So the service found it more useful to clean the beach in the evening when everyone had left, then clean it again from 5-6am. The intention was to have the beach clean by 9am.

18.4 The panel heard that Cityclean was running a publicity campaign to encourage visitors to the seafront to:

‘...please use the bins, or if they are full please put the rubbish next to the bin.’²³²

In May 2014 the Big Beach Clean-Up was held for the second year and around 200 volunteers spent 90 minutes of their time to pick up rubbish from the seafront and highlight the amount of waste deposited there.

²³⁰ Minutes of the panel meeting on 11.04.14

²³¹ Minutes of the panel meeting on 11.04.14

²³² Minutes of the panel meeting on 11.04.14

Trade Waste

18.5 Michael Levy of the Castor & Pollux Gallery told the panel that one of the reasons he felt the seafront looked ‘neglected’ was that while there were three large recycling bins outside his business, they:

‘...tended to be only used by the local residents. These can easily fill up with rubbish piled around them leaving the visitors having to squeeze past them.’²³³

Mike Moon of Cityclean confirmed that the frequency of the collection would be determined by the trade waste agreement. However:

‘If trade waste was escaping, the local authority had the power to enforce the business to increase the number of bins and frequency of collection.’²³⁴

Given the level of concern raised about the impact of this waste, the panel would like to see the creation of well screened, central storage areas for these large bins to reduce their impact.

The panel have looked at the work being done by the London Road Officer and think that the Enterprise Officer they recommend could be tasked to act as a broker between the council and traders on the issue of waste collection.

Recycling

18.6 The panel were told that the council had installed five new recycling sites and there was some funding to place some more recycling bins on the seafront.²³⁵

Seafront cleaning

The panel heard that jet washing was carried out on:

‘...the Colonnades around Madeira Terrace... [once a week in winter and twice in summer]. The areas under the piers were cleaned twice a week all year round... The jet washing unit was being used twice a week to remove graffiti and the service always responded to a request for jet washing.’²³⁶

18.7 In addition the Lower Promenade was washed by the street sweep. The panel also heard that Cityclean was going to introduce a mechanical sweeper to wash areas such as Hove Lawn, especially nearer the bins.

A member of the Tourism Advisory Board told the panel that they felt that beach cleaners ‘do a great job.’²³⁷ However, the owner of the Castor & Pollux Gallery told the panel that in his experience:

²³³ Minutes of the panel meeting on 25.03.14

²³⁴ Minutes of the panel meeting on 11.04.14

²³⁵ Minutes of the panel meeting on 11.04.14

²³⁶ Minutes of the panel meeting on 11.04.14

²³⁷ Notes from the Tourism Advisory Board workshop on 12.05.14

*'In the heat the beach stank and the pavement gets covered with chips, vomit and ice cream and needed regular clearing up.'*²³⁸

Another business told the panel that he knew of another café on the seafront which paid for a private jet wash service.

Dog fouling

18.8 This concern was raised by a number of people who contacted the panel in writing, in particular whether people were abiding by the restrictions on certain areas of the beach in the peak period. Some of the respondents to the Draft Seafront Strategy Consultation mentioned the need for more dog poo bins, for example along the Undercliff walk.²³⁹

²³⁸ Minutes of the panel meeting on 25.03.14

²³⁹ Draft Seafront Strategy Consultation, May 2013

19. Accessibility of the seafront

Access for disabled people

19.1 Dr John Hastie of the Fed Centre for Independent Living outlined the following key issues relating to the accessibility of the seafront:

- The small size of the beach platform at the bottom of Hove Street and the benefits of having a longer platform or several platforms
- The challenges faced in using the beach wheelchairs, in particular if a hoist could be provided
- Another accessible toilet in Hove, to complement the excellent Changing Place Toilet in Madeira Drive
- The variable surfaces and sometimes poor access
- Finding accessible parking
- More durable and portable matting to enable disabled people to use on the shingle beach
- Connectivity: the panel heard that *'one would have to travel 4.5 miles to use all the facilities for disabled people'* rather than them being all connected up.²⁴⁰

Dr Hastie told the panel that he tended to avoid the Brighton seafront due to the uncomfortable wooden slats and was told that it was recognised as *'not ideal for people with mobility issues.'*²⁴¹ He also expressed his hope that event organisers would take into account the access needs of wheelchair users on Hove Lawns.

19.2 Mark Brady from the World Famous Pump Room, a seafront business, told the panel of his concern of lack of disabled access toilets on the seafront.²⁴²

The Draft Seafront Strategy Consultation highlighted the need for:

*'Better signage for wheelchair users and pedestrians so they can get to Marina broad walk and western break water easily and in a pleasant manner.'*²⁴³

The panel hope that the 10 year plan for the seafront they recommend takes full account of the accessibility issues raised in this report.

²⁴⁰ Minutes of the panel meeting on 18.03.14

²⁴¹ Minutes of the panel meeting on 18.03.14

²⁴² Minutes of the panel meeting on 11.04.14

²⁴³ Draft Seafront Strategy Consultation Report, May 2013

20. Transport and the connectivity of the seafront

20.1 The panel had the following outcomes they wished to achieve in relation to the connectivity of the seafront.

To improve accessibility by measures such as:

- *Considering the access needs of major developments such as the i360*
- *Improved access for disabled people and other groups*
- *Joining up the facilities for disabled people and those who have particular access needs*
- *Signposting access to, and encouraging use of, the full seafront.*

To improve connectivity by measures such as:

- *Improved public realm and legibility on key connections such as West Street, Valley Gardens, The Old Town, Preston Street, Kemp Town, Hove Town centre and links to the historic squares*
- *Connections between the ‘offer’ at street level and on the seafront level*
- *Providing enhanced walking and cycling connections to popular shopping, and other visitor, areas as well as Brighton Railway station*
- *Improvements to public transport along the seafront including connections to visitor attractions, Brighton Station and key development sites*
- *Linking the key development sites.*

Outcomes from this could include:

- *Improved safety*
- *Increasing community use*
- *Encouraging sporting and other beneficial activities on the seafront.*

20.2 Connectivity had already been identified as a theme in the Draft Seafront Strategy because:

‘...the seafront is a classic linear recreation destination that draws people and activities to it especially in the summer; it is also an important corridor for people travelling along the coast either within the city or through it.’²⁴⁴

This section describes the key forms of transportation used to move along the seafront: while the Local Transport Plan (LTP), the key form of funding available to carry out transport related projects, has already been described in Chapter 12.

²⁴⁴ Draft Seafront Strategy, 2012 [http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/\\$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf](http://present.brighton-hove.gov.uk/Published/C00000705/M00004040/AI00030988/$SeafrontStrategyNovFinalDraftVersion.pdfA.ps.pdf)

Public transport

Trains

20.3 Geoff Raw, the Executive Director for Environment, Development and Housing explained why train travel played such an important role in encouraging visitors to travel to Brighton:

*'Out of those arriving in Gatwick, currently 90% of visitors went to London and 10% travelled to Brighton. So there needed to be a strong offer to those who arrive in Gatwick. The rail link needed to be improved to increase the capacity and transport visitors to the city. Sundays were a very big problem on Network Rail.'*²⁴⁵

20.4 The panel were also advised by him that:

*'There currently was spare capacity on the railways at off-peak times, so increasing off peak usage would generate additional revenue for the train operating company... one could market timed visits to the city to encourage visitors to come at off-peak times. Spreading out visitors throughout the year could be far more beneficial to the city than a smaller number of huge visitor peaks.'*²⁴⁶

A concern was expressed at the drop-in event at Alfresco about whether there were sufficiently clear directions to the seafront from key points in the city, particularly the train station.²⁴⁷

Buses

20.5 While the lack of public transport in the seafront area was mentioned to the panel a number of times, the introduction of a new bus route running from June to September from the station to the Pier and King Alfred was welcomed. The panel hoped that if this bus proved popular then it may be practicable for the Brighton & Hove Bus Company to:

- Run the service more frequently (currently only 7 times a day)
- Extend the route down the full length of the seafront
- Run the service for a longer season.

Russell Haynes, owner of the Concorde 2 - a music venue in Madeira Drive, told the panel he believed there was a need for a bus service which stopped at this area.

Cars and coaches

20.6 Andrew Renaut, Interim Head of Highways Engineering & Projects (Structures, Flooding & Coastal Protection), explained that connectivity along the seafront in relation to those in cars and coaches:

'... was very important [in terms of]:'

²⁴⁵ Minutes of the panel meeting on 25.03.14

²⁴⁶ Minutes of the panel meeting on 25.03.14

²⁴⁷ Notes from the drop-in event at Alfresco on 08.04.14

- A259
- *Accessibility both along and to the seafront*
- *Improving the pinch points on the seafront where visitors and cars meet.*²⁴⁸

The issue of access, including that of vehicles, to the Marina was also raised as a concern by respondents to the Draft Seafront Strategy Consultation.²⁴⁹

Cars

Maintaining the A259

20.7 The council is responsible for the A259 as part of its role as the Highways Authority and a key role of the seafront arches is to support the road above them.

The road works on the Brighton seafront caused by the partial collapse of the Fortunes of War arches have meant that King's Road has been partly closed since 25th April and is now projected to remain shut until December 2014.

Parking costs

20.8 Cheaper parking was a key concern highlighted in half the character areas identified by the Draft Seafront Strategy. This was backed up by a respondent to the small survey carried out by the scrutiny panel who asked for:

*'...cheaper parking. People cannot afford to come to the beach.'*²⁵⁰

Cost was also an issue highlighted in the Seafront Strategy Consultation which found that:

*'Respondents wanted cheaper parking, close to the Seafront, for residents.'*²⁵¹

At the panel's drop-in event, a number of seafront traders expressed their concerns about the impact of parking costs on their business. It was highlighted that other seaside towns such as Worthing and Eastbourne had significantly lower parking charges.²⁵² This was backed up by a written submission from a seafront business who was concerned that *'the beach is no longer a cheap day out if driving.'*²⁵³

Change for parking

²⁴⁸ Minutes of the panel meeting on 25.03.14

²⁴⁹ Seafront Strategy Consultation Report, May 2013

²⁵⁰ Survey carried out by the scrutiny panel

²⁵¹ Seafront Strategy Consultation Report 2013

²⁵² Notes from the drop-in event at Alfresco 08.04.14

²⁵³ Email to the panel dated 22.03.14

20.9 Neil Sykes from the Modern Gallery, sited on Madeira Drive, explained to the panel that there were currently no signs on Madeira Terrace to explain where one could obtain change.

‘So traders are bombarded with requests for information and change by those trying to park in the area.’²⁵⁴

Coach parking

20.10 The seafront traders who spoke to the panel identified a number of problems relating to the coach parking which takes place in areas such as Madeira Terrace:

- While there were designated bays for coaches to drop off and wait, more needed to be done to control this
- The double parking of some coaches near the Pier, which should be checked by patrols.

At the workshop with the Tourism Advisory Board, it was suggested to the panel that coaches could park at Black Rock instead of Madeira Terrace then use the Volks Railway to get back to the more popular parts of the seafront.²⁵⁵

Volks Railway

20.11 A high number of respondents to the Seafront Strategy Consultation were in favour of improving the Volks railway to increase access along the seafront. Many felt that the railway would be greatly improved by being extended, and some felt that this:

‘...could make the railway a more viable means of transport for resident and visitors alike.’²⁵⁶

Other suggestions made in the consultation responses, included:

- The need to better promote the railway to visitors and residents
- A longer season
- Longer opening hours, especially in the summer.²⁵⁷

The panel hope that the Heritage Lottery Funding may be able to address some of these issues.

20.12 The draft Seafront Strategy emphasises the importance of walking and cycling as a means of reaching, and moving along, the seafront.

²⁵⁴ Minutes of the panel meeting 11.04.14

²⁵⁵ Notes from the Tourism Advisory Board Workshop on 12.05.14

²⁵⁶ Seafront Strategy Consultation Report

²⁵⁷ Ibid

Pedestrians

The responses to the Draft Seafront Strategy showed that concerns relating to pedestrians were identified in all of the character areas.

Improving pedestrian access and connectivity

20.13 Means of improving pedestrian access and connectivity were an important feature of the responses to the consultation of the Draft Seafront Strategy.

Suggestions for different locations included:

- New road crossings, either pelican or zebra, in locations such as Hove Lagoon
- Improving access for people with buggies or using wheelchairs, where needed
- Addressing traffic light sequencing
- Traffic calming measures
- Redirecting lorries and HGVs away from the seafront
- Improving signage to inform people they had arrived at the Marina and directing them to different destinations there
- Better maintenance of underpasses, increasing the feeling of safety of users and early shutting times in the subway across Kings Road.²⁵⁸

A few respondents praised the improvements which had been made to crossings and pedestrian priority at the end of East Street.²⁵⁹

Cyclists

20.14 Improvements to cycle routes and infrastructure were also mentioned by a significant number of people responding to the consultation on the Seafront Strategy.

Issues they identified included:

- The lack of a seamless route
- Connectivity between attractions such as between the east and west of the Palace Pier
- Narrowness of the cycle lane which is not as close to the sea as it could be.²⁶⁰

This consultation process also identified that:

*'...there are some issues with both cycling and pedestrian connectivity between attractions, such as between the east and west of the Palace Pier, between the Black Rock site and the Marina, and the Marina and the Undercliff walk that...the Seafront Strategy should address.'*²⁶¹

Better segregation of pedestrians and cyclists

²⁵⁸ Seafront Strategy Consultation Report

²⁵⁹ Ibid

²⁶⁰ Seafront Strategy Consultation Report, May 2013

²⁶¹ Seafront Strategy Consultation Report

20.15 This issue was highlighted in the Draft Seafront Strategy Consultation to improve safety and the suggestions to address this:

- Clearer demarcation lines between cycle lanes and pedestrian paths
- Making cycle lanes a brighter colour
- Moving cycle lanes away from pedestrians and parked cars
- Widening cycle lanes.²⁶²

The panel was aware that it can involve significant levels of resources to address issues relating to connectivity.

Recommendation Fourteen

The panel recommends that connectivity remains a key feature of the planning for the seafront. The panel also recommends that the seafront programme looks for funding opportunities for transport focussed projects on or near the seafront.

The panel believe that the connectivity needs of the seafront need to be a major component of Local Transport Plan 4 and a consideration for the whole city. This should include:

- ***Making the seafront accessible to all***
- ***The needs of pedestrians and cyclists***
- ***Improving the connections between the seafront and the rest of the city.***

²⁶² Ibid

21. Meeting the needs of different locations on the seafront

21.1 Having looked at the seafront primarily as a whole, this section looks at the areas on the seafront which seemed to be of key concern to stakeholders or in significant need. This section also identifies some of the actions which have been suggested to tackle the concerns about these locations.

Locations of concern

The small survey carried out by the panel found that the following areas seemed to spark most concern among respondents:

- Madeira Terrace and Madeira Drive
- East of Palace Pier
- Black Rock
- East Lower Promenade
- The closure of West Street Shelter Hall.²⁶³

Madeira Drive and Madeira Terrace

21.2 The Madeira Terraces were described to the panel by Martin Hilson, a Building Surveying and Maintenance Manager, as:

*'...iconic for the city and great for events so are worth preserving.'*²⁶⁴

He told the panel that funds had been allocated by the council to Madeira Terrace because it was seen as a *'significant risk'*.²⁶⁵ £0.5 million of the Planned Maintenance Programme had been allocated across two years to carry out works to two trial bays on Madeira Terrace.

*'...it was likely to find out that more work will need to be done for the ongoing rolling refurbishment programme.'*²⁶⁶

21.3 Martin Hilson explained that this location:

*'...presented particular challenges because it was not income generating.'*²⁶⁷

Another challenge is that the structures in this location, including the Madeira Terrace lift, were Grade 2 listed. This meant that the work planned for the trial bays need to be undertaken with Conservation Planning and with English Heritage approval. The Kingscliffe Society told the panel that they welcomed the repairs which had been carried out to the Madeira Lift.

While the panel heard that the eastern half of Madeira Terrace was in a better condition because it had been better built: this half of the Terrace was described by a

²⁶³ Survey results

²⁶⁴ Minutes of the panel meeting on 18.03.14

²⁶⁵ Minutes of the panel meeting on 18.03.14

²⁶⁶ Ibid

²⁶⁷ Ibid

representative from the Kingscliffe Society and Brighton Society as *'desolate.'*²⁶⁸ The owner of Concorde 2 told the panel that there had been a 20% reduction in footfall to his venue since the Arches had been closed. He described Madeira Terraces as *'...a desert, a car park.'*²⁶⁹

21.4 Despite these concerns, Geoff Raw (Executive Director for Environment, Development and Housing) explained that:

'...the investment priority needed to be in things which could generate an income return. It wasn't apparent how the Terraces would generate an income return and income revenue.'

An innovative solution suggested to the panel by Michael Levy, owner of the Castor & Pollux Art Gallery, was that:

*'...a long glass building could be placed under the terraces, to turn into a space such as an artists' workshop, like Crystal Palace.'*²⁷⁰

Other suggestions made by members of the Tourism Advisory Board included:

*'Perhaps one could place a tariff on those who organise events there or a stall at the event asking for donations. One could sponsor or adopt an arch...The terraces were built by returning WW2 veterans in need of employment and this could be used as a heritage story. The story of the Madeira Lift could also be used.'*²⁷¹

Innovative funding

21.5 Helmut Lasser, the Chair of the Hove Civic Society suggested that an innovative scheme could be used to help repair areas where traditional funding may not be possible. He thought that the public

*'...could be asked to 'help preserve something we all love', but would need an explanation of the situation facing the Terraces.'*²⁷²

The panel heard that the Hastings Pier had raised £500,000 from public subscriptions. Shares were sold at a minimum of £100, and over half of them had been bought by individuals. Like the West Pier it was empty and derelict but, following the success of the subscription scheme, had now been awarded £12m Heritage Lottery Funding.

21.6 It was felt that this would both raise awareness of the issues facing locations such as Madeira Terrace, as well as funds. One of the ways which could be explored includes crowdfunding. This is used to fund a project by gaining relatively small contributions from a large group of individuals. This money is usually raised online through dedicated crowdfunding sites and publicised through social media networks.

²⁶⁸ Minutes of the panel meeting on 25.03.14

²⁶⁹ Minutes of the panel meeting on 11.04.14

²⁷⁰ Minutes of the panel meeting on 11.04.14

²⁷¹ Notes from the Tourism Advisory Board workshop on 12.05.14

²⁷² Minutes of the panel meeting 18.03.25

It is often used as a way to raise funds for creative projects and so could be used for art or small scale improvement works to be carried out, which were unlikely to secure more conventional funding. This could in turn lead to secure funding, such as Heritage Lottery Funding.

Recommendation Thirteen

The panel recommends that the programme group for the seafront (described in Recommendation One) looks urgently at innovative ideas to secure monies for areas which do not seem to have the potential to be income generating. Possible methods could include crowd funding or public subscription. The panel would like the council to learn from the success of the public subscription project for Hastings Pier, which has been able to raise money, secure funding from the Heritage Lottery Fund and raise public awareness of the need to renovate this landmark.

Black Rock

21.7 The Black Rock location, situated close to the Marina has been an area the council has been seeking to develop for a number of years.²⁷³ A temporary sand sculpture theme park was opened in 2013 and is due to remain in operation until Summer 2016. This site was suggested in the Draft Seafront Strategy as an opportunity for leisure and recreation development, as well as being identified as an area of concern in the survey carried out by the scrutiny panel.

An update on the progress of the development of this site is contained in Chapter 9: Improvements to the seafront.

Shelter Hall

21.8 Shelter Hall was identified to the panel by Paula Murray, the Assistant Chief Executive, as a clear priority. This structure was constructed in around 1886 as a Free Shelter Hall for promenaders to enjoy the seafront. Unfortunately a structural assessment found in March 2013 that it was no longer capable of supporting any highway load and close to failing with respect to its ability to support footway loading. Due to the risks, the council decided to close the premises and the owner was required to leave. The structure was cleared and remains propped by scaffolding at an annual cost of around £100,000. Future works will include the demolition, design and rebuilding of a structure which complies with the relevant standards.

The council has sought, and will continue, to seek funds for this project (and other seafront structures that require strengthening) from the Local Growth Fund [LGF] money allocated to the Coast to Capital LEP, given that they play a fundamental role in supporting the seafront road and promenade and provide opportunities for commercial and economic activity which plays such an important role in the attraction of the seafront to residents and visitors.²⁷⁴

²⁷³ <http://www.brighton-hove.gov.uk/content/planning/major-developments/black-rock-proposal>

²⁷⁴ Information provided by the service

The West Pier

21.9 The West Pier Trust was created in 1978, and is a charity and limited company which owns the pier. Initially its aim was to restore the pier and return it to public use.²⁷⁵ However by 2004:

‘...English Heritage concluded that the pier could no longer be restored after freak storm damage in June of that year - this proved to be the last straw following previous fires and collapses.’²⁷⁶

The hope of the West Pier Trust is that with the construction of the i360:

‘...there will be new interest in developing the pier itself. It would be a contemporary interpretation of the West Pier.’²⁷⁷

More information on the i360 development is contained in Chapter 9: Improvements to the seafront.

21.10 At the drop-in event held by the panel:

‘Sadness was expressed at the deterioration of the Pier and the need to save the last piece of the structure.’

Hove Lawns

21.11 Juliette Hunting of the Brunswick & Adelaide Residents Group described these lawns as an *‘iconic’* part of the seafront area. She expressed concern that damage on this area *‘did not seem to be repaired’*²⁷⁸ and felt that the Lawns should not be treated and maintained as a park. She reported that local Associations would like the Lawns between the Peace Statue and Courteney Gate to be declared as not available for commercial activities. It was suggested that the Lawns could be designated by and place on English Heritage Parks and Gardens list, which would give it opportunities to seek funding.²⁷⁹

She warned the panel that:

‘This Brunswick Town Conservation area should be kept to the same standard of their equivalents, Bath or Venice. If they were lost, they would be gone forever.’²⁸⁰

Rottingdean

21.12 The panel heard from representatives from Rottingdean Parish Council (RPC) that the seafront is *‘an important asset to the village’* because it:

²⁷⁵ <http://www.westpier.co.uk/about/>

²⁷⁶ <http://www.brighton-hove.gov.uk/content/planning/major-developments/west-pier>

²⁷⁷ <http://www.westpier.co.uk/about/>

²⁷⁸ Minutes of the panel meeting on 18.03.14

²⁷⁹ Minutes of the panel meeting on 18.03.14

²⁸⁰ Minutes of the panel meeting on 18.03.14

- Provides public space
- Contributed to the thriving culture
- Brought together the community
- Helps social cohesion²⁸¹

The RPC highlighted the positive work which had been done to improve the Rottingdean terraces. The cost of improving them, including new benches and the provision of power had been funded by a range of local charities as well as BHCC and RPC. This was seen as '*a success story of co-operation*'.²⁸²

21.13 However the panel heard of their concern that the toilets in the area which were owned by Brighton & Hove City Council (BHCC) had become derelict, leading to the need for portable toilets. Although the RPC recognised the funding problems faced by BHCC, due to pressure from visitors and residents the Parish Council were now having to assist with the funds. The RPC told the panel that they would like to see a '*greater flow of information and communication*'²⁸³ from Brighton & Hove City Council.

The Parish Council felt their key concerns for the city in relation to the seafront were:

- Sea defences, including the protection of the A259 which is so close to the seafront. If the road dropped into the sea 'it would cut out 13,000 traffic movements to Rottingdean
- Improving the transport connection.²⁸⁴

The panel welcomed the evidence given about Rottingdean and hoped this, as well as the information about residents views on facilities in the area including the potential for cafes, seating, sporting opportunities and toilet refurbishment are taken into account when developing the plan for the seafront.

²⁸¹ Minutes of the panel meeting on 18.03.14

²⁸² Minutes of the panel meeting 18.03.14

²⁸³ Minutes of the panel meeting on 18.03.14

²⁸⁴ Minutes of the panel meeting on 18.03.14

22. Making the best use of the seafront

Encouraging residents to use the seafront

22.1 The seafront is seen by residents as a key destination when they have visitors, with 94% agreeing they tend to take visitors to the seafront (72% of those strongly agreeing).²⁸⁵

Councillor Bowden commented to the panel that:

*'There could be a tension between attracting visitors and making the area accessible to residents.'*²⁸⁶

A number of suggestions about how to make the best use of the seafront were made by the attendees to the panel's drop-in event. These included:

- The need for more attractions in the area to left of the Pier
- Putting seating on the lower promenade
- The benefits of more activities for children
- Offering free and healthy activities on the seafront.²⁸⁷

The need for more family facilities was also highlighted in the survey conducted by the panel. Written evidence to the panel also suggested the value of providing a community space on the seafront, which could provide facilities to carry out sporting and performance activities.

Encouraging the use of the whole seafront

22.2 Councillor Bowden told the panel that:

*'A recent study by the Tourism Alliance found that visitors tended to crowd towards Palace Pier and there was a need to draw these people out to other areas. This was an important feature of the Draft Seafront Strategy.'*²⁸⁸

The Seafront Development Initiative of 1992 had talked of the need to develop

*'A **'string of pearls'** such as sports, children's play facilities, museum, restaurants, cafes and gardens which use the Arches, major development sites such as Black Rock and existing smaller facilities along the Seafront.'*²⁸⁹

A suggestion from a member of the Tourism Advisory Board was to:

*'...offer activities for residents, in the outlying areas.'*²⁹⁰

²⁸⁵ Seafront Strategy Consultation Report, May 2013

²⁸⁶ Minutes of the panel meeting on 18.03.14

²⁸⁷ Notes from the drop-in event at Alfresco on 08.04.14

²⁸⁸ Minutes of the panel meeting on 18.03.14

²⁸⁹ Bold my emphasis, Brighton Seafront Strategic Development Initiative, Report, July 1992

²⁹⁰ Notes from the Tourism Advisory Board Workshop on 12.05.14

22.3 One of the ways that residents and visitors could be encouraged to make use of the full stretch of the seafront was to increase the range of sporting activities. Ian Shurrock, the Head of Sport & Leisure, explained that the seafront was *'one of our largest outdoor sports area'*²⁹¹, hosting activities such as Healthwalks.

A number of passionate representations were made to the panel about preserving and improving the opportunities to play sports on the seafront, including bowling, table tennis, volleyball and sailing.

Using the seafront all year round

22.4 Michael Levy, owner of Castor & Pollux Art Gallery, felt that residents tended to use the seafront all year round except summer. For his business:

*'...the best bit of the season was from September to Christmas, and [he] thought that some of the other businesses and galleries did not always see the benefits of winter. He sometimes went on holiday in August. However it was made harder by there being no shelter on the seafront and no public seating. This meant there was nowhere for people to sit in the rain. Often February can be a busy month.'*²⁹²

To encourage use of the seafront all year round he suggested council-run festivals in off-peak times, improved lighting, clearly marked locations for specific activities as well as a major art gallery.

22.5 At the drop-in event, it was said that shuttered up shops *'gave the area an abandoned feel.'*²⁹³ The panel hoped that one of the tasks for the Enterprise Officer would be to work with seafront businesses to encourage them to open all year round, where it was practicable.

The panel hope that the 10 year plan for the seafront would consider how to encourage more residents to use the seafront, inspire residents and visitors to travel along more of the seafront and encourage this location to be open all year round.

Recommendation Four

The panel recommends that an exhibition is held in the city to give residents, visitors and businesses a greater understanding and appreciation of the seafront; its importance, history, conservation needs and the challenges faced. Ongoing displays of information and material for use on social media and websites could then provide a long term source of information on the seafront (see Recommendation Two).

²⁹¹ Minutes of the panel meeting 25.03.14

²⁹² Minutes of the panel meeting on 25.03.14

²⁹³ Notes from the Alfresco drop-in event on 08.04.14

23. Conservation issues

23.1 Seafront architecture was one of the key themes of the Draft Seafront Strategy. The panel heard from Helmut Lasser, the chair of the Hove Civic Society, that 80% of the seafront was in a conservation area and the key conservation structures were:

- Palace Pier
- Peace Statue
- Victoria Statue
- Madeira Terraces.

Helmut Lasser suggested that when important changes were made to the structures on the seafront, the council should consult with people such as the Conservation Advisory Group (CAG).

23.2 Juliette Hunting of the Brunswick & Adelaide Residents Group said of Hove Lawns:

*'If they were lost, they would be gone forever.'*²⁹⁴

The Kingscliffe Society campaigns for the area between the Steine and Sussex Square. They asked the panel whether it would be possible that certain areas be promoted to Grade 2* listing, for example the Terraces, Shelter Hall and lampposts. Robert Edwards, their representative, praised the Seafront Strategy as a:

*'...breadth of fresh air and was very lucid in content.'*²⁹⁵

Their hope was that any new structures would not be intrusive.

The panel recognised that conservation issues needed to receive due consideration in the 10 year plan they recommend for the seafront.

²⁹⁴ Minutes of the panel meeting on 18.03.14

²⁹⁵ Minutes of the panel meeting on 11.04.14

24. Coastal protection

24.1 While the council is not under a statutory obligation to defend its coastline, according to Martin Eade - the Coast Protection Engineer:

*'...if it was not defended then the beach and the seafront will be gone.'*²⁹⁶

He explained that the Brighton & Hove coastline could be divided into two areas:

- East of the Marina – only the cliffs and the Undercliff walk
- West of the Marina – the popular part of the coastline but was experiencing more difficulties such as Shoreham Port which had been damaged recently²⁹⁷

24.2 The panel heard that while coastal defence is seen as a national priority, applying for funding from the Environment Agency was a *'very complex and longwinded process.'*²⁹⁸ For example, the first application for the reconstruction of the Undercliff walk was made in 1984 and the project was completed in 2006.

The council was currently looking at work needed between the Marina and the River Adur, a process which had begun in 2001. The council approved the submission of a strategy study for this area in July 2014. However,

*'If this work outlined in the 2003 strategy had commenced in 2003, one may not have seen the flooding happen to those 20-30 properties which happened on Valentine's day.'*²⁹⁹

24.3 It was felt that climate change meant the current sea defences were *'becoming less effective'*³⁰⁰, making such delays potentially even more damaging.

It was known that a number of areas would need attention over the coming years, including Shoreham Port and the area in front of the King Alfred and around the Palace Pier. Works would include extending the length of the groynes and increasing the size of the beaches.

An example of the impact of cliff instability was given from 2001, where there had been a substantial collapse which had shut Asda for approximately four months. While this had resulted in cliff stabilisation works, there was concern because any falls in cliffs could affect how transport flowed in the city. Because of this Local Transport Plan (LTP) money had been used to fund these stabilisation works, because the cliffs behind Asda were not seen as coastal defence.

²⁹⁶ Minutes of the panel meeting 25.03.14

²⁹⁷ Minutes of the panel meeting 25.04.14

²⁹⁸ Ibid

²⁹⁹ Minutes of the panel meeting 25.04.14

³⁰⁰ Ibid

24.4 The panel were concerned to hear that:

*'...it was not possible to predict when cliff collapses would result in the coast road becoming impassable.'*³⁰¹

It has been reported to Environment, Transport and Sustainability Committee that:

*'The total cost of the initial programme of capital works for the Brighton and Hove City Council maintained section of the coast as detailed within the report is estimated to be in the region of £3.2m.'*³⁰²

The panel would like the issue of coastal protection to be taken fully into account when developing the 10 year plan and investment plan for the seafront.

³⁰¹ Minutes of the panel meeting 25.04.14

³⁰² [http://present.brighton-hove.gov.uk/Published/C00000823/M00005175/AI00039453/\\$20140620103218_005684_0024604_CommitteeReportTemplate040913.doc.pdf](http://present.brighton-hove.gov.uk/Published/C00000823/M00005175/AI00039453/$20140620103218_005684_0024604_CommitteeReportTemplate040913.doc.pdf)

25. How the recommendations will be monitored

25.1 The panel would like the further two reports to come to committee on the seafront structures programme, as outlined in Recommendation One.

The panel would like to then see a monitoring report come to the Overview and Scrutiny Committee in 12 months, to check the progress of the council in meeting the recommendations.

Appendix One: How would you know if the scrutiny recommendations had made a difference?

The panel suggested a number of potential means to measure the impact of their recommendations, including:

- Increased income from renting to seafront traders, e.g. in rent levels and vacancies
- More units available on the seafront either as outlets or beach huts
- Increased number of days which seafront businesses are open
- More events held on the seafront
- Increased maintenance expenditure on the seafront
- More funding bids made, and won, for the seafront
- Increased numbers of day and overnight visitors to the city
- Improved visitor satisfaction with the seafront
- Increased use of the seafront by the community
- Approval of major projects on the seafront
- Improved economic performance of the businesses located near those major projects.

Appendix Two

The table below lists all the witnesses who came and spoke to the panel:

Name	Job title/role	Organisation
Geoffrey Bowden	Councillor and Chair of Brighton & Hove City Council's Economic, Development & Culture Committee	
Mark Jones	Deputy Chief Executive	Brighton & Hove Economic Partnership
Martin Hilson	Building Surveying & Maintenance Manager	Brighton & Hove City Council (BHCC)
Jane Pinnock	Seafront Estates Surveyor	BHCC
Toni Manuel	Seafront Development Manager	BHCC
Juliette Hunting	Representative	Brunswick & Adelaide Residents Group
Helmut Lusser	Chair	Hove Civic Society
John Bryant	Councillor	Rottingdean Parish Council (RPC)
James Simister	Clerk to the Rottingdean Parish Council	RPC
Paula Murray	Assistant Chief Executive	BHCC
Dr John Hastie	Training, Consultancy and Engagement Team	The Fed Centre for Independent Living
Geoff Raw	Executive Director for Environment, Development & Housing	BHCC
Mark Ireland	Head of Project Finance	BHCC
Michael Levy	Owner	Castor & Pollux Art Gallery
Andrew Renaut	Interim Head of Highways Engineering & Projects (Structures, Flooding & Coastal Protection)	BHCC
Leon Bellis	Senior Engineer	BHCC
Nick Hibberd	Head of City Regeneration	BHCC
Ian Shurrock	Head of Sport & Leisure	BHCC
Martin Eade	Coast Protection Engineer	BHCC
Howard Barden	Head of Tourism & Venues	BHCC
Robert Edwards	Committee Member	Kingscliffe Society and Brighton Society
Kevin Boorman	Head of Communications and Marketing	Hastings Borough Council
Mike Moon	Head of Operations (Waste and Street Cleaning), Cityclean	BHCC
Ronnie Smith		Bedazzled Gift Shop
Mike Palmer		Lucky Beach Cafe
Neil Sykes		Modern Gallery
Mark Brady		World Famous Pump

		Room
Russell Haynes		Concorde 2
Tina Haynes		Concorde 2
Adam Chinery	Chairman of the Seafront Business Association	Brighton Watersports

The panel also held a drop in session on 8th April 2014 for those who wanted to give their views on the future of the seafront at Alfresco, a café situated on the seafront. This event was attended by over 50 people who were very keen to talk to the panel about their concerns.

Finally the panel went to talk to the Brighton & Hove Tourism Advisory Board on 12th May 2014 to ask its views on the key issues facing the seafront.

The panel also gathered written evidence in the following ways:

- Using a website called Ning to gain the views of those with an interest in the seafront
- Sending out a questionnaire to all the seafront traders (also used for the drop-in event – 18 replies were collected)
- Emails from groups and individuals representing a wide of interests e.g. sporting clubs, conservation groups and traders
- Written statements e.g. Simon Kirby, MP and the Seafront Business Association

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