

<b>Subject:</b>	<b>Madeira Drive Regeneration Framework and Madeira Terraces</b>		
<b>Date of Meeting:</b>	<b>4 May 2017</b>		
<b>Report of:</b>	<b>Executive Director Economy for Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Katharine Pearce</b>	<b>Tel: 01273 292553</b>
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<b>Ward(s) affected:</b>	<b>Queens Park, East Brighton, Rottingdean Coastal</b>		

**FOR GENERAL RELEASE**

**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 In April 2016, the city council was successful in bidding for £50,000 from the Coastal Revival Fund to support the development of a Madeira Drive Regeneration Framework. Madeira Drive had been identified as a priority for regeneration in the development of the Seafront Investment Plan. The aim of the framework was to start to develop a strategic and comprehensive approach to the regeneration of the whole of Madeira Drive.
- 1.2 This report seeks approval of the draft Madeira Drive Regeneration Framework, attached as Appendix 1.
- 1.3 The report also provides an update on the 4 point plan for securing funding for the restoration and refurbishment of Madeira Terraces.

**2. RECOMMENDATIONS:**

- 2.1 That the Policy Resources & Growth Committee agrees the Madeira Drive Regeneration Framework, attached at Appendix 1.
- 2.2 That Policy, Resources & Growth Committee note that the framework will be used as the basis for further engagement with key stakeholders through a stakeholder group '*The Seafront Investment Team*', with further reports on the regeneration of Madeira Drive brought back to this Committee.
- 2.3 That the Policy Resources & Growth Committee note the 4-point plan for seeking funding for the restoration and refurbishment of the Madeira Terraces.

### 3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Brighton & Hove's seafront is going through a period of unprecedented development and renewal. Over £1 billion of investment is planned or underway along the 13km stretch from Shoreham Harbour to Saltdean. The Seafront Investment Plan 2016-21 was agreed by Policy Resources & Growth Committee in October 2016. As The Seafront Investment Plan notes, the seafront is the city's flagship destination for both visitors and residents and central to its economic vibrancy. This major investment programme will enhance and upgrade this essential leisure and entertainment resource.
- 3.2 The work to produce the Seafront Investment Plan and the Madeira Drive Regeneration Framework followed the recommendations of a Seafront Infrastructure Scrutiny Panel in 2015. A key recommendation of the Panel was the development of a Seafront Investment Plan to identify potential investment, delivery and wider resource solutions to meet the challenges of the ageing seafront infrastructure.
- 3.3 In April 2016, the city Council was successful in bidding for £50,000 from the Coastal Revival Fund to support the development of a Madeira Drive Regeneration Framework, with the aim of developing a strategic and comprehensive approach to the regeneration of the whole of the Madeira Drive, including Madeira Terraces and other regeneration projects such as Sea Lanes, Brighton Waterfront, and the Zip wire.

#### Madeira Drive

- 3.4 The 2km stretch encompassing Madeira Drive, Madeira Terraces and the surrounding seafront is a unique part of Brighton & Hove's seafront. However, the offering for visitors and residents alike is an often tired and inconsistent public realm and a section of seafront that is inadequately configured relative to the remainder of the city's famous seafront between the piers. Long overdue an update, the temporary closure of Madeira Terraces, in combination with the above, has resulted in a more urgent need for a strategic approach to the area which can offer a joined up approach to restoration of the terraces, improvement of the public realm and greater overall accessibility.
- 3.5 The draft Madeira Drive Regeneration Framework is attached as Appendix 1 and aims to begin this process.

The Framework covers the following study area:

- from north to south, the top of the East Cliff (where it becomes Marine Parade) to the shoreline, including Madeira Drive and the beach; and
- from west to east, the 2km stretch from Brighton Palace Pier to the Black Rock site.

The Regeneration Framework is the first step in identifying how this important area can be reconfigured and reinvigorated.

- 3.6 The Regeneration Framework does not propose specific solutions. These will require further reports and stakeholder engagement. The purpose of this

Regeneration Framework document is to set out some options as to how this important city space could begin to look and feel in the future and what are the key constraints holding it back. Taking account of the cultural, heritage and environmental context of the Madeira Drive area, a future vision will need to be:

- **Vibrant and innovative**, aiming to activate the space through a diverse range of indoor and outdoor uses that resonate with Brighton & Hove's visitor and creative economies.
- **Sensitive and consistent** with the unique heritage and culture of the surrounding area, and that takes account of stakeholder views in its development.
- **Affordable and deliverable**, recognising that public sector constraints mean that the solution will require increased commercial development and other self-funding solutions.

3.7 The Regeneration Framework proposes that future regeneration of Madeira Drive should seek to:

- **Address severance** along the seafront and improve access to and along Madeira Drive for visitors from across Brighton & Hove and its surrounding areas.
- **Transform the public realm** of Madeira Drive through introducing high-quality design, better lighting and wayfinding, improved visitor facilities and a greater focus on pedestrians and cyclists.
- **Redevelop and activate Madeira Terrace** by introducing a variety of leisure, retail, office and accommodation uses.
- **Develop an anchor tenant** for the area through the redevelopment of the Black Rock site as a major conference centre and arena facility.
- Encourage the development of a variety of **permanent and temporary uses along the beach** consistent with its role as a centre for sports and family-based activities.
- Reinforce Madeira Drive's role as Brighton & Hove's primary **outdoor events space** within the context of a renewed event strategy for the city as a whole.

3.8 Improving Madeira Drive will not be without cost, and it is most likely that any proposal or proposals will require careful phasing. Successfully regenerating Madeira Drive requires ongoing engagement from all of Brighton & Hove's diverse stakeholder community. Furthermore, at a time of ongoing public sector funding constraints, redeveloping Madeira Drive will require commercial and other external funding opportunities to be identified and leveraged. The Regeneration Framework provides some initial analysis of how the public sector interventions proposed along Madeira Drive could be funded and delivered.

#### Madeira Terraces

3.9 The condition of the Grade II Listed Madeira Terraces is one of the most challenging infrastructure issues currently facing the city council. Brighton &

Hove's seafront is a key economic driver and "shop window" for the city, and yet on-going maintenance of the structure is no longer possible as further sections are closed to the public to address safety concerns.

3.10 Madeira Terraces is unique in that the structure is nearly a kilometre long, with 151 separate arches. It is a set piece that is seen as a signature of Brighton, but one that has had no real function over the last 100 years other than to facilitate the act of promenading and viewing for events. Madeira Terraces has provided a perfect 'grandstand' for the regular events that take place in, or at the end of, Madeira Drive. They also provide a colourful and attractive backdrop for publicity shots and TV coverage, which in turn showcases the city nationally and internationally.

3.11 It is within this context that the 14 July 2016 Policy Resources & Growth Committee endorsed the stage 1 funding application to the Coastal Communities Fund, to seek funding to support future renovation of the Terraces from Round 4 of the Coastal Communities Fund. The bid to the CCF Round 4 therefore focused on using capital monies, if successful, to match fund with other sources, to address:

- (i) restoration, rebuild and some elements of replacement of a proportion of the Terraces to enable them to host new commercial uses such as business space, café/restaurants, or hotel apartments;
- (ii) wider restoration and repair of the remainder of the Terraces and the associated ramps, including exploration of creating greater permeability;
- (iii) potential extension of the Madeira Drive Shelter Hall through building on the middle tier (above the existing Concorde 2 Building).

3.12 In April 2017, the City Council was informed that the bid to the Coastal Communities Fund was unsuccessful. It is therefore proposed that a 4 point plan is followed to seek the necessary funding for the restoration of the Terraces to commence. The 4 point plan involves the following fund raising elements:

*Crowd-funding:*

The council is procuring a crowd-funding platform for a major project of this kind. The aim is to work with corporate sponsors, tourist organisations and local residents to make sure the right fundraising options are arranged. The crowdfunding campaign will be launched in early June 2017.

*Further bids for Government or Lottery funding:*

Starting with a bid to the Heritage Lottery's Enterprise Fund in June, the project team will continue to pursue all possible government funding streams. The Heritage Lottery Fund enterprise programme is for projects bringing economic growth by investing in heritage. Bids can be from £100,000 to £5m. The project team will also aim to respond to any new calls from The Coast to Capital LEP for bids to the Local Growth Fund.

*Harnessing local talent:*

The project team will put out a call to the private sector for proposals with funding solutions. The aim will be to issue a brochure to investors during June 2017. seeking their ideas, design skills and funding solutions to save the structure.

*Exploring uses for the area for now:*

The project team will explore possibilities for 'meanwhile' uses for Madeira Drive. Pop-up businesses could increase activity and support existing ventures such as the forthcoming zip-wire, opening later in the summer.

#### **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 The Madeira Drive Regeneration Framework has been drafted to consider future options for the regeneration of Madeira Drive as a guide for future investment.
- 4.2 The risks of doing nothing significant to the Madeira Terraces at this point in time are clear to see from the continuing deterioration of the structure. The opportunity is to create a vastly improved, vibrant and attractive seafront location that helps to maintain the visitor economy year round. The full risk and opportunities for the actual restoration project will be carefully managed as part of the final proposals which will be procured according to the council's procurement rules.

#### **5. COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 Madeira Drive and Madeira Terraces are the subject of considerable local interest. This study is not the first analysis that has been undertaken of the challenges and opportunities presented by this complex seafront area, neither is it intended as the last word on how this part of the city will develop. As with any regeneration programme, desirable outcomes will only be achieved through an iterative process involving engagement and debate, community involvement and investment from the business community.
- 5.2 In 2016, a *Seafront Investment Team* of key stakeholders was established to discuss Seafront Investment options. This group is currently being reconvened with a specific focus upon seeking investment solutions for Madeira Drive and Madeira Terraces.
- 5.3 The strategy for the restoration of Madeira Terraces has been discussed with Historic England prior to the submission of the Coastal Communities Fund bid in July 2016, and is judged to be in keeping with Historic England's view on the heritage features of the Madeira Terraces. To this end, a Statement of Significance has been produced that will seek to crystallize the views of Historic England and other key heritage organisations who have an interest in the Terraces, in order to help guide the restoration process.

#### **6. CONCLUSION**

- 6.1 Madeira Drive Regeneration Framework aims to encourage a strategic and comprehensive approach to the regeneration of the whole of Madeira Drive.

## 7. FINANCIAL & OTHER IMPLICATIONS:

### Financial Implications:

- 7.1 Madeira Drive and Madeira Terraces require significant investment to be restored and revitalised. The 4 point plan set out in paragraph 3.12 identifies fund raising streams to bring forward funding to achieve this. Each funding stream is likely to have financial and legal requirements/constraints and potentially require match funding from the council and therefore will need to be considered as the project moves forward. Any allocation of resources or financial commitments will need to be approved by this committee.

*Finance Officer Consulted: James Hengeveld*

*Date: 24/04/17*

### Legal Implications:

- 7.2 The report does not directly raise any legal implications. Legal issues will be considered as proposals are progressed.

*Lawyer Consulted: Alice Rowland*

*Date: 21/04/17*

### Equalities Implications:

- 7.3 Improving access to Madeira Drive as part of providing an accessible and connected seafront is a key consideration of the Madeira Drive Regeneration Framework and will be considered when future investment proposals are developed.

### Sustainability Implications:

- 7.4 Consideration will need to be given to how the Green Wall which occupies a significant section of the Madeira Terraces can be protected as the wider restoration proposal progresses. The wall is judged to be the longest green wall in the UK and was planted by the Victorians. It is estimated to contain over 90 different plant species. The council will work with ecologists with the appropriate skill set to explore the feasibility and implications of protecting the wall longer term.

### Any Other Significant Implications:

- 7.5 Madeira Terraces as part of the Seafront Infrastructure is an item on the Council's Strategic Risk Register.

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

Draft Madeira Drive Regeneration Framework

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

None.

### **Background Documents**

1. Report to Policy Resources & Growth Committee 13<sup>th</sup> October 2016 "Seafront Investment Plan 2016-2021"
2. Report to Policy Resources & Growth Committee 14<sup>th</sup> July 2016 – "Madeira Terraces – Coastal Communities Fund bid"
3. Report to Policy & Resources on 19th March 2015 – "Seafront Investment Programme – Governance Arrangements"
4. Report to Policy & Resources on 22nd January 2015 – "Response to the Seafront Infrastructure Panel Recommendations".
5. Report of the Overview and Scrutiny Panel on Seafront Infrastructure – October 2014

