

Subject: Royal Pavilion and Museums Future Plan
Date of Meeting: Thursday 15th November 2012
Report of: Interim Lead Cultural Services
Contact Officer: Name: Janita Bagshawe Tel: (29)2840
E-mail: Janita.bagshawe@brighton-hove.gov.uk
Key Decision: Yes/No
Wards Affected: All

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1. SUMMARY AND POLICY CONTEXT

- 1.1 This report sets out the strategic direction for the development of the Royal Pavilion and Museums (RPM) in the light of current economic, environmental and social challenges and the selection of RPM as a partner in Arts Council England's Major Grant Programme for museums (Renaissance). These drive the imperative to develop sustainable future plans for the RPM which maintain and develop the city's unique and invaluable portfolio of historic buildings and nationally significant collections. Through the future development outlined in this report the city council's RPM will continue to play a significant role in the city, and its assets will be maximised for social and public benefit.

Heritage provides the foundation of a confident, modern country, with a distinctive identity and character. We have only just begun to realise the enormous contribution heritage can make for citizens and communities throughout the UK. (Heritage Lottery Fund strategic plan 2008-13)

2. RECOMMENDATIONS

- 2.1 To note the intention of RPM to work with Brighton Dome Festival Ltd (BDFL) on a feasibility study to inform the development of a master plan for the Royal Pavilion Estate.
- 2.2 To note the feasibility study in relation to the Court House and the development work on the natural history and archaeology collections
- 2.3 Agree the refocusing of Preston Manor and the trial change to Saturday openings to enable weddings to be piloted at the Manor and request officers to bring a report back to Committee in autumn 2014.
- 2.4 To note the joint working with Brighton Dome Festival Ltd necessitates a formal partnership agreement and [delegate authority](#) to the Head of Service to

develop and complete the proposed Partnership Agreement with Brighton and Dome Festival Limited (BDFL) based on the principles as set out in this report.

- 2.5 Note the role of the Royal Pavilion and Museums' Foundation in supporting the forward plan and the development of an economically sustainable business model.
- 2.6 To note the forward plan for programming and work for 2012-15.
- 2.7 To request that officers bring regular updates on the development work outlined in the report to this Committee.

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

- 3.1 BHCC's RPM is one of the largest museum organisations in the south east. It is responsible for the city council's historic buildings open to the public and nationally and internationally significant collections. These historic sites, the quality of the collections, exhibitions, learning and community engagement programmes resulted in 690,000 visits in 2011-12, This was an increase of 10% on 2010-11 which in turn was a 9% rise on the previous year. The Royal Pavilion and Brighton Museum contributed c £46m to the visitor economy in 2010-11.
- 3.2 The RPM generates £3.9m in earned income and receives and over £1m annually in support from grants and trusts.
- 3.3 The RPM was selected as one of only sixteen organisations across England to become a partner in the Arts Council England's (ACE) major grants programmes for museums. The work that this will fund is outlined in the Forward Plan attached in appendix 2. ACE said of the RPM's application "*The application represents a highly imaginative and innovative response to the Arts Council's goals. Rooted firmly in confidence of the range and recognised significance of its collections as its core asset, the service presents a well evidenced and inspirational application to build on current practice and achieve excellence over the next three years.*"
- 3.4 As a partner in the ACE programme, the RPM is now represented on the National Museums Directors Conference, a body which works to inform and shape national policy and agendas for the sector.
- 3.5 Other recent successes include:
 - Selection for the Cultural Olympiad programme Stories of the World, which resulted in the new gallery World Stories: Young Voices created by working with 240 young people;
 - Great War between the lines (Interreg Iva 2 Seas programme) - 14 partners from France, Belgium and the UK are working in partnership to share knowledge, materials and marketing to enhance the social and

cultural legacy of World War 1;

- Out of the blue - Woad : heritage and creativity (Interreg Iva Channel programme) which will make best use of and share expertise and experience of the nine partners, to bring local heritage and art collections to the fore;
- Other achievements are summarised in the Forward Plan attached (see appendix 2 pages 7-8).

3.6 It is essential that the RPM continues to develop and improve its work to ensure that its assets are maximised for public benefit. It is particularly important that the RPM responds to current challenges - economic, environmental and social - and national policies and strategies for museums (see appendix 1). It will do this through focussing on:

- Continuing to develop programming and services to remain relevant to 21st century audiences and maximising the public benefits of collections to support delivery of local strategic priorities;
- Developing the historic sites so that they can play to their strengths and open up new opportunities for programming and services;
- Developing a sustainable business model which will enable the service to thrive.

3.7 **RPM sites potential future developments**

The Royal Pavilion Estate - world class heritage, arts and culture

3.7.1 The Royal Pavilion Estate is unique. No other city in the UK has in one location a restored former royal palace, three major performance venues (housed in former royal stables) and a major museum situated in an historic Regency garden. These sites already play a significant role in the city supporting the visitor economy, providing highly regarded heritage, arts and cultural activity, for residents, which is of national and international standing. However there is more that can be done and achieved and this requires improvements to be made and challenges to be overcome. Developments to the Royal Pavilion Estate could have a transformational impact on the city centre and the cultural quarter. The Heritage Lottery Fund vision for heritage (para1) could be realised and the Royal Pavilion Estate be celebrated as a significant international cultural landmark.

3.7.2 The Royal Pavilion is critical to the overall financial model for the RPM. The income generated through the Royal Pavilion supports both the running of the Royal Pavilion and the other sites. In addition to the city wide reasons for making improvements to the Royal Pavilion Estate, these are also essential to attracting business in a highly competitive market. The issues and challenges which need to be addressed include:

- How to maintain the historic gardens as somewhere special, to be respected and used as a space for events for residents and tourists which enhance and fit with the cultural and heritage offer of the buildings on the Estate. The gardens currently suffer from high levels of anti-social behaviour and littering. Some consider the gardens unsafe at night and all special events and installations require additional overnight security to prevent vandalism e.g. the Ice Rink. The entrance points and the boundaries to the gardens are tired and unwelcoming. There is no sense of arrival to this internationally significant historic estate and its interface with the cultural quarter is unclear.
- Long term sustainability of the buildings – e.g. need for energy consumption reduction. (The heating supply for the RP is from the energy centre at the New Road end of the garden)
- Poor visitor facilities, lack of cloakroom, lack of group visitor arrival facilities e.g. bag and buggy deposits and ticketing, inadequate lavatories in the Royal Pavilion. Whilst improvements to the entrance hall are currently being made these will not overcome all of the problems. (Unlike most historic houses the RP does not have out-houses in its grounds to convert to provide these facilities)
- Lack of access to the upper floor galleries and tea room for wheel chair users
- Lack of dedicated learning facilities
- Inadequate conservation and technical workshops
- The ongoing restoration and presentation of the historic interiors in the Royal Pavilion e.g. Saloon.

3.7.3 Our colleagues at BDFL also face similar challenges. These include:

- The need to significantly increase levels of self-generated income to ensure the long-term care and maintenance of Brighton Dome in its capacity as a Grade 1 listed building with significant architectural and performance heritage.
- The relationship of Brighton Dome, Corn Exchange and Studio Theatre to the gardens and their historic setting - from which they are currently set apart by hedges screening the area where parking is allowed for vehicles servicing the buildings.
- The need to encourage audiences and visitors to actively engage with the buildings both during the day and in the evenings.
- The need to improve investment in high-quality, world class artistic product within both Brighton Dome and the annual Brighton Festival.

- The need to secure dedicated learning, participation and creation spaces to engage much more widely with all communities.
- The need to overcome poor artists' working conditions, limited Disability Discrimination Act and sustainability compliance, labour-intensive processes and to improve building access and connectivity.

3.7.4 BDFL is already well advanced with appraising capital development proposals for its venues and as mentioned above has identified challenges which are shared with RPM. Informal discussions have been held with English Heritage and the Heritage Lottery Fund (HLF), and it is proposed that a feasibility study into a costed master plan for the Estate and Royal Pavilion be drawn up which provides potential solutions to these shared challenges. This plan would then be able to inform bids for external funding, such as HLF.

3.7.5 Visitors perceive Brighton Museum and Art Gallery as the city's museum and art gallery. Many of the collections are nationally significant and can be used to tell histories which show the city's part in national and international history and development. There is the opportunity to make the upper floor display spaces flexible to sit along side the temporary exhibition galleries so that the whole of the upper floor could house a major temporary exhibition, should it be required. Working towards this in the spring of 2013 the refurbishment of one of the upper floor galleries to allow for flexible display space will be completed. In 2014 the current Brighton History Centre will provide much needed additional display/interpretation space and the service will be seeking external funding to achieve this.

3.7.6 There are also opportunities to provide new display space for collections in the Court House opposite Brighton Museum. An externally funded feasibility study (Renaissance £25,000) is examining how the Court House (currently offices and lecture room) office space could be converted to museum exhibition and interpretation space and the RPM is developing a brief for displays which could draw on the significant archaeology collections in combination with some of the natural history collections many of which are currently not displayed to bring a new dimension to the offer in the city centre. These collections have an appeal to new audiences who would be drawn to museums by scientific and environmental interests.

3.7.7 The feasibility study for the Court House will take into account how future displays in the city centre will relate and complement those at the Booth and consider the type of programming suited to each site and its location.

Hove Museum and Art Gallery

3.7.8 Hove Museum is an important part of the RP&M offer; its recent refocusing on family audiences has led to increase usage and strong engagement with families and schools with visitor admissions rising from 35,000 in 2008-09 to 50,000 in 2011-12. It is the intention to continue to build on its success with family friendly programming.

Preston Manor

3.7.9 The Manor is mostly promoted as an ‘historic house tourist attraction’ open in the summer Tuesday- Saturday 10-5 and Sunday 2-5 from April- September. It is open for groups by appointment only the rest of the year or for special events. This however this does not draw any significant number of visitors. However Preston Manor has been successful for over twenty years in attracting schools and more recently is having success with special events e.g. ghost tours aimed at local audiences. It has also staged craft installations which have had some success at attracting local audiences at the weekends- they have had little impact on weekday numbers.

3.7.10 Recent initiatives at The Manor suggest that it has the potential to develop :

- **Events:** specifically theatre-style performance strong new/updated themes: Victorian ghosts, country house murder mystery, Great War, Victoriana-quirky-English eccentric.
- **Weddings and Ceremonies:** The potential for using the Manor to generate income was included in the 2012-14 budget strategy. Work on this has commenced and the licensing of the Manor for weddings and civil partnerships will be in place by early 2013.
- **Volunteer programmes:** creating opportunities for younger and older age groups within the house e.g. room explainers as at National Trust properties, volunteer costumed living history interpretation & working with facsimile costume collection e.g. with Brighton Youth Theatre
- **Community links:** strengthening Preston Manor’s role in the Preston & Patcham community through building on links with the Churches Conservation Trust volunteers at St. Peters (Preston) e.g. linked event programme and Friends of Preston Park e.g. continue to be a part of PrestFest.
- **Temporary exhibitions/shows:** building on the craft installations which took place at Preston Manor in 2009 and 2010

3.7.11 Weddings can only take place at Preston Manor if closed to the general public as key show rooms will need to be used. Current usage of Preston Manor is shown below.

Visits 2011/12	Individual	schools	groups	events	total
Monday *	0	1,393	28	101	1,522
Tuesday	513	1,816	387	0	2,714
Wednesday	444	2,113	165	38	2,760
Thursday	467	1,842	183	74	2,566

Friday	436	1,813	287	202	2,783
Saturday	1,060**	0	92	223	1,375
Sunday	431	0	0	0	451
Totals	3,351	8,977	1,162	637	14,126

* Closed to the public in summer

**This includes 453 free visits for two promotional events – Prest Fest and a membership event for The Royal Pavilion and Museums Foundation.

3.7.12 Saturday is the most popular day for weddings/civil partnerships and therefore to enable the piloting of this at Preston Manor it is proposed that it closes to the public on Saturdays for a trial period from April 2013 - September 2014. Weddings/civil partnerships will also be able to take place in the winter months when the Manor is already closed to the general public but is available for pre-booked events and functions. Winter availability will increase the capacity for income generation at Preston Manor. During 2013-14 the RPM will assess the potential for introducing this service on a permanent basis. It is recommended a paper be brought back to Committee to report on the outcomes of the trial period.

3.7.13 The events which are currently run at the Manor on Saturdays will continue to be programmed as now for example PrestFest. However on these days the Manor will not be available for wedding/civil partnership ceremonies.

3.7.14 The average number of visits, excluding those attending promotions, groups and events on a Saturday during April-September is 23 over 7 opening hours. Whilst on Sunday the average is 16.5 over 3 opening hours.

3.7.15 The income generated from admissions on Saturdays in the summer months in 2011-12 was £2,720 and in 2012-13 was £1,780. The cost of hiring the Manor for 2013-14 for a wedding/civil partnership ceremony as agreed by this Committee on 20 September 2012 was £500.

Stored Collections

3.7.16 The Keep will provide a state of the art resource centre for archives and associated local history material. However the issue of finding a long-term solution to the majority of the city's museum collections remains. These are currently stored in a number of locations to which access is inadequate. This means that the public benefits to be derived from stored collections are under realised. Once the move of some of the collections to the Keep is complete, the RPM will draw up options for future storage solutions for the collections.

3.8 Sustainable business model

3.8.1 The improvements and changes outlined above provide a strategic direction for the future development of the sites which will enable the delivery of city

priorities, social and educational outcomes and the continued role of the service in supporting the visitor economy.

- 3.8.2 In order to deliver these and to continue to deliver current programming and services the RPM is working on developing both its income generation and external fundraising capacity.
- 3.8.3 Grants and trust funding is vital and the RPM's success in securing ACE's Major Grant's programme for three years (see para 3.2 above) is supporting a range of the RPM's work including:
- Digital developments
 - Fundraising
 - Market & commercial resilience
 - Learning & community engagement
 - Collaborative contemporary exhibitions and programming
 - Apprenticeships
 - Regional sector leadership (for which RPM is the lead organisation for south-east museum development.)

More details on these programmes and others can be seen in the forward plan in appendix 2 which has been produced as a condition of ACE funding.

- 3.8.4 RPM is working jointly with BDFL in a number of areas relating to economic sustainability. These include commercial improvements in catering (as per the report to the Culture Recreation & Tourism Cabinet Member Meeting 7th February 2012); corporate and conference hires across the estate; business marketing and fundraising. In relation to the latter, BDFL and RPM were successful in a joint bid to the Arts Council England to support development of the fundraising infrastructure of the two organisations.
- 3.8.5 To make joint working of two separate legal entities possible, it necessitates the drawing up of a formal partnership agreement. Such an agreement is currently being worked on in relation to catering. This agreement could also provide scope for future collaboration in different areas of interest, such as those mentioned in 3.8.4 if beneficial for the Council and its residents.
- 3.8.6 The Royal Pavilion and Museums Foundation (formerly the Friends of the Royal Pavilion, Art Gallery and Museums a charitable trust established in 1973 to support the RPM) has had a significant role in attracting funds from trusts and foundations for which local authorities are not eligible. In the last few years the charity has rebranded, refreshed its trust deed and new trustees have joined its board. The Foundation's work at present is focussed on:
- Supporting improvements to the Royal Pavilion Estate and has agreed £25k towards the feasibility study (see 3.7.4).

- Developing a business case to support the staffing and resource infrastructure required to run effective fundraising.
- Establishing an endowment which will in the future help finance the ongoing conservation and restoration of the RPM sites.

4. CONSULTATION

- 4.1 Programming is informed by continuous evaluation and research with audiences. Many programmes and new initiatives are co-produced with different community groups for example the World Stories Young Voices gallery was the result of work with over 200 young people from different groups.
- 4.2 Developments and improvements outlined in paragraph 3 will be informed by consultation and community engagement projects.

5. FINANCIAL & OTHER IMPLICATIONS

5.1 Financial Implications

The gross expenditure budget for 2012/13 is £7.158m funded by £5.211m income and a net Council budget of £1.947m. The Council funding represents a contribution of approximately 27%.

The income funding is mainly from fees and charges and the Renaissance grant. The table below shows that whilst the net cost to the Council has reduced over the last 3 years, both the gross expenditure and the income generated to offset those costs have increased enabling continued delivery of services and improved value for money.

RP&M Budgets	2010/11		2011/12		2012/13	
	£'k	%	£'k	%	£'k	%
GROSS EXPENDITURE	6,747	100%	6,761	100%	7,158	100%
Grants, and contributions	-1,229	-18%	-1,259	-19%	-1,296	-18%
Customer and Client Receipts	-3,194	-47%	-3,343	-49%	-3,915	-55%
GROSS INCOME	-4,424	-66%	-4,602	-68%	-5,211	-73%
BHCC NET BUDGET	2,323	34%	2,159	32%	1,947	27%

The three year Renaissance grant funding from ACE has been confirmed at £1.258m for 2012/13 and is expected to be approximately £790k for 2013/14 and £780k 2014/15. It is anticipated that there will be further funding from ACE from 2015 onwards, which will be through a competitive bidding process. In addition, £320k funding from the Interreg IVa programme has been secured over 3 years until 2014/15 (of which £16k relates to 2012/13) as well as Income from admissions at the Royal Pavilion has increased substantially due mainly to increased admission numbers and the cultural VAT exemption.

In addition to the core Council funding, joint working with the BDFL is providing opportunities for joint initiatives for improved income generation and economies of scale. The Royal Pavilion and Museums Foundation (registered charity) is supporting the fundraising infrastructure and the additional resources for developments in the Royal Pavilion and Museum services.

The costs of both feasibility studies included in the recommendations of this report will be funded from either existing resources or external funding sources. The financial implications of any specific proposals will be reported to a future Committee and built into medium term financial plans.

The income achieved for Preston Manor in 2011/12 was £66k and it is anticipated the proposals will generate additional income and contribute to the achievement of the current savings target of £10k in 2012/13 (Full year effect £30k).

The cost of developing the Partnership Agreement is mainly Officer time and will be met from existing resources. This is expected to deliver future opportunities for joint initiatives.

Funding for majority of the 2012/15 activities within the Forward Plan in appendix 2 has largely been secured through Renaissance and EU funding. Funding for future years activities will be dependent on continuing to generate significant income streams in order to deliver a sustainable service and will need to be taken into account in future budget strategies.”

Finance Officer Consulted: Michelle Herrington

Date: 01/11/12

5.2 Legal Implications

There are no adverse legal implications arising from the report, which reflects continued partnership working with BDFL.

Lawyer consulted: Bob Bruce

Date: 12/10/12

5.3 Equalities Implications

Improvements outlined in para 3 are underpinned by the priority to provide equal access to heritage, arts and cultural opportunities and support work related to social sustainability.

5.4 Sustainability Implications

The developments aim to tackle issues of environmental sustainability of the historic sites. Displays drawing on the natural history collections will explore and debate environmental issues.

5.5 Crime & Disorder Implications

The feasibility study for the Royal Pavilion Estate will explore options to overcome issues relating to anti-social behaviour in the gardens.

5.6 Risk & Opportunity Management Implications

Failure to address issues in paras 3.7.1-3.7.15 may impact on the RPM's ability to provide a service which delivers for the city. It will lose its standing as a nationally important organisation and it will impact on its ability to generate income and external funds.

5.7 Corporate / Citywide Implications

The Royal Pavilion & Museums play a vital role in the cultural, learning and economic life of the city, and its visitor offer. Ongoing sustainable improvements are essential to enable the RPM to have a future which will allow its public benefits to be maximised.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S)

- 6.1 The option to do nothing would put the service at risk and lead to its potential being unrealised.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 Recommendations are made on the basis of a need to secure a sustainable future for the Royal Pavilion and Museums. Museums need to remain relevant to society; they need to continually respond to changes in visiting trends, resident needs and city priorities. If the RPM doesn't respond to these it will not maintain its current national standing and it will put at risk its ability to attract external funding and generate income in turn risking the city's assets.

SUPPORTING DOCUMENTATION

Appendices:

1. National policies and initiatives relating to museums
2. Museums Forward Plan 2012-15

Appendix 1

Culture, Knowledge and understanding Great Museums and Libraries for Everyone (Arts Council England 2011)

When ACE assumed responsibilities for Museums and Libraries in October 2011 it published a companion strategic framework to its framework for the arts which set out to shape its priorities and funding programmes for 2012-15 for museums through a vision supported by five goals

A museums sector that is delivering inspiring public programmes using high quality collections to reach more and more people, especially children and young people. The sector is innovation; it shares best practice and is embedded in communities and responsive to audience needs. It is made up of strong, sustainable organizations with a highly skilled and diverse workforce; it is excellently led.

- excellence is thriving and celebrated in museums
- more people experience and are inspired by museums
- museums are sustainable, resilient and innovative
- leadership and workforce in museums are diverse and highly skilled
- every child and young person has the opportunity to experience the richness and inspiration of museums

Collections for the Future (Report by the Museums Association, 2005)

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

The Happy Museum – reimagining museums for a changing world 2011 (New Economics Foundation) which set out the proposition that museums are well placed to play a part in creating a more sustainable future, through the experience they provide to their visitors and way they relate to collections and to raising the debate on the pressing issues facing society.

Museums 2020

The Museums Association has launched an initiative to create a bold vision for UK museums focusing on the impact museums could have on individuals, communities and society by 2020. This will be developed over 2012 and through it the sector will be helped to think afresh about how museums and collections can achieve their full potential for society.