

Subject: Future Developments: Royal Pavilion Estate
Date of Meeting: 20th June 2013
Report of: Assistant Chief Executive
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Wards Affected: All

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1. SUMMARY AND POLICY CONTEXT

The Royal Pavilion and Museums Service is increasingly working closely in partnership with the Brighton Dome and Festival on areas of joint interest. Shared catering arrangements have already been established and a number of small scale marketing and fundraising initiatives successfully undertaken. Building on this success, the partnership working is now extending to the development of a shared masterplan for the entire estate and some more significant joint fundraising work. Whilst there are sufficient separate governance arrangements in place to cover all potential plans, there is now the need to create sufficient shared governance arrangements to cover the scope of the joint work moving forward.

This report is seeking the necessary permissions to put those arrangements in place and to take forward joint development and fundraising work.

2. RECOMMENDATIONS

- 2.1 To note the feasibility study to address challenges across the Royal Pavilion Estate.
- 2.2 To agree the submission of a stage 1 bid by the City Council to the Heritage Lottery Fund for improvements to the Royal Pavilion Estate in November 2013.
- 2.3 To delegate permission to the Assistant Chief Executive to agree the details of a Memorandum of Understanding between BHCC and Brighton Dome and Brighton Festival covering the scope of the joint work.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS

- 3.1 A report titled The Royal Pavilion and Museums' Future Plans was endorsed at this Committee in November 2012. It informed Members of Royal Pavilion and Museums' plans to work with Brighton Dome and Brighton Festival Ltd (BDFL) on the commissioning of a feasibility study to take forward the first stage of the

development of a master plan for the entire Royal Pavilion Estate. It also highlighted the need for a more formal partnership agreement between Royal Pavilion and Museums (RPM) and BDFL at some future point.

- 3.2 The feasibility study is the start of creating a shared ambition for the Royal Pavilion Estate as an international cultural landmark providing significant heritage, arts and cultural offer for residents and tourists. It draws on the city's outstanding collections and heritage assets and the performing arts programmes of the Dome/ Festival to create something greater than the sum of its parts. It also seeks to find solutions for shared challenges faced by the two organisations in the ongoing running and management of the estate.
- 3.3 In January 2013, as a result of a successful application, Brighton Dome and Festival received development funds from Arts Council England to develop capital plans for the Dome buildings to RIBA stage B. This work overlaps and feeds into the master planning work being undertaken jointly. A full bid will be made in June 2014.
- 3.4 In March 2013 following a competitive tendering process Feilden, Clegg, Bradley Studios were commissioned jointly to undertake the feasibility work and develop options to inform both the master plan and a stage one submission to Heritage Lottery Fund (HLF) to be led by RPM. The commissioning of the Feilden Clegg Bradley work has been supported by the Royal Pavilion and Museums Foundation (the independent charitable fundraising arm of RPM). The initial feasibility study will be complete by the end of June 2013.
- 3.5 The opportunities that the feasibility study will consider include:
 - ◆ Recreating the Royal Pavilion Estate (RPE) as a world class heritage site – integrating the Royal Pavilion, Brighton Dome and Corn Exchange with their historic setting and as the world class centrepiece for excellence in the City's Cultural Quarter.
 - ◆ Revitalisation of the Royal Pavilion Garden to an enhanced standard appropriate to its origin as a carefully designed, peaceful, sustainable and secure setting for the royal palace.
 - ◆ Providing an impressive arrival/orientation to the RPE and improving tired and unwelcoming presentation and entrance points to the RPE/boundaries of the Garden.
 - ◆ Long term sustainability of these historic listed buildings and associated sustainability in all aspects of maintenance; energy; water management; drainage; waste management; materials used; climate mitigation and climate proofing; sustainable greening and landscaping.
 - ◆ Engaging interpretation of the RPE's history.
 - ◆ Linking day and night time offers to maximise visitor dwell time and spend in the RPE.

- ◆ Reconnection of the Dome and Corn Exchange into their historic setting through addressing issue to allow vehicles to load and unload safely and in a non-intrusive manner.

3.6 Bids to the Heritage Lottery Fund take a two stage process and the stage one submission requires designs to be worked up to RIBA stage B. It is anticipated that the grant to be requested from HLF will be for between £12-15m, although it is only once the feasibility study is complete there will be greater cost certainty. The application will be submitted in November 2013 with decisions made in April 2014. If successful at stage one, HLF would fund the development phase of the application which would take between 12-18 months. A stage two application would be submitted in 2015 and if successful work would commence in 2016.

In addition to the major bids for capital funds both to Arts Council England and Heritage Lottery Fund, it is anticipated that funding for the capital developments will be raised from grants, trusts, individual donors and sponsors. To achieve this, a joint strategy for fundraising is being developed by BD&BF and RPM.

3.7 As the joint works develops in scale and impact, it is proposed that BD&BF and BHCC's RPM enter a Memorandum of Understanding to take the project forward during the feasibility stage and to enable the city council to submit the HLF grant application for the developments for the Royal Pavilion Estate. The Memorandum of Understanding covers the scope of the areas of joint working and outlined the necessary processes for different eventualities. Delegated permission to enter into this agreement once finalised is being sought at this committee.

3.8 Should the large scale fundraising be successful and the project move into capital works, there will need to be further proposals around special governance arrangements to cover those. The application to Heritage Lottery Fund will need to include outline proposals for such arrangements and they are referred to in the Memorandum of Understanding. Permission to establish these would be brought back to this Committee separately.

4. CONSULTATION

4.1 There has been ongoing consultation on the development of this strategy and joint working with Members, officers and at all levels in both organisations. Going forward, specific consultation will inform the application to HLF. A consultation strategy for this has been drafted and an extract is attached in Appendix 1.

5. FINANCIAL & OTHER IMPLICATIONS

5.1 Financial Implications

The development of the feasibility study for the Royal Pavilion Estate will involve combined costs to the Royal Pavilion & Museums, the Royal Pavilion and Museums Foundation and Brighton Dome and Brighton Festival Ltd of up to

£165,000, for which funding has been identified, together with the investment of staff resources with the potential that these costs could be abortive.

As explained in paragraph 3.3 BD&BF have been successful in their bid to the Arts Council and have secured an award of £198,973 to develop plans to RIBA Stage D (and ACE Stage 2) against a potential award of £5.8 million.

The feasibility study designs will inform the bid to the Heritage Lottery Fund which operates through a two stage process. The stage one submission requires designs to be worked up to RIBA Stage B. It is anticipated that the grant to be requested from HLF will be for between £12-15 million.

The Royal Pavilion and Museums Foundation is supporting the funding of the feasibility study and will have an important role in raising funds from trusts and private donors. The Foundation is the charity which supports the Royal Pavilion and Museums.

The costs to the Council for the development of the project up to RIBA stage B are being met by Royal Pavilion restricted funds.

Policy & Resources Committee approval will be required before the next stage of submission and further commitment of Council funds.

The Memorandum of Understanding that is being developed will set out the governance, financial, and procurement arrangements between the parties during the implementation of the masterplan and other co-working opportunities to maximise opportunities and share risks.

Finance Officer Consulted: Michelle Herrington

Date: 06/06/13

5.2 Legal Implications

The Memorandum of Understanding will lay out core principles to inform future co-working and negotiation of binding contracts between the council and Brighton Dome & Festival Limited. It will not have any legally binding obligations for the council to make any capital outlay. It will form a detailed “agreement to agree” which will be twinned with an obligation on the parties to negotiate further contracts in good faith. A Policy & Resources report in respect of future funding will be necessary at the appropriate time.

Lawyer consulted: Oliver Asha

Date: 21/0513

5.3 Equalities Implications

Improvements to the Estate 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.

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 and challenges facing the Estate may impact on the RPM's and BD&BF's ability to provide a service which delivers for the city and their ability to generate income and external funds. The opportunities arising from the joint work are of local, national and international significance.

5.7 Corporate / Citywide Implications

The Royal Pavilion & Museums and Brighton Dome and Brighton Festival 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 The proposals to move forward with joint work between RPM and BDFL are in response to success to date and are welcomed by external funders. There is a risk in each major organisation seeking to develop and to fundraise separately in that they will be going for some of the same sources. The prospect of major fundraising being successful when these two organisations work jointly is greatly increased. The issues in the management of the estate are best shared, as the impacts are shared.

SUPPORTING DOCUMENTATION

Appendices:

Appendix 1 Consultation Strategy excerpt

Appendix 1

Consultation Strategy

Stakeholder Consultation – Setting the Scene

Rationale

This plan is separate to, however links to the work carried out in 2011, 2012, and early 2013 by Brighton Dome with its key stakeholders, to obtain feedback about the extent to which Brighton Dome buildings in their current state deliver effectively for a wide range of users and their needs.

This plan covers stakeholder consultation activity for the period May – November 2013, in order to inform and meet HLF Stage I application requirements and submission deadline. The plan and is divided into the following phases or areas of consultation focus:

1. The first area of consultation focus will take place over late spring/summer 2013, targeted at updating existing baseline research about understandings/perceptions and experience of the Royal Pavilion Estate, its role as a whole, and that of its constituent parts (Dome, Museum and Royal Pavilion). This research will involve those visiting all areas of the site, including the gardens; both users of the site, and those simply using it as a thoroughfare.
2. Running concurrently with this ‘baseline’ visitor research in late spring/summer 2013, will be a focus on more in-depth research

with specific RP&M user groups. This work, like that undertaken previously for the Dome, will focus on understanding ways in which the RP&M buildings might better meet the needs of current users.

3. The second phase, running from June 2013 (when the Masterplan Feasibility Study is agreed by RP&M & BD&BF) to October 2013 has four areas of focus, with the following aims:
 - a. to engage the wider community as new stakeholders - i.e. those who are not specific or current users of the site, but who may be affected by changes to the site, and have the capacity to be influential in shaping both public opinion and city planning decisions;
 - b. to maintain momentum by providing updated designs, plans and ideas to stakeholders previously consulted (both BD&BF and RPM);
 - c. to consolidate understanding which illustrates the need for a new vision and Masterplan for the Royal Pavilion Estate (Dome, Pavilion, Museum and Gardens); and
 - d. to engage potential donors and funders of the project.

The cross-organisation consultation will provide necessary information for the HLF Masterplan application to be submitted in November 2013, and will also be useful in advance of BHCC/English Heritage planning and ACE Stage II application submissions in 2014.

Both phases and all areas of consultation are about engaging stakeholders and sustaining constructive internal and external

relationships over time. It is not about a single conversation but a series of opportunities to create understanding about a potential new Royal Pavilion Estate Masterplan among those it will likely affect or interest, and to learn how internal and external parties view the project and its attendant risks, impacts, and opportunities.

Stakeholder feedback will help to improve project options, design and outcomes and will help RP&M and BD&BF to identify and control external risks. It is also valuable for securing successful future collaboration and partnerships.

Aims of Stakeholder Consultation

The overriding aim for Phase 1 of stakeholder engagement is to elicit sufficient information around need / demand / design / regarding the proposed Masterplan development to fulfil the requirements of the HLF Masterplan feasibility study to allow RP&M and BD&BF to:

- Make an informed decision on the feasibility of its joined estate capital development
- Submit a robust HLF Application which provides comprehensive evidence of community consultation
- In the future, use the information to feed into both BHCC Planning application and Stage II ACE Application.

The aim of Phase 2 is:

- Maintain momentum and communication by continuing to engage key stakeholders with Masterplan concepts;
- Commence engagement with new stakeholders relevant to both RP&M and not covered in previous consultation by BD&BF (i.e. non users, funders and donors);
- Prepare the ground for an anticipated Stage 2 development phase;
- Prepare information helpful to BHCC planning application

Objectives for stakeholder consultation

- Provide stakeholders with accurate, consistent and accessible information regarding the RPE Masterplan development (via a communications plan and all consultation activities)
- Use a range of appropriate methodologies to seek feedback from stakeholders on their needs and key issues in relation to the proposals and emerging design options.
- Use a range of consultation methodologies (face-to-face surveys, interviews, group meetings, online surveys, literature review, existing data & update of existing data) to ensure all relevant stakeholders have the opportunity to be involved in the consultation process to an appropriate level.
- Demonstrate to stakeholders a commitment to developing and maintaining transparent and open channels of communication.

- Develop a range of communications tools which will explain plans to all stakeholders, including potential funders and donors

Methodology



It is essential for the HLF application that we ensure the key stakeholder groups have been clearly defined in the Engagement Plan in Section 3.

We need to be as specific as possible with regard to agreeing who is involved, their key areas of interest and level of interest/influence in the proposal and the methods that we will use to consult.

The Desired Outcomes

1. Agreement on purpose and direction of Masterplan
2. Early identification of potential issues, conflicts and benefits
3. Identify level of support /buy-in or resistance
4. Identify need for proposed development
5. Identify physical requirements for buildings across the site
6. Identify interesting input ideas for the design
7. Identify key input to business case
8. Identify potential for key partnerships
9. Identify wider cultural quarter, and Brighton City elements
10. Internal and External support and goodwill fostered for the development – in particular local community ‘buy-in’

Scoping

The consultation plan has been designed after considering the following:

Purpose

- The strategic reasons for consulting with certain stakeholders at this particular phase of the project

Requirements

- The funders’ requirements that need to be met

Stakeholders

- The key stakeholder groups that need to be consulted during this phase of the project

- The likely issues and interests that they will wish to discuss
- The specific individuals who should be targeted from groups/ organisations identified
- Opportunities for grouping organisations or individuals together

Scoping of priority issues

- Any high risk groups or issues requiring special attention at this stage
- Any topics that are particularly sensitive or controversial
- The level of input required
- **To be finalised after discussions with key personnel from RP&M and BD&BF (May 2013)**

Techniques

- The techniques and methods that will be most effective in communicating with the different stakeholder groups taking into account timescale, style and timing of engagement
- **To be finalised after discussions with key personnel from RP&M and BD&BF (May 2013)**

Consultation methods

Providing information

A communication strategy to be drawn up in consultation with BD& BF and RP&M will be particularly important throughout the engagement process to get people interested, keep them informed of developments and feedback to them how their input has been of value. It is also vital in providing consistent messages, managing sensitivities, and important in aligning with the fundraising strategy.

Who will be involved in carrying out the consultation?

A number of parties will be involved in different parts and phases of the consulting including:

- RPE Masterplan Project Team: BD&BF CE, Deputy CE, Head of RP&M, Project Steering Group members, and others named in engagement grid on page 9
- Perfect Moment – John Lancaster
- Feilden Clegg Bradley – architects
- More Partnership – re fundraising

Consultation tools and methods

A combination of the following will be used:

- maximising use of existing data
- partnering any current/planned Council activity within the Brighton & Hove community
- surveys
- participatory workshops
- focus groups
- semi-structured interviews
- open and invitation-only meetings

“Ground rules” will also be set to establish a clear ethical framework in which the engagement process will take place (e.g. informed consent, non-attribution or confidentiality).

Consultation Risks

We have identified the following potential risks with the Masterplan consultation:

- **Relationships.** A poorly run process could damage relationships and undermine confidence
- **Resources.** Both phases of consultation are subject to budget and timescale constraints, with two key months in the timeline falling over the summer period when many people are away from the city, and only part-time resource available to lead consultation process.

- **Timely information/detail.** A key decision will need to be made after June 2013 when we begin 'going back' to stakeholders, to evidence that we have listened to their needs and how the buildings/entire site could deliver on these: the question is, what we are going to show them in terms of plans and ideas? Stage C or D Dome plans, or Stage B Masterplan ideas?
- **Failure to deliver on promised outcomes.** Even where the desired outcomes seem clearly defined from the start unrealistic expectations may be raised and trust lost
- **Limited time to ensure buy-in from all stakeholders.** This risk is particularly pertinent when it comes to which design ideas/responses to consultation we will have ready to show, and whether there is sufficient time in the process before the November HLF deadline.
- **Mission or Consultation 'creep'.** For example, trying to consult with too wide a range of people within the time frame and resource level.