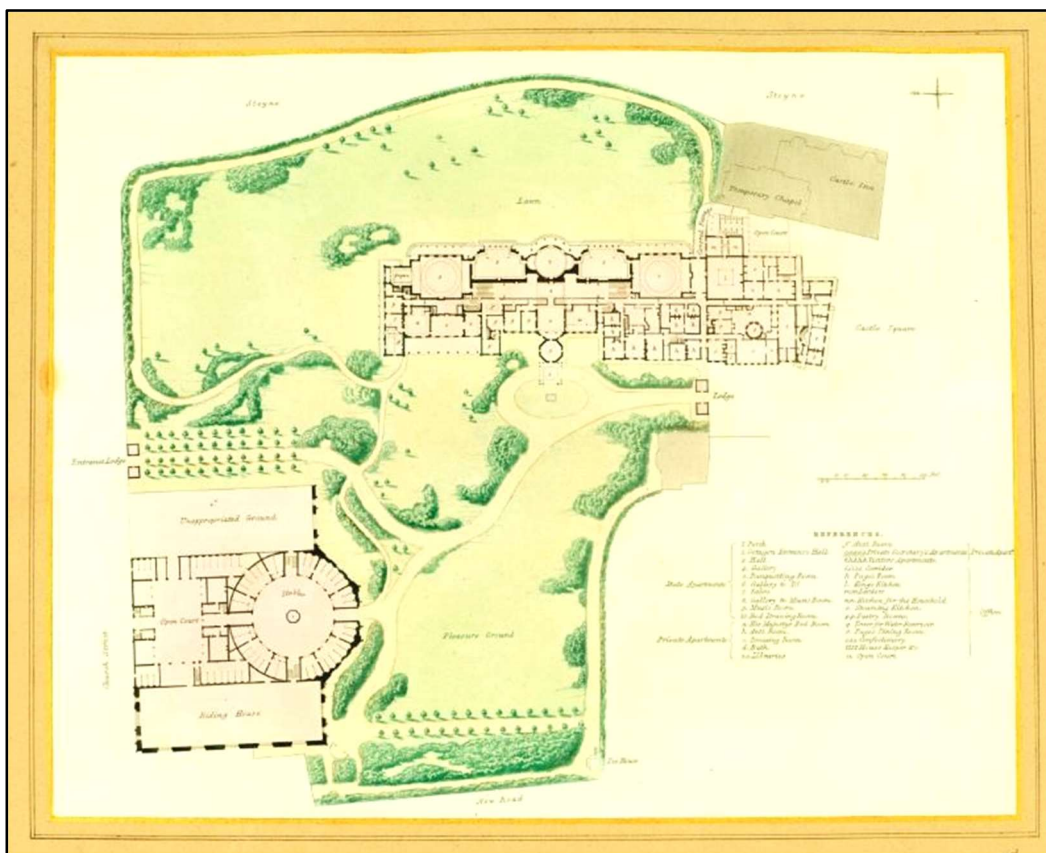


# ROYAL PAVILION GARDEN

## Brighton

### HERITAGE STATEMENT & IMPACT ASSESSMENT

### OF PROPOSED RESTORATION SCHEME



Nash's garden design published in his *Views ...* 1826

**SR Historic Environment Ltd**  
**for the Royal Pavilion and Museums Trust**

FINAL October 2023

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# 1 INTRODUCTION

## 1.1 SCOPE

This document produced by SR Historic Environment Ltd (SRHEL), Historic Environment Consultants, is a combined Heritage Statement and Heritage Impact Assessment. It sets out the significant elements of the historic environment in the Royal Pavilion Garden, Brighton, as presented in the separate SRHEL 2022 Addendum to the 2018 Garden Conservation Plan (Chris Blandford Associates). It then addresses the effect on the significances of the Royal Pavilion and Museums Trust's proposals for new works as part of the Garden Fit for A King restoration scheme for the principally those which require consent from the local planning authority, Brighton and Hove City Council. The detail of these proposals is explained in Allen Scott Landscape Architecture, Development Stage Design Report (August 2023). They are mapped in that document and accompanying drawings and here in Figure 6.

Refurbishment, restoration and minor replacements in similar style are dealt with separately.

This document maps the site and its key features (Figures 1-4), sets out a summary of the proposals (Section 2 and Figure 6), the historic environment significances (Section 3), and uses a rigorous methodology (set out in Section 4.1) to assess their level of impact on the historic fabric and character and identify justification for them and mitigation measures included to eliminate or minimize harm to the historic environment (Section 4.2). The conclusions on acceptability are presented in Section 5.

## 1.2 WHY ASSESS IMPACT ON HERITAGE?

- An Heritage Impact Assessment (HIA) is carried out to make sure that the 'significance' of the garden is not damaged by change and that any unavoidable damage is mitigated.
- The aim is to conserve and enhance significant built and landscape features and the garden's essential character, while balancing heritage and other values within existing or potential resources.
- Conservation means the process of managing change, not stopping change, but any change should be managed within the context defined by the Conservation Plan
- The Conservation Plan is a tool to help that process. It should be a live document.

The assessment will provide a full, rigorous method for major interventions. The method is based on that presented in Appendix 8 of the SRHEL 2022 Addendum as adapted to the needs of this assessment.

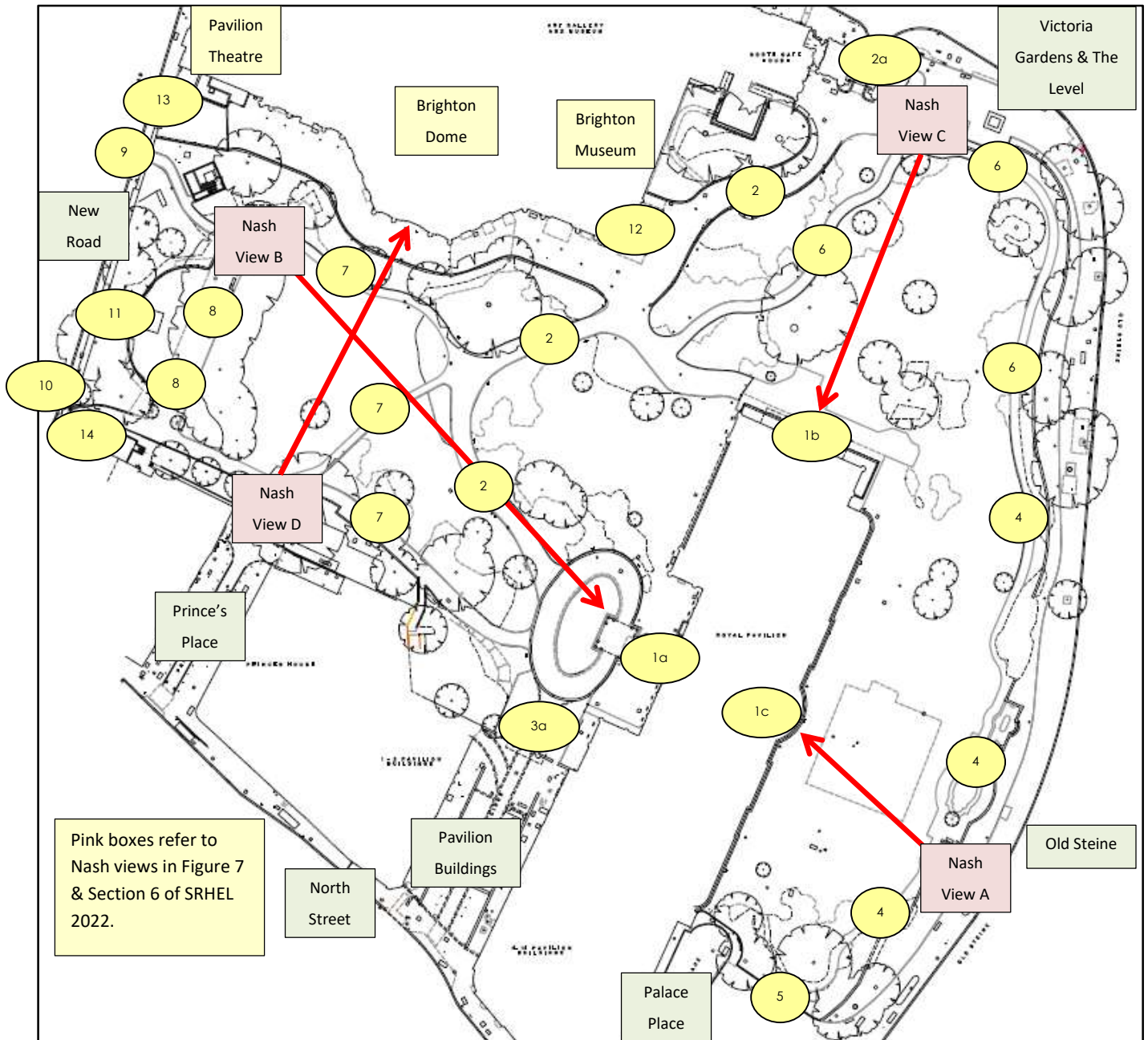


Figure 1 Royal Pavilion Garden Features Map.

**Key to Features Mapped Above**

1. Royal Pavilion: 1a main entrance/porte cochere; 1b north front/ private entrance; 1c east front	2. North Drive & Gateway (2a)
3. South Drive and Indian Memorial Gateway (3a)	4. East Lawn circuit path
5. East Lawn south entrance	6. North-East Lawn circuit path
7. Western Lawn paths	8. Elm Grove ( site of Quaker burial ground)
9. New Road north pedestrian entrance	10. New Road south pedestrian entrance
11. Café	12. Museum Entrance and Porch
13. Vehicle service entrance to Corn Exchange & Dome adjacent to former entrance now covered by Pavilion Theatre	14. Ice house (remains of)

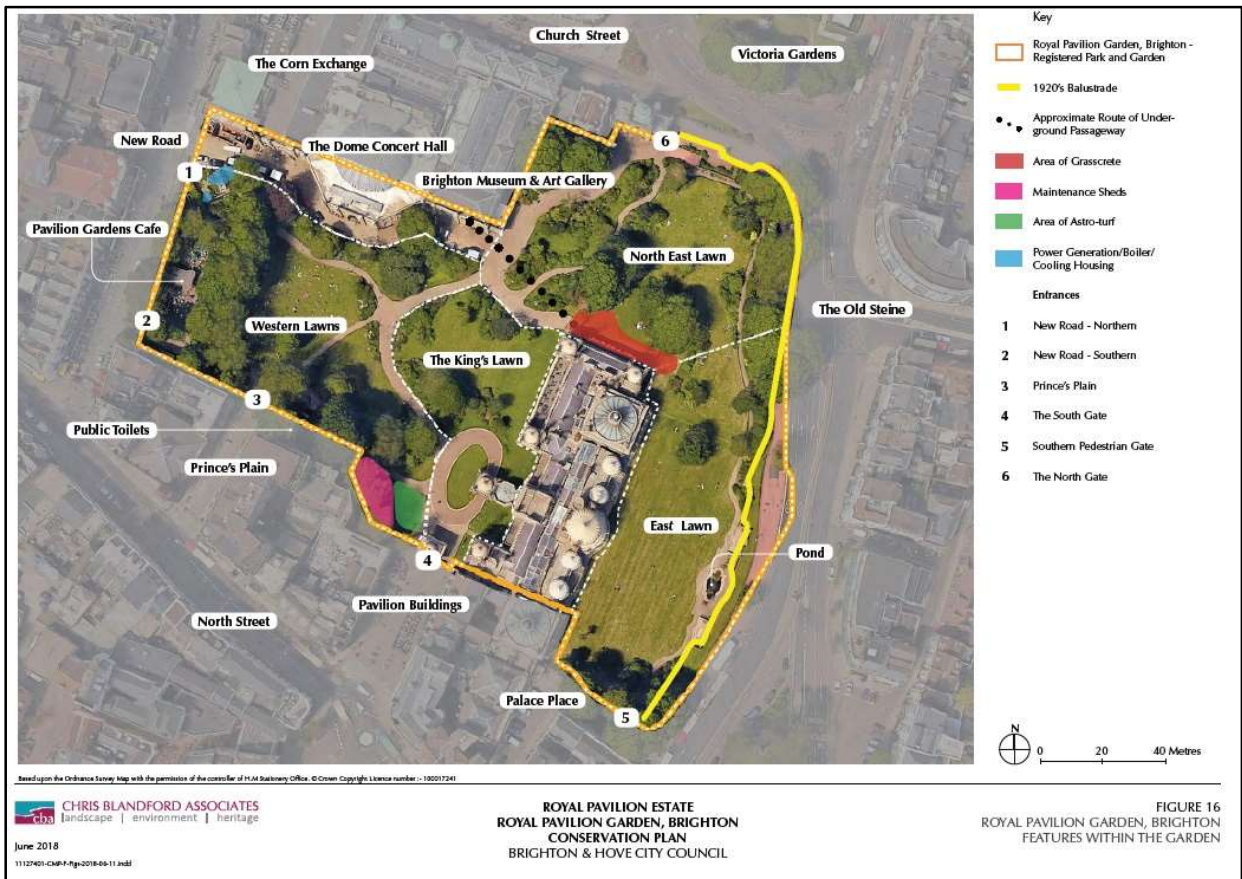


Figure 2 Royal Pavilion Garden Features on Aerial Photograph (CBA, 2018).

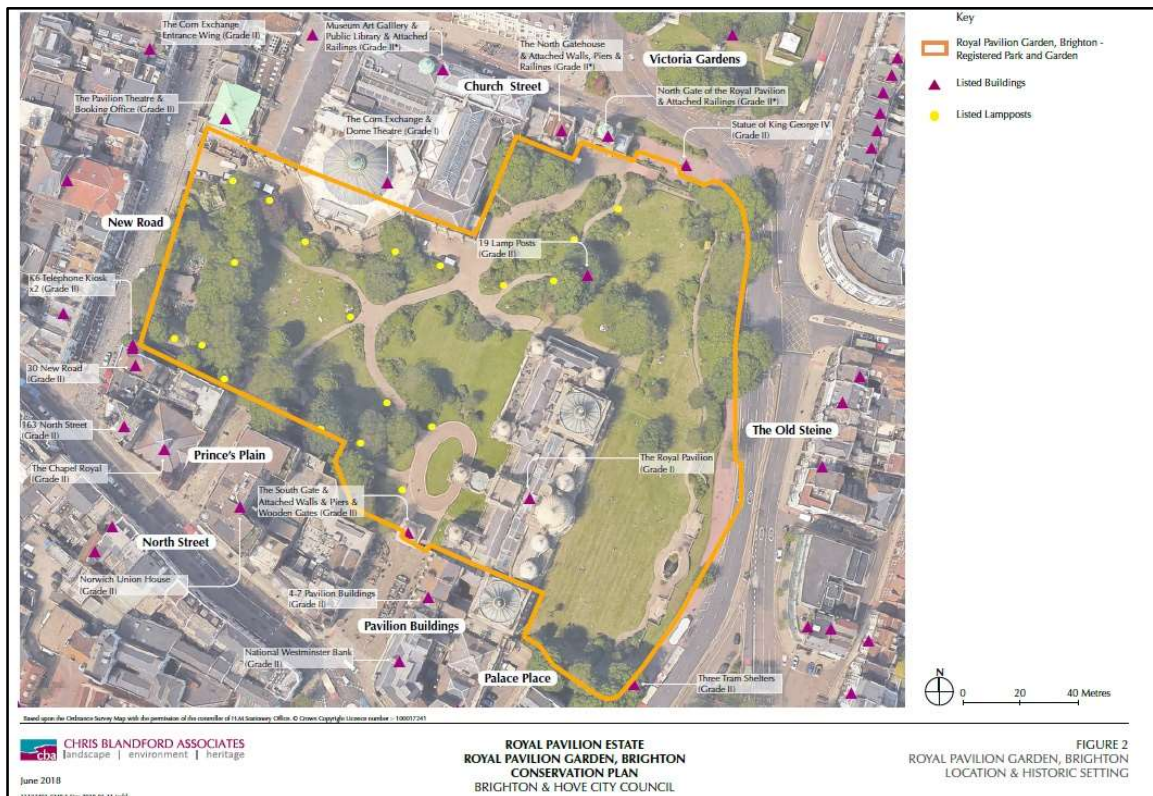


Figure 3 Royal Pavilion Garden Estate Location and Historic Setting (CBA, 2018).



Figure 4 Royal Pavilion Garden Character Areas and Setting on Aerial Photograph (CBA, 2018).

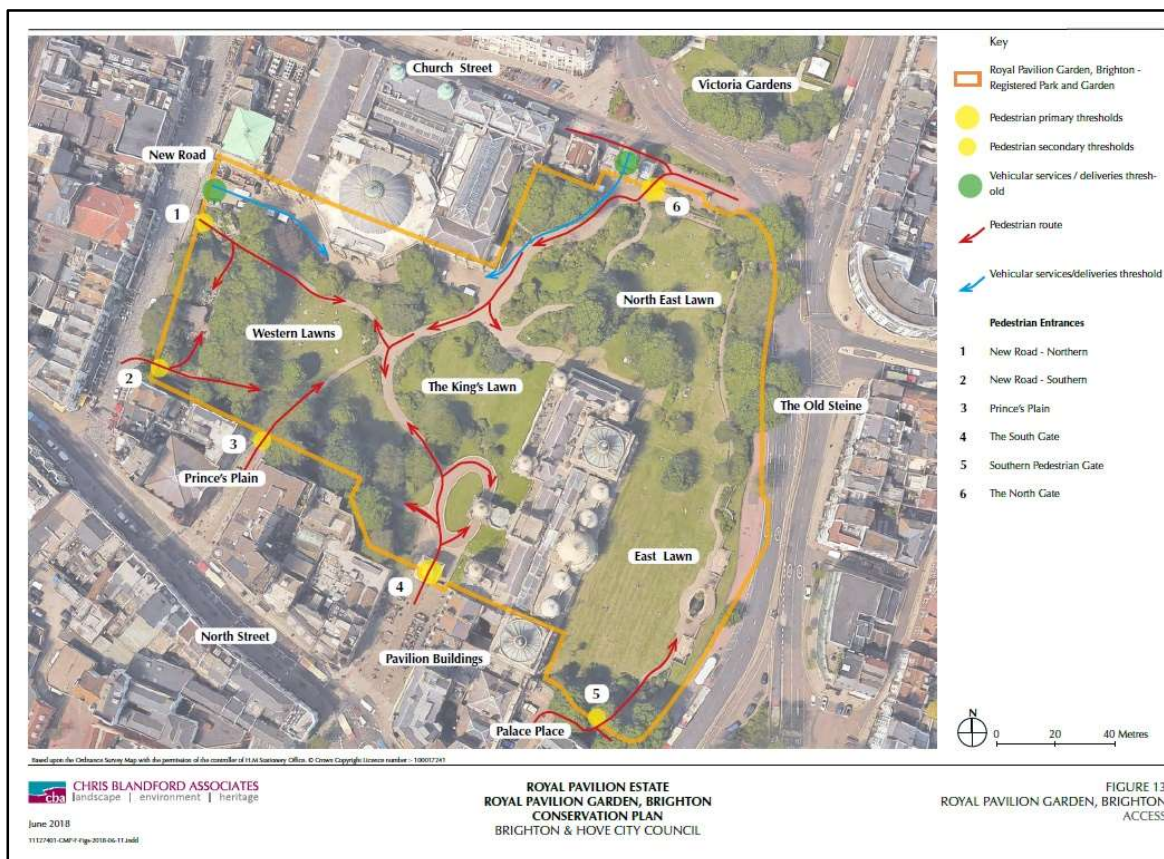


Figure 5 Royal Pavilion Garden Entrances & Circulation (CBA, 2018).

## 2 SUMMARY OF PROPOSALS & DESIGN RATIONALE

### 2.1 INTRODUCTION

The scope of the project relates to a National Lottery Heritage Fund (NLHF) grant application under the NLHF programme entitled '*A Garden Fit for A King: Reawakening Brighton Royal Estate Phase 2*'. The proposals reflect the approved purposes defined at Round 1 of this application.

The proposals are explained and justified for historic environment and operational purposes in RIBA 3 Proposals Report Ref: 725-501 (Allen Scott Landscape Architecture, Development Stage Design Report, August 2023), which includes the project scope and vision, significances and conservation policies, capital works objectives, appraisal of potential sites for new elements with strategy and design concepts, description of new elements.

A summary schedule of works relating to the lamp posts and boundary structures is presented in Appendix 3 below.

### 2.2 SUMMARY

The main overall changes proposed are:

1. Restoration, conservation and enhancement of the garden entrances to manage visitor flow in a way that is sensitive to the historic character of the garden and enhance the arrival experience.
2. Restoration / reinstatement of historic walls, metal railings, gates, benches and existing perimeter buildings to re-establish the historic perimeter. This will help to reduce antisocial behaviour and vandalism and is essential to the restoration scheme. Reinstatement of the perimeter and the ability to secure gateways will help to enhance the level of security in the Garden to protect users and the NLHF investment. The timber gates to the south, India Gateway and flanking pedestrian gates will be replaced as they cannot be adapted as part of a secure perimeter with new cast iron gates to match those elsewhere on site to evoke the character of the later C19 historic fencing (see drawing 725-351) on freestanding supports. The wooden gates will be refurbished and stored on site to conservation architect's specification so that they can be replaced if circumstances change.
3. Restore listed and unlisted lamp posts (see Appendix 3 Summary Schedule of Works).
4. Restore the iconic Nash views in the western lawn compartment and the east/northeast lawn compartments through enhancement to planting, lawns, groundworks and removal of historically inappropriate trees and hedging that impede views (based on analysis in Appendix 2 below).
5. Restore the C19 path network with improved drainage and widening where necessary with minor adaptations responding to the requirements of C21 uses; improve existing irrigation system.
6. Provide a new outdoor learning space with storage and handwash facility near the education room attached to the Museum.
7. Improve the gardeners' utility sheds and maintenance compound on the south boundary.
8. Re-design and rationalise 1990s low metal fencing to garden beds, intended to reduce damage by visitors.
9. Repair 1920s East Lawn water features and associated structures to reinstate water.

## 2.3 DESIGN RATIONALE

These proposals are intended to improve, reinstate or rejuvenate historic features while offering an improved visitor experience and reducing damage to the historic fabric. They will improve visitor accessibility and experience of the garden, in part informed by an access statement (Vin Goodwin, NRAC registered Access Consultant, Royal Pavilion Brighton Access Statement, July 2023). The proposals are also intended to increase the security of the garden, its users, and the Royal Pavilion and its collection.<sup>1</sup>

The proposals selected have been designed to minimise damage to the historic fabric and character of the garden and key significant structures. This has been guided by the significances identified in SRHEL 2022 (see Section 3 below) and vision (see Section 3.7 below) and policies (see Appendix 1 below), informed by the current condition of the garden, together with ongoing advice during the design phases from the historic environment consultants who authored that document, and consultation with historic environment expert stakeholders including Historic England and Sussex Gardens Trust.

The effects on the historic environment of those proposals which require planning permission and Listed Building Consent have been assessed below in Section 4.2, Heritage Impact Assessment, and justification and mitigation measures, where required, are outlined with conclusions as to their acceptability. Those proposals have been devised as part of the whole-site garden restoration scheme and are intended to satisfy operational and needs as well as restoration requirements.

Key points in RIBA 3 Proposals Report Ref: 725-501 (Allen Scott Landscape Architecture, Development Stage Design Report, August 2023) highlight the rationale for the approach to the reinstatement of the boundary structures:

1. The new boundary treatment creates an identifiable urban perimeter for the garden providing a sense of cohesion and improving its integrity within the city centre (as noted by Historic England).
2. The reinstated boundary treatment uses the details of the historical C19 Corporation railings.
3. The open railings will maintain views into and through the gardens improving overlooking and thus security.
4. The pired gates enhance the entrances and the whole garden by reinstating the sense of arrival and grandeur.
5. The new railings will reduce informal access along the boundary and reduce damage to the fabric of the gardens e.g. in particular the listed McLaren Wall by the East Lawn.
6. A new boundary and gated access improves security, management and access through the gardens including the environs of the Pavilion and its priceless collections.
7. Offers opportunity to manage access to the garden flexibly depending on operational and security needs.

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<sup>1</sup> See report commissioned for the NLHF funding bid: SGW, 'Security Review of Pavilion Gardens' (Report SGW-JN-001169), 30 May 2022, including appraisal of current security concerns and suggested actions.



### **3 HERITAGE SIGNIFICANCE OF THE GARDEN & VISION – HERITAGE STATEMENT**

#### **3.1 DEFINING THE SIGNIFICANCE**

- The significance is what is special and distinctive as defined in a Conservation Plan and forms the essential designed landscape character. The significances of the Royal Pavilion Garden which inform the HIA below are detailed in the separate SRHEL 2022 Addendum to the 2018 Garden Conservation Plan (Chris Blandford Associates and a summary set out below in Section 3, Heritage Statement. These are referred to respectively as SRHEL 2022 and CBA 2018.
- Significance means the value we of the garden’s landscape, its historic buildings, trees, views, archaeology, ecology and use - both physical condition and our ability to understand and appreciate that value.
- The defining features of the garden (SRHEL 2022, Section 4.3) relate to the setting of King George IV’s marine pleasure pavilion and its nearby buildings, all evoking an exuberant Indian style. These contrast with the Picturesque Forest Scenery style of Nash’s garden design, which still survives as the strongest character and has been enhanced by later ornamental additions.
- The relative significance of features is set out in SRHEL 2022, sections 5.3. and 10 and is repeated below in Section 3. Generally the highest historic environment significance relates to Nash’s layout by 1830 and should have the maximum protection. Significant values include ecology, archaeology, community understanding and enjoyment as well as heritage, both built and landscape.
- The essential historic character of each area should guide management and proposals for changes.

The following summary is taken from SRHEL 2022. It sets out the survival and significances of all the features both in the wider context and specifically to the Royal Pavilion garden design which are then used below in Section 4.

#### **3.2 SIGNIFICANCES AND SURVIVAL OF THE WHOLE GARDEN**

1. The main significance of the designed landscape derives from its strongest surviving design layer: as a compact example of the Picturesque garden style for a pleasure pavilion by the nationally significant and influential early C19 architect and landscape designer John Nash, c.1815-21 with planting by the royal gardener William Aiton, which reached its zenith by 1830. This transformed the Pavilion and garden setting into a great ensemble masterminded by Nash, one of the foremost early C19 designers. The style, character and much of the layout were not lost to later artistic interventions, but the garden has become degraded by pressures of use and resources resulting in reversible changes.
2. Elements of previous garden layouts were largely removed and did not greatly influence Nash’s overall design. Those that do survive are fragments. The most important to Nash’s design is the nucleus of the oval East Lawn from the Holland period, which is the only feature which persisted throughout the Prince’s period of ownership.
3. The mature trees contain important historic fabric with ecological significance, particularly the nationally and

internationally significant Elm collection, historically, botanically and as habitat.

4. The extent of archaeological evidence of lost features below ground is unclear but there is potential for features related to C18/C19 buildings, structures, routes, drains, garden features and recorded activity during the two World Wars.
5. The extent of the whole designed landscape fabric and character as laid out by Nash and planted by Aiton largely survives except for the loss of a peripheral strip by the Steine, with planting and much of the layout restored in the 1990s to their scheme.
6. Later ornamental structures up to 1950 generally enhance or do not damage the Picturesque character, including the North Gate (1830s), South Indian Memorial Gate (1920s), East Lawn pools and balustrade with metal gateway (1920s) and café (1950).
7. Later planting by the Corporation did alter the character but this has largely been replaced with the reinstatement of key areas of the Nash scheme in the 1990s/2000s.
8. Modern structures at the periphery of the Western Lawns have damaged the character and fabric but Nash's key layout survives, in part reinstated in the 1990s, although degraded by intensive visitor use.
9. The designed landscape, largely complete in extent and by one of the most important landscape designers in this style, is of **national significance** and is a very rare, possibly unique example of a Picturesque layout with the planting scheme reinstated much as Nash designed it.
10. Ecologically the garden is locally significant. The most important fauna is associated with the mature trees, including birds, and potentially bats and invertebrates. The most important flora is the mature trees. The native elm species is a rare population nationally, forming part of the wider collection in Brighton and Hove.
11. The most significant habitat is the mature trees. The trees link the site with the wider entire population of trees in the city and beyond, particularly in a corridor along the London Road. This is one of the most important aspects, principally for its value for invertebrates, bats and birds. Sensitive management and enhancement measures could increase the habitat and wildlife value.

### 3.3 SUMMARY OF SIGNIFICANCE OF THE HISTORIC ENVIRONMENT IN THE WIDER CONTEXT

Level of Significance beyond The Royal Pavilion:

A	Exceptional	i.e. national or international
B	Considerable	i.e. regional (South and South-East England)
C	Some	i.e. local (Brighton and environs)
D	Little	E Intrusive/ damaging

Of the highest significance (A) is the early C19 Cultural Ensemble based on the Nash scheme of c.1815 comprising Architecture, Designed Landscape, Plants and Horticulture, documentary and site-based evidence.

Later ornamental contributions were sensitive to this character and range from national (A) to local (C) significance.

Associative and Communal significances ranges from national and international (A) when in royal ownership, to local (C) more recently.

Archaeological significance ranges from regional (B) to local (C).

Wildlife and habitats are of local significance (C).

### 3.4 INDIVIDUAL FEATURES IN ORDER OF SIGNIFICANCE TO THE ROYAL PAVILION GARDEN

The following levels of significance relate to the ornamental landscape design of the Royal Pavilion as established by the late 1920s at its most fully developed ornamentally and as Registered at Grade II. While some elements of the historic environment in its widest sense are of the highest significance (as reflected in designation as a Scheduled Monument or Listed Building), not all of these contribute to the same degree to the ornamental design established at its zenith.

- A Exceptional significance: Fundamental to the design concept or to historic interest of the design.
- B Considerable significance: Essential parts or elements specific to the vocabulary of the design.
- C Some significance: of historic interest; contributes to design complexity.
- D Little significance or neutral. Int Damages the historic character.

#### A Exceptional significance

Further detail of the exceptionally significant garden features is given in Section 1.4 below.

Royal Pavilion (listed Grade I)	The Dome Concert Hall (formerly the stables)
The c.1815 Nash layout and Aiton planting scheme including beds and routes	Views of and from the wider landscape of Brighton as conceived by Nash particularly to the east and south-east.
Regency planting scheme (restoration and appropriate mature trees)	North Gate (listed Grade II*)
C18 and C19 trees, and the Elm collection	Corn Exchange (formerly the Riding House) (listed Grade I)
Landscape Character Areas as designed in early C19	

#### B Considerable significance

1920s alterations including MacLaren pools and associated garden on East Lawn	Indian Memorial Gate, attached walls and piers (1921) (listed Grade II)
Roadside balustrade (1920s)	C19 iron railings

Museum & Art Gallery (formerly part of stables) (listed Grade II*)	Ice House (c.1820)
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**C Some significance**

Northgate House, attached walls piers and railings (listed Grade II*)	Cast iron lamp standards (c.1835) (listed Grade II)
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**D Little significance or neutral**

Café by New Road (1950)	Education building
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**Intrusive Damaging**

Public conveniences	Energy centre
Maintenance sheds	Bin store for The Dome
Street furniture, bins, modern lighting, modern style fencing etc	Max Miller statue
Planting which does not follow or evoke the Nash scheme including trees and hedges which damage layout and views by 1830.	Prince's Plain entrance path
Visibility of Grasscrete below north front	Skating rink
Tarmac and slab surfacing of routes	Bow top fencing
Unkempt immediate setting along boundaries and at gateways	Loss of historic boundary treatment

### 3.5 SUMMARY OF GARDEN FEATURES OF HIGHEST DESIGNED LANDSCAPE SIGNIFICANCE

The following features are of the utmost importance to the garden design forming the essential character, relating to Nash's design and Aiton's planting scheme c.1815, as identified under significance level A in Section 1.3 above:

- The lawns
- The circulation system
- The Picturesque planting character and palette of ornamental shrubberies maintained to evoke Forest Lawn type appearance.
- The private garden character, rather than a public park
- Views of the principal buildings: Pavilion, Dome façade, Corn Exchange façade, North and Gates (see Appendix 2 below).
- The setting with its variety of close and distant views, both urban and marine, and the experiential qualities of the arrival from the north along the London Road and south from the sea front.

### 3.6 CURRENT SURVIVAL OF HISTORIC CHARACTER

The garden has two levels of usage which affect the historic character and are of particular relevance when planning significant change:

1. East and North of the Pavilion (CAs 1, 2): Tranquil lawns, a backwater, the unaltered setting for the important East and North Fronts. Retains to a high degree original character and remains largely used as laid out for George IV. There is no thoroughfare, it remains a less busy area large devoid of later alterations (except for the effect of heavy traffic of the Steine). Because of this it should remain sacrosanct and new facilities should be restricted to the West half.
2. West of the Pavilion (CAs 3, 4): Busy thoroughfare, café and seating area, entrances to Pavilion and Museum, services for Dome, etc to serve later C19 public park and public buildings in former Pavilion estate. This has greatly reduced the tranquil, private character of the royal approach to the Pavilion and stables. As it has been established for over a century and a half, it is irreversible and acceptable. Even so, there is a need to enhance the character as far as possible and ensure that antisocial behaviour is avoided. Incremental changes have occurred diluting and damaging the private garden character. While it is capable of accommodating some changes, there should be a presumption to resist further significant changes.

The proposals have been designed to reflect this inherent character contrast on either side of the Pavilion building, and to ensure that it is enhanced and not damaged.

The design detail of proposals which do not require planning consent such as planting palette, street furniture and internal railings have been presented in the Allen Scott document: 'Royal Pavilion Gardens Materials, Furniture & Planting Palette Ref: 725-Materials Palette August 2023'.

In addition the main bench material was amended to wrought iron following expert advice from Sussex Gardens Trust on the appropriate historic material.

The extent of the low (less than 1m height) internal metal path-side estate-style railing necessary to reduce damage from visitors was minimised following expert advice from the Royal Pavilion Head Gardener, informed by experience of managing the garden.

### 3.7 GARDEN VISION

Based on these significances and current uses and operational needs the following Vision for the garden has been adopted by the RPMT (as set out in Section 13 of the 2022 Addendum and repeated in Appendix 1 below). This, along with the significances above, has guided the approach to the restoration proposals including those addressed in Section 4.2 below, informing the siting, design and mitigation methods.

## Summary Vision

Preserve, restore and enhance John Nash's unique Regency garden, to unify the Royal Pavilion Estate and offer a welcoming and informative green oasis in the centre of Brighton for all to enjoy.

## Detailed Vision

- Vision 1. **The Royal Pavilion Estate – the King's Garden.** Conserve and present as the complex and highly maintained Picturesque garden of the royal marine pleasure pavilion for Britain's greatest connoisseur monarch, King George IV, at its zenith by 1830. Inspire the passion for this unique and jewel-like garden as part of the unity of the whole estate and welcome and encourage visitors to use it benignly as an asset and haven.
- Vision 2. **An artistic artefact.** Treat the garden as the valuable historic artefact it is as part of a unified vision for the whole estate. Accord it as much respect, attention to detail and equivalent resources as the rest of the King's palatial Pavilion estate along with the built fabric, furnishings and connoisseur's artistic collection, as it forms a similarly significant part of the ensemble.
- Vision 3. **An integral part of the ensemble.** Recognize and reinforce the artistic and physical relationship between the interior of the Pavilion and the exterior setting. Ensure that the curation and interpretation of the historic character links both with an intellectual understanding of the similarities and contrasts.
- Vision 4. **Repair and rejuvenate.** The garden is a dynamic, living work of art with a very high and intensive visitor usage for which it was not designed, although it accommodates visitors admirably. The Picturesque style and intensive use require cyclical planned replacement and refreshing of planting and hard landscape features to retain an appropriate standard of the historic character and for visitor enjoyment.
- Vision 5. **Significant later phases.** Later changes which enhanced that character and layout have their own significance and deserve due consideration.
- Vision 6. **Future alterations.** Alterations to accommodate the present intensive public use should only be considered where absolutely and justifiably essential to the conservation of the fabric and character of the garden; their design should as far as possible enhance or evoke, or at least not damage, that essential character of the compact and fragile royal garden.
- Vision 7. **Wildlife and habitats** should complement and enhance the significant elements of the historic garden and the ornamental design which expresses its royal origin.
- Vision 8. **Inspire and engage stakeholders and decision makers.** Inspire and engage trustees, managers at all levels, volunteers and other stakeholders to embrace and promote this vision for the Pavilion garden and its implementation. **Sell it with passion!**

## 4 HERITAGE IMPACT ASSESSMENT

### 4.1 METHOD

This method is appropriate for major interventions particularly for those which require planning permission. The following is an explanation of the Column headings in the table in Section 4.2 below:

#### Column 1: Proposal

A brief description of proposed works and summary of relevant historic information.

#### Column 2: Character Area name in which the proposal is sited

Number and name of character area affected. There are four character areas, two to the east (Area 1) and north (Area 2); two west of the Royal Pavilion (Areas 3 and 4), their boundaries shown in Figures 2 and 4 above. Their historic characters and current usage are summarised in Section 3.5 above.

#### Column 3: Significance to the Landscape Design

As defined in sections 5.3. and 10 of SRHEL 2022 (and see Section 3 above).

- A Very significant: Fundamental to the design concept or to historic interest.
- B Significant: Essential parts or elements specific to the vocabulary of the estate.
- C Some significance: of historic interest; contributes to design complexity.
- D Not historically significant.
- INT Damages the historic character.

#### Column 4: Potential impact

*Significant improvement:* major repairs and enhancement to the appearance setting and perception of the most significant elements of fabric, and overall character, including major improvement to management and maintenance and to interpretation, resulting in a fundamental improvement in our ability to understand and appreciate the resource and its historical context and setting;

*Perceptible improvement:* repairs and enhancement to condition, appearance and perception of significant elements of fabric and improved management and interpretation, resulting in an appreciable change in our ability to understand and appreciate the resource and its historical context and setting;

*No perceptible change:* continuation of current conditions; changes which do not impact on condition, appearance and perception of significant features and aspects, resulting in a negligible change in our ability to understand and appreciate the resource and its historical context and setting;

*Minor change:* Impacts which create dis-benefits and benefits; repairs and enhancement to the appearance setting and perception of some significant elements but also some damage to fabric and landscape character resulting in a small change in our ability to understand and appreciate the resource;

*Moderate change:* Impacts which result in the destruction of some significant landscape features or aspects of the garden including structures, landform and structural planting, resulting in an appreciable change in our ability to understand and appreciate the resource; and

*Major change:* Impacts which result in the permanent loss of the most significant landscape features or aspects of the garden including structures, landform, structural planting and loss of landscape character, resulting in a fundamental change in ability to understand and appreciate the resource, its historical context and setting.

**Column 5: Type of impact**

This assesses the positive and harmful effects taking into account the extent and type of and the significance of the elements affected, as follows:

The scale of effects refers to the levels of harm related to the NPPF

This assesses the positive and harmful impacts taking into account the extent and type of impact and the significance of the elements affected, as follows:

*Substantial Positive:* Significant improvement in the condition of a Grade I or II\* registered park, conservation area or in the condition and setting of I/II\* listed structures; improved management to secure the long term future of an important registered park.

*Moderate Positive:* Perceptible improvement in the condition of a Grade I or II\* registered park, Conservation Area or in the condition and setting of I/II\* listed structures; improved management to secure the long term future of a nationally important registered park. Significant improvement to Grade II sites and features.

*Minor Positive:* Perceptible improvement in the condition of a Grade II registered park, Conservation Area or in the condition and setting of grade II or locally listed structures; improved management to secure the long term future of a locally/regionally important site.

*Neutral:* No perceptible change in condition or setting of designated landscapes and setting of designated structures.

*Minor Harm:* Minor change which creates dis-benefits to the historic fabric of a Grade II registered park, Conservation Area or in the condition and setting of Grade II or locally listed structures; but also provide benefits.

*Moderate (Less than Substantial) Harm:* Moderate change which result in the loss of elements of a Grade I or II\* registered park, Conservation Area or in the condition and setting of I/II\* listed structures.

*Substantial Harm:* Major change which result in the loss of the most significant fabric of a Grade I or II\* registered park, Conservation Area or in the condition and setting of I/II\* listed structures.

**Column 6: Relevant Policies**

Refers to relevant conservation policies in Section 14 of the Addendum which are also set out in Appendix 1 below.

**Column 7: Mitigation**

Proposed mitigation of impacts, where required. Eg archaeological watching brief, recording, interpretation, relocation/replacement. Commentary including summary of relevant historic information, public benefits such as improvements to views and setting, enhanced use etc

**Column 8: Narrative**

Additional notes on effects and other relevant matters.

**Column 9: Conclusion as to Acceptability**

Conclusion about the acceptability of the proposal based on assessment of its effects on the historic environment.



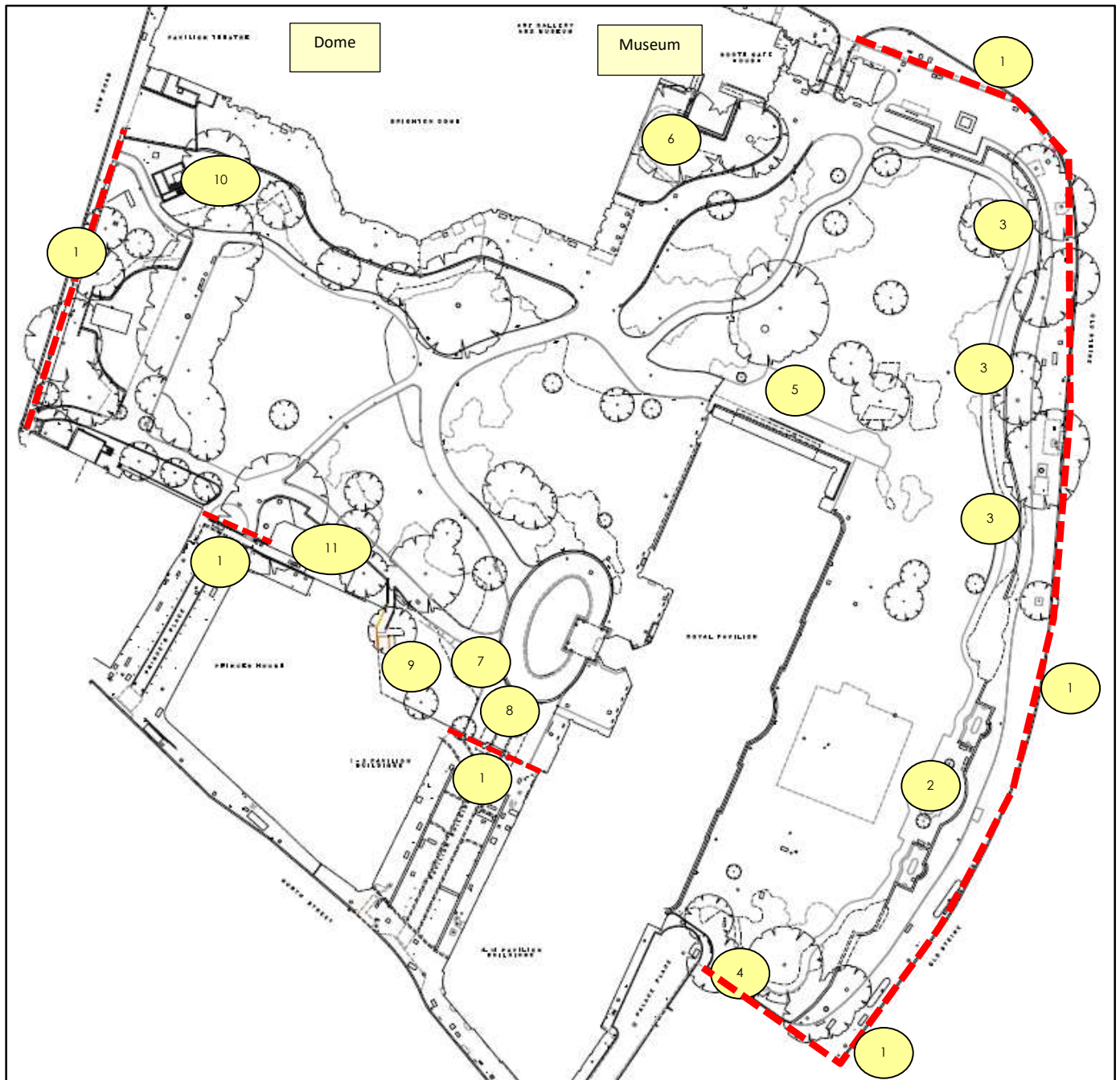


Figure 6 Location Map of Proposals for New Works Assessed in HIA Table 4.2.

For detail see overall site drawing No. 725-100 and detailed areas dwg Nos. 725-101-104 and RIBA 3 Proposals Report Ref: 725-501 (Allen Scott Landscape Architecture, Development Stage Design Report, August 2023) for project scope and vision, significances, conservation policies, capital works objectives, appraisal of potential sites for new elements with strategy and design concepts, description of new elements.

**Key to proposals mapped above**

1. Reinstate missing boundary fence & gates (red dotted line)	2. 1921 Pools East Lawn: Refurbish; reinstate historic surroundings
3. Widen path at perimeter of East & NE Lawns	4. New vehicle entrance to East Lawn off Palace Place
5. Resurface environs of North Front & gate, NE lawn	6. New Learning Area in bed near North Gateway
7. New terraces and walls to Indian Memorial Gate	8. Replacement gates & new perimeter railings to Indian Memorial Gate
9. Refurbish gardeners' maintenance compound	10. Redesign/reduction of BDBF Refuse Store
11. Public WCs, existing, reprovision incl. Changing Places & kiosk	-

## 4.2 ASSESSMENT OF IMPACT OF PROPOSALS ON THE HISTORIC ENVIRONMENT

This assessment of impact on the historic environment addresses specific proposals which require consent from the local planning authority.

1	2	3	4	5	6	7
Proposal	Character Area	Significant elements affected & Significance to Historic Design (see also Section 8 Addendum)	Potential Impact	Type of Impact	Relevant 2022 SRHEL Addendum Policy (in Appendix 1 below)	Materiality
1. Reinstatement boundary fence & gates	All	Pavilion (A) Dome, Corn Exchange (A) Much of the Nash layout (A) Nash perimeter in all 4 CAs (A) Museum & Art Gallery (B) C19/ early C20 boundaries & gates (B) Indian Memorial Gate, walls and piers (B)	Significant improvement	Substantial positive	1 Overall 7 Boundaries /entrances 13 Archaeology 15 Use/ Events 16 Security 19 Masterplanning for Restoration	Useful Contributes with improvement several 16 Leads to positive change
<b>1. East and North of the Pavilion – tranquil garden lawns, as the setting</b>						
2. Refurbish Pools: Improve water supply system and reinstate historic surroundings	1 East Lawn	East Lawn (A) South shrubbery (A) Pavilion: East front setting (A) C20 balustrade & gate on south boundary (B)	Significant improvement	Substantial positive	1 Overall 2 Structures 6 Circulation 7 Boundaries /entrances 13 Archaeology 19 Masterplanning for Restoration	Relevant useful material
3. Widened path around perimeter of East & NE Lawns	1 East Lawn 2 NE Lawn	East and NE Lawns (A) Perimeter shrubbery (A) Pavilion: East & North fronts setting (A)	Minor-Moderate change	Minor Harm but will result in moderate positive with reduction in damage from visitor wear in environs	1 Overall 6 Circulation 11 Lawns 13 Archaeology 15 Use/ Events 16 Security 19 Masterplanning for Restoration	Useful beneficial with material
4. New vehicle entrance off Palace Place	1 East Lawn	East Lawn (A) Pavilion: East front setting (A) C19 fence & gate on south boundary (B)	Minor change	Minor Harm	1 Overall 2 Structures 6 Circulation 7 Boundaries /entrances 13 Archaeology 19 Masterplanning	Neutral few material
5. Resurface environs of North Front & gate.	2 NE Lawn	NE Lawn (A) Pavilion: North front setting (A)	Perceptible improvement	Moderate positive. Enhances existing, does not worsen change.	1 Overall 5 Views 6 Circulation 11 Lawns 15 Use/ Events 16 Security	Relevant enhances lay NE Gate

1	2	3	4	5	6	7	8	9
Proposal	Character Area	Significant elements affected & Significance to Historic Design (see also Section 8 Addendum)	Potential Impact	Type of Impact	Relevant 2022 SRHEL Addendum Policy (in Appendix 1 below)	Mitigation (with main relevant policies)	Narrative and Justification for Proposal	Conclusion: acceptability to historic environment
						Proposals reduce area slightly and adjust alignments so they relate better to the outline of the Pavilion. Reversible.	reversible surface of reinforced grass following comment from Sussex Gardens Trust to evoke a terrace surfacing, evoking contemporary early C19 features although not part of the historic scheme.	
6. New Learning Area near North Gateway	2 NE Lawn	Main drive from north (A) Historic elm trees (A) Museum & Art Gallery (formerly part of stables) (B) Shrubbery adjacent to Museum (C)	Moderate change	Minor Harm with Minor Positive impacts on management and understanding/enjoyment	1 Overall 2 Structures 3 Street Furniture & Visitor Facilities 5 Views 9 Horticulture 10 Trees 15 Use/ Events 16 Security 19 Masterplanning for Restoration	Similar appearance of seating wall to proposed terraces at Indian Memorial Gateway (see item 7 below); gravel surface appearance similar to elsewhere; gate based on historic precedent; hand wash area concealed behind educational building (Pol. 1,2). No dig construction to protect 2 historic tree root zones (Pol.10). Replant area with Nash-style scheme (Pol.9) Easily reversible.	Justification: A new external educational facility is required, practically best located near an existing indoor educational area. Area already altered and partly developed with educational building, not high significance; degraded planting contains a thicket of elm suckers from the historic elm specimens in it, poorly presented. It is difficult to garden the inner area near the building which is proposed for this feature, so no-dig surfacing and a low terrace/seating wall will not damage the fabric; opportunity to enclose strip alongside drive with Regency shrubbery character. Reversible; can be removed and area reinstated if required.	Acceptable
<b>2. West &amp; South of the Pavilion: public garden, busy thoroughfare, main routes to Pavilion &amp; Museum entrances, service areas of Dome &amp; Corn Exchange</b>								
7. New terraces and walls around mound next to south boundary, replacing artificial turf in front of maintenance area	3 King's Lawn	Pavilion west front, porte cochere, main entrance (A) King's Lawn & forecourt oval (A) Indian Memorial Gateway (B)	Minor-Moderate change	Minor Harm with Minor Positive impacts on management (and also understanding/enjoyment)	1 Overall 2 Structures 3 Street Furniture & Visitor Facilities 5 Views 6 Circulation 8 Seating 10 Trees 13 Archaeology 15 Use/ Events 19 Masterplanning for Restoration	Improves poorly presented mound area: a C20 feature apparently using spoil from the gateway, difficult to manage with planting or lawn due to high usage of Pavilion visitors. Visitors gather here informally with high wear. Terraces will be a well-designed waiting area for visitors about to enter the Pavilion (Pol.3,5,6,15). The lower terrace wall extends the existing wall beside the BHCC WC block. This will be replaced as the materials are historically inappropriate (stacked modern concrete kerbs). The upper terrace wall is a greater visual change but compliments the lower wall. It is acceptable because of benefit to users of the gardens. Materials will harmonise with the India gate (buff sandstone). Requires tree protection (Pol.10).	Justification: This scheme improves the appearance and visitor management of a difficult area to manage, originally part of the Nash shrubbery scheme but subsequently changed. Operationally the area will always be intensively used by visitors as adjacent to the Pavilion entrance. High wear led to installation of historically inappropriate artificial turf surface which is visually damaging and operationally unsatisfactory. The proposal introduces a new feature that, while it is a formal structure not based on historic precedent in an area which could be returned to shrubbery, it is sensitively designed, responds to current essential operational needs and is reversible to shrubbery if circumstances change.	Acceptable
8. Replace 1921 Indian Memorial Gateway timber gates and flanking pedestrian gates with secure metal gates matching new ones elsewhere (part of 1. above)	3 King's Lawn	Pavilion west front, porte cochere, main entrance (A) King's Lawn & forecourt oval (A) Indian Memorial Gateway (B)	Minor-Moderate change	Minor to Moderate Harm with Substantial Positive impacts on management	1 Overall 7 Boundaries /entrances 13 Archaeology 15 Use/ Events 16 Security 19 Masterplanning for Restoration	Improves management/ maintenance by improving physical security of the historic fabric and visitors, reducing crime, antisocial behaviour & vandalism which threaten the Grade I Listed Building and its collection and Grade II Registered garden (Pol. 16). The new metal gates will match those elsewhere on site to evoke the character of the C19 Corporation fencing (see drawing 725-351), on freestanding supports. The removed wooden gates will be refurbished and stored on site to conservation architect's specification so that they can be replaced if circumstances change. It is a reversible change should circumstances permit their replacement.	Justification: The garden is subject to high levels of antisocial behaviour at night which would be significantly reduced if it could be secured by gates and railings. This key element of reinstating a boundary (as set out in Item 1 above) is based on the historic precedent of an enclosed garden which allowed views in and the control of visitors (Pol. 1, 7, 19) but was lost in the 1920s. The existing wooden gates cannot be adapted as part of a secure perimeter. They are part of a Listed Grade II Structure. Insertion of supplementary gates behind the existing gates is not practical. The proposal reinstates/ evokes the type of boundary material established by the Corporation when the garden was opened to public use.	Acceptable

1	2	3	4	5	6	7	8	9
Proposal	Character Area	Significant elements affected & Significance to Historic Design (see also Section 8 Addendum)	Potential Impact	Type of Impact	Relevant 2022 SRHEL Addendum Policy (in Appendix 1 below)	Mitigation (with main relevant policies)	Narrative and Justification for Proposal	Conclusion: acceptability to historic environment
9. Refurbish maintenance compound next to new terraces and walls (7 above)	3 King's Lawn	Pavilion west front, porte cochere, main entrance (A) King's Lawn & forecourt oval (A) Indian Memorial Gateway (B)	Perceptible improvement	Moderate positive	1 Overall 2 Structures 5 Views 9 Horticulture 10 Trees 12 Garden staff 16 Security 19 Masterplanning	Replacement storage and welfare structures clad in recessive materials (Pol.2,12,16), resurfacing of area in no dig construction, all screened by planted fence (Pol. 5,9). Requires tree protection (Pol.10).	Justification: Existing gardening compound essential but in poor condition and requires refurbishment. On site of former structure (see Nash plan 1826). Proposal improves the facilities and presentation without major intervention.	Acceptable
10. Redesign services area for Dome & Corn Exchange: existing bin store replaced with reduced size	4 Western Lawns	Dome & Corn Exchange main elevations (A) Western Lawn & shrubberies (A) Elm Grove (A) NW gateway and path (C) Café (D)	Perceptible improvement: bin storage & access; vehicle parking rationalised	Moderate positive	1 Overall 2 Structures 5 Views 6 Circulation 9 Horticulture 10 Trees 16 Security 19 Masterplanning for Restoration	Enables rationalisation of parking, access and waste storage closer to access road around Dome & Corn Exchange facades which are already compromised (Pol.1,2). Reduces size/massing of existing refuse store, which reduces massing and improves views. Improves views including increased screening from the garden (Pol.5). Releases area for shrubbery which will improve character and screening of service activities (Pol.9). Requires tree protection (Pol.10).	Justification: Existing operational necessities are intrusive and damaging. Proposal will release part of area for restoration of shrubbery. Redesign area will fit behind energy centre and be less visually damaging. The boundary treatment (new piers and gates to match original detail) enhance this re-working which also increases the area of soft landscaping and screening of service area.	Acceptable
11. WC reprovision including Changing Places facility and information kiosk in existing WC block south of & outside RPG in Princes Place	4 Western Lawns	Western Lawn (A) Elm Grove (A) South Boundary (??) South edge of garden (A?)	Minor-Moderate change: existing building refurbished & repurposed & reoriented north with access into the garden	Minor Harm with Minor Positive impacts on management	1 Overall 2 Structures 3 Street Furniture & Visitor Facilities 5 Views 9 Horticulture 13 Archaeology 15 Use/ Events 16 Security 19 Masterplanning for Restoration	Provides facility for under-served part of community (Pol.15). Uses existing building outside RPG which will be reoriented to enter at north & linked via new scheme to garden (Pol.2). Design / detail (Pol.1,2). Intervention in RPG minimised and reversible. A simple bank below the new natural stone seating wall leads into the garden. Planting opportunity to evoke Regency style to enhance appearance of building. Improve management by reducing antisocial behaviour & vandalism (Pol. 16). Allows improved usage & events (Pol. 15).	Justification: Increased use of the area will increase natural surveillance addressing issues with ASB & crime. Existing shrubbery and sycamore tree of limited value and area will be upgraded. Removing sycamore improves light levels, assists reinstatement of Regency scheme. Changes result in minor damage to current shrubbery which will be improved adjacent to the building with a modern scheme to allow access to WC facilities. Effect of minor damage adds to incremental changes to garden of very limited size including gardeners' compound, learning building, café and seating area, energy store, access road and associated services including bin storage but the benefits it brings outweigh the damage caused which is reversible.	Acceptable

## 5 CONCLUSION: ACCEPTABILITY OF PROPOSALS

The proposals are demonstrated above to be acceptable in their impact on the significances of the historic environment for the following reasons:

1. Five of the proposals either **restore, refurbish or rejuvenate historic features** (Items 1, 2, 5) or improve the appearance of other features to enhance the historic character (Items 9 and 10), based on historic precedent. These are all judged to have 'Positive' type of impacts (Column 5) and therefore are of benefit to the historic environment.
2. Three of the proposals (Items 3, 4 and 8) modify existing historic features for operational reasons arising from C21 usage. The modifications are mitigated by ensuring that their style and form follows the historic precedent of their immediate setting. Items 3 and 4 are judged to have 'Minor Harm' type of impacts (Column 5) which will not significantly harm the historic character or fabric and they are acceptable changes to the historic environment which are reversible. Item 8, replacement of Indian Memorial Gateway timber gates is discussed further below in point 5.
3. Two of the proposals (Items 6 and 7) introduce features to the landscape which respond respectively to the usage of the site (refurbishing a visitor waiting area) and fulfil operational needs (an educational facility). These are mitigated by improving poorly presented areas in manner which is not visually significantly damaging. These are judged to have 'Minor Harm with Minor Positive impacts on management (and also understanding/enjoyment)' type of impacts (Column 5) which will not significantly harm the historic character or fabric and they are acceptable changes to the historic environment which are reversible.
4. The new terraced seating area (Item 7) is the greatest intervention. However, it is localised, designed to reflect materials used in the lower plinth around the king George IV statue by the north gate entrance and complement the adjacent Indian Memorial Gateway. A redesign is essential to improve the appearance of the area while accommodating the large number of visitors waiting to enter the Pavilion. The numbers are too great to prevent soft landscaping from being continuously unacceptably damaged and there is no safe alternative waiting area. The proposal is reversible should this become an option.
5. The replacement of the 1921 Indian Memorial Gateway wooden gates and flanking pedestrian gates with freestanding metal gates (Item 8) based on precedent elsewhere in the garden causes the most significant change to the historic environment. However, this is essential as the wooden gates and their environs cannot be made sufficiently robust as part of the boundary for the high quality restored garden. The addition of supplementary gates behind the wooden gates is not practical. The minor to moderate harm of the physical change and effect on the historic character of the garden is offset by the resulting substantial positive impact of enclosing the garden.
6. **These proposals overall have a positive impact on the heritage assets of the entire garden given its C21 use and operation.**

- 7. The negative effects (Items 3, 4, 6, 7, 8) are localised in their effect and outweighed by their resultant benefit to the fabric of the whole historic environment and to the visitor experience of the garden.**

## 6 APPENDIX 1 GARDEN VISION & POLICIES (SRHEL 2022)

### 6.1 VISION

#### 6.1.1 Existing Vision and Policies

The following vision and policies are included for completeness as they have led to and helped to inform the Garden Vision below.

The 2018 Royal Pavilion Lottery Fund Application included a study in 2013 which set out an overarching vision as follows: (The Royal Pavilion Estate Design Feasibility Study Report Feilden Clegg Bradley Studios August 2013)

Section 1.2 'Central to our approach is re-establishing the Garden as the heart of the Royal Pavilion Estate. The Garden has the capacity to reunite the Estate, re-establishing lost connections between John Nash's Royal Pavilion and William Porden's Dome and Corn Exchange. The historic buildings have complex relationships with their surroundings, each presenting a 'civic' facade to the street and a more private facade to the Garden. Historically, the street frontages were impressive formal faces but were not the point of access - the principal entrances to the buildings were from the Garden. Over time, the Dome buildings have reversed their orientation to address Church Street, turning their back to the Garden. Porden's magnificent south facade, to which Nash's Royal Pavilion responds, is now used as the Dome service access road and is obscured by screen planting. In order to reunify the Royal Pavilion Estate it is essential to re-awaken the potential of the Garden as the means to mediate and connect the complex relationships between the historic buildings. In addition, the Garden offers exciting opportunities for creative new uses and different patterns of occupation in support of the arts venues on the site. Reminding ourselves that the Garden is a historic garden rather than a public park should be seen as a celebration rather than a stuffy approach ...'

This was supplemented in the 2018 CBA Conservation Management Plan as follows:

*Section 5.2.2 'Our vision is to restore, conserve and enhance the diverse significances and values of The Royal Pavilion Garden while retaining the Garden as a public open space in the historic centre of Brighton. At the heart of the vision is a celebration of the Garden's heritage, lively atmosphere and open space, and its capacity to enrich the lives of the local community. This forms the basis of a commitment to on-going sustainability, quality and inclusivity to ensure that the widest possible audience can appreciate and benefit from the diverse opportunities afforded by the Garden.'*

The 2013 and 2018 visions are amplified in the more detailed vision below.

CBA policy headings 1. Governance, 5. Interpretation and 6. Audience Development have not been covered below. The reader is referred for guidance to CBA CMP Section 5 and to more recent specialist reports on these subjects.

## 6.2 JUSTIFICATION FOR THE GARDEN VISION

The more detailed vision below in Section 13.3 has been devised specifically for this project. It reflects a more detailed understanding of the garden's significances, current condition, uses and the operational requirements than was presented in the reports above in 2013 and 2018. The garden vision below is based on the following justification.

The Royal Pavilion garden is a very special and fragile jewel which needs the same level of attention as a piece of Chinese wallpaper in the Pavilion itself, to conserve it and present it, while accommodating a high number of visitors who use it for various purposes. Colour, texture, exotica and exquisite materials are common to both, as well as the King's obvious pleasure. The key Picturesque character Nash and Aiton established for their monarch by 1830 is fine-grained and complex, requiring a specialist understanding to present it to the royal standards of the building and its contents. Like the wallpaper, the garden requires an intellectual understanding of its character, fabric and presentation and curation of its contents and appearance by trained and expert staff.

Integral to this ensemble, the garden should be treated with as much care and an equivalent level of resources as the building and its interiors. Its planting is finely detailed requiring specialist gardening to retain the texture.

Unlike the wallpaper and the interiors which are curated and protected from wear, the fragile garden is subject to major direct wear from heavy and constant public use. Events and through traffic are particularly damaging and a strategy is required to minimise their lasting effects on this unique royal garden. While it is in some senses fragile, in others it is robust enough to accommodate the great number of visitors and still be attractive and welcoming, given an appropriate level of resources.

The garden compares with other publicly used royal palaces and parks of the highest historical significance in which high presentation and gardening standards are challenged by heavy use. At Hampton Court the gardens, many open free of charge, achieve the highest standards of expert horticulture despite heavy footfall. St James's Park has been recently restored with Regency-style planting and is always open to the public, requiring a balance of high quality gardening and the need to repair damage from high levels of use. The Pavilion remains comparable with Buckingham Palace, not only historically for the Nash/Aiton design, but, as relevantly, because periods of intensive wear from public functions such as garden parties, albeit limited and well controlled, have to be constantly repaired and refreshed while keeping the garden to the highest standard expected for royal functions. This is comparable with the use of the former Hertford Villa, the Marquess of Hertford's pleasure pavilion in Regent's Park, now Winfield House and the US Ambassador's residence, which has similar event pressures on a compact space. What unites these varied uses is the resultant need to maintain, repair and refresh the fabric regularly.

At the Pavilion, like these examples, the specialist nature of the Picturesque planting and the intensive use requires a constant replacement and refreshing of the fabric to present it to an appropriately high standard, based on a cyclical



programme set out in a management and maintenance plan. The 1990s restoration planting plans remain appropriate, modified to reflect experiences since the 1990s. Events, given their disproportionately damaging effect, should be better controlled or reduced to those with a minimal effect on the fabric. Other damage and antisocial behaviour would be considerably reduced by closing the garden at night, using a boundary treatment which does not damage the historic character of the garden or its relationship with the setting.

The most important aspect of the garden is its Picturesque planted garb, as a thing of managed artifice which can accommodate wildlife. The range of cultivated plants and mature trees, most notably the Elm, provide a good habitat linked to other greenspaces via green corridors, but the starting point should be the historic character of the Regency, informal and also wildlife friendly, rather than presentation as a habitat per se. It should be gardened and presented in this manner as it will offer an ecological haven. The ideal presentation is illustrated in Mike Jones's book *Set for a King*, a good source of inspiration. A skilled gardener dedicated solely to gardening in this manner (not diverted to other activities) is essential as the pivot for implementing this vision, supported by trained volunteer gardeners.

It is critical that trustees, managers at all levels, volunteers and local stakeholders are taken on the journey to embrace and promote this unified vision for the Pavilion and its garden and its implementation. Inspire the passion to ensure that it is adequately resourced and managed to enhance its beautiful historic character, while providing an essential public open space in which harmful behaviour and physical damage is minimised.

### 6.3 GARDEN VISION

The following vision is based on the justification above in Section 13.2, itself derived from the analysis of the significances of the site set out elsewhere in this document.

#### Summary Vision

Preserve, restore and enhance John Nash's unique Regency garden, to unify the Royal Pavilion Estate and offer a welcoming and informative green oasis in the centre of Brighton for all to enjoy.

This breaks down into various aspects of the garden:

Vision 1.           **The Royal Pavilion Estate – the King's Garden.** Conserve and present as the complex and highly maintained Picturesque garden of the royal marine pleasure pavilion for Britain's greatest connoisseur monarch, King George IV, at its zenith by 1830. Inspire the passion for this unique and jewel-like garden as part of the unity of the whole estate and welcome and encourage visitors to use it benignly as an asset and haven.

- Vision 2. **An artistic artefact.** Treat the garden as the valuable historic artefact it is as part of a unified vision for the whole estate. Accord it as much respect, attention to detail and equivalent resources as the rest of the King's palatial Pavilion estate along with the built fabric, furnishings and connoisseur's artistic collection, as it forms a similarly significant part of the ensemble.
- Vision 3. **An integral part of the ensemble.** Recognize and reinforce the artistic and physical relationship between the interior of the Pavilion and the exterior setting. Ensure that the curation and interpretation of the historic character links both with an intellectual understanding of the similarities and contrasts.
- Vision 4. **Repair and rejuvenate.** The garden is a dynamic, living work of art with a very high and intensive visitor usage for which it was not designed, although it accommodates visitors admirably. The Picturesque style and intensive use require cyclical planned replacement and refreshing of planting and hard landscape features to retain an appropriate standard of the historic character and for visitor enjoyment.
- Vision 5. **Significant later phases.** Later changes which enhanced that character and layout have their own significance and deserve due consideration.
- Vision 6. **Future alterations.** Alterations to accommodate the present intensive public use should only be considered where absolutely and justifiably essential to the conservation of the fabric and character of the garden; their design should as far as possible enhance or evoke, or at least not damage, that essential character of the compact and fragile royal garden.
- Vision 7. **Wildlife and habitats** should complement and enhance the significant elements of the historic garden and the ornamental design which expresses its royal origin.
- Vision 8. **Inspire and engage stakeholders and decision makers.** Inspire and engage trustees, managers at all levels, volunteers and other stakeholders to embrace and promote this vision for the Pavilion garden and its implementation. **Sell it with passion!**

## 6.4 GARDEN POLICIES

These are the policies set out in Section 14 of the SRHEL 2022 Addendum to the 2018 CBA CMP and referred to above in Section 4.2 of the HIA.

Appendices and other sections referred to are those in that document.

Policy 1. **Overall.** Conserve and present the garden of King George IV's pleasure pavilion at its zenith by 1830 with later changes and restoration works which enhanced that character, as part of the unity of the whole estate which welcomes and encourage visitors.

Policy 2. **Structures.** Conserve, restore and maintain to the highest standards significant buildings and structures present by 1950, after which no historically significant and non-damaging structures were added, ensuring that their immediate landscape settings are historically appropriate. Prioritise items of the highest historic significance that are deteriorating and ensure that restored structures are sustainable in the long term.

Additions should not damage the early C19 Nash character, views or fabric they should be sensitive and sympathetic to the historic context in position, style and materials, be fully justified and mitigated, and reversible.

Policy 3. **Street Furniture & Visitor Facilities. See CBA Capital Works Priority 3g.**

Develop and implement a unified design and colour guide consistent with the historic character. These features are important to welcome visitors and improve their visit. Minimise the effect of C21 street furniture, and visitor facilities such as refreshment areas, WCs and interpretation in altering the historic character and fabric in the most important areas, particularly around the north and south gateways and in areas visible from the Pavilion.

Policy 4. **Garden Art and Memorials.**

Ensure that outdoor art and memorials remain absent as far as possible. Adopt a presumption against explicit memorialisation in the form of trees or other features; if necessary record donations in other ways such as a book; review and find alternatives to existing commemorative features. The historic character of the Nash scheme included almost no outdoor artworks. This helped to preserve the illusion of the Pavilion standing in a naturalistic scene with minimal human intervention. Little was added subsequently in the C19 and early C20 so that this character largely persisted.

- Policy 5. Views. See CBA Strategic Principle Priority 2g and Feilden 2013 Vision (Section 13.1 above).**
- Reinstate and maintain significant views clear and to a high standard, without intrusion of inappropriate planting and modern features so that the design and visual links between various areas and features are clear (see Section 7.2-7.3. & views maps Figures 10-11 [reproduced in Appendix 2 below]).
- Prioritise the most significant views, i.e. those established by 1830, including the Nash *Views* [reproduced in Appendix 2 below] and the visual reconnection between the Pavilion and the Indian-style facades of the Dome, Corn Exchange, etc to the north-west; also relating to the north and south gateways.
- Consider phasing work to ensure that high quality resilient trees are retained in the short term.
- Policy 6. Circulation. See CBA Capital Works Priority 3b, 3g.**
- Maintain the layout, fabric and character of the drives and paths to evoke the Nash scheme, adapted to reflect later changes of historic significance, as in the 1990s restoration and the intense level of use by visitors.
- Minimise damage to path environs from intensive use by visitors.
- Mitigate the visual and physical effects of the service drive for the Dome while re-establishing a stronger visual link with the Pavilion.
- Policy 7. Boundaries and Entrances. See CBA Capital Works Priority 3b.**
- Use historically appropriate styles and positions for fences and gateways to enhance the Nash scheme, guided by examples on site, and visual C19/early C20 sources. Rationalise fencing to ensure it is essential and effective.
- Review the suggestions in CBA Priority 3b to ensure that significant irreversible damage is not caused to the fabric and character nor consequences which significantly increase wear on the fabric.
- Policy 8. Seating. See CBA Strategic Principles 2d and 2f.** Use a single historically appropriate style as far as possible, robust enough to withstand the high intensity of use. Balance providing seating with the discouragement of anti-social behaviour.

Policy 9. **Horticulture. See CBA Strategic Principle 2d and Capital Works Priorities 3c, 3d, 3e.**

Maintain the garden to the highest standard, based on the plans, palette and management/ gardening of the 1990s restoration and planting, following as far as possible guidance from Jones *Fit for a King* (2005), Henry Phillips (1823) and Loudon (1838), adapted to reflect the garden's specific conditions as necessary. See Section 8 and Appendices 4-6.

Prune and when necessary replant on a cyclical programme to ensure presentation always reflects the Picturesque character and Forest Lawn scenery (defined in Appendix 3, Section 17.3.3). Reinstate 1820s beds which were not part of the 1990s restoration where this is operationally appropriate. Depart from the historic planting schemes with the introduction of new features and different species and varieties only where there is no alternative or where no damage will be caused to the historic design and character.

Guidance on appearance in Nash *Views*, both published (Figure 7 and Sections 6.2-6.5) and Pugin's preliminary watercolours, and views of other sites including Cronkhill and Pitzhanger Manor.<sup>2</sup>

Policy 10. **Trees. CBA Management and Operational Priority 4g.**

See also 2022 tree survey and analysis above (Section 8) for detailed significances and management priorities. Further detail including tree analysis with mapping of current specimens overlaid on historic maps is contained in Appendix 9.

Analysis maps Figures 19 and 21 identify areas that should or should not be replanted.

Maintain trees in a state of arrested development where they would block key views if left to attain full maturity. Prune sensitively to maintain a natural outline or replace when they outgrow their positions. Remove those which are in historically inappropriate positions (i.e. do not conform to the Nash scheme) unless they are of the highest significance botanically or ecologically, in which case allow these to die and do not replace; replanting should follow the 1990s restoration scheme and Nash plan (Figure 7, see Section 8).

Prepare a tree management strategy to include a regular programme of inspections, disease monitoring and maintenance operations and replanting following design precedent and to

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<sup>2</sup> Pitzhanger Manor, 1800-01: <http://collections.soane.org/object-xp14> (ref. XP14); <http://collections.soane.org/ARC8249> (ref. SM 14/2/3); <http://collections.soane.org/ARC8248SM> (ref. 14/2/7).

Cronkhill, 1802: <http://collections.soane.org/THES75575> (ref. 73/5/2)

agreed planting palette, with special attention to the specific management needs of significant, mature or ancient trees and trees which form structural planting.

Take all steps to maintain and enhance the elm collection with new resistant cultivars prioritising those with characteristics similar to historic types if possible.

Nevertheless in response to changing climate conditions and disease threats, it is important to make the palette resilient by increasing diversity with alternatives so less reliance is placed on the traditional elm while preserving the important specimens and historic genetic material of the earliest specimens. Species available in the Regency period should be the priority for new planting, but other more resilient types to increase diversity may be suitable where they conform to the Regency design character and appearance, in addition to new resistant elms.

Take account of heritage and ecological significance of trees in all management decisions.

Take account of views management in all tree management decisions.

Maintain avenues (e.g. Elm Grove) in historic species (if viable) at original spacing and groupings.

Identify those for replacement planting of some or all of the west line of trees.

Enhance links with Plumpton agricultural college to propagate the oldest trees and take cuttings for replanting in the garden and for biosecurity by lodging with gene bank in Tenerife.

Donated trees should only be accepted if they fit with the long term tree and view strategy.

(see also recommendations in Section 8).

**Policy 11. Lawns.** Present the lawns as a verdant carpet in a slightly shaggy appearance, fingering into the shrubberies as grass would not have been close mown in the Regency period.

Manage turf, events and visitors to minimise wear particularly alongside paths.

**Policy 12. Garden Staff. See CBA Management & Operational Priorities 4c Staff development.**

Provide sufficient resources and skilled gardeners to achieve the appropriate standards of gardening and presentation via a prioritised, rolling action plan.

A dedicated, skilled gardener should be supported by the valuable roles of professional trainees and trained garden volunteers, and advised by experts in this specialist field of garden history.

Use off-site resources such as the facilities at Preston Manor for space-hungry activities such as composting, propagation and storage.

Identify need for, and provide training in, specialist skills or knowledge, including use of this document, 2018 CBACMP and heritage impact assessment (HIA, see Appendix 8).

Rationalise the arrangement and use of on-site horticultural service areas. Increase use of off-site resources such as the facilities at Preston Manor for space-hungry activities which are not essential on site such as composting, propagation and storage.

**Policy 13. Archaeology** (preservation in situ).

See MOLA Desk-Based Report (2022) and summary in Section 5.8 above for detail of significances and areas of various levels of potential.

The archaeological heritage (above and below ground) should be safeguarded, conserved, enhanced and managed appropriately reflecting relevant historic landscape conservation policies, in accordance with NPPF and Planning Practice Guidance, including an archaeological watching brief for new works involving excavation and earth moving in areas of high potential, such as tree stump removal, ground works for drainage, new structures, etc.

Use opportunities to widen understanding and interpretation of the history of all periods through archaeological survey.

**Policy 14. Ecology.** See also Survey and Biodiversity Assessment: Royal Pavilion Garden, Brighton (December 2016) and 2022 Greenspace Ecological survey for detail of species and habitats present and management recommendations.

Balance the conservation of species and habitats (and associated legal obligations) and the maintenance and restoration of significant elements of the garden to perpetuate the ornamental historic character, including views, while providing habitats which do not conflict with the historic character.

Recognise, and manage to enhance, the garden's role in climate change mitigation and wildlife corridors with the adjacent greenspaces particularly along the London Road including Victoria Gardens and the Old Steine.

When planning change, comply with obligations regarding the disturbance and habitat of any legally protected species present.

- Policy 15. Use and Events. See CBA Management and Operational Priority 4d.** Ensure that the garden is welcoming to visitors and that the type of use is appropriate to the various character areas, e.g. perpetuating the tranquility of the East Lawn in contrast to the busy thoroughfare of the Western Lawns.
- Minimise antisocial behaviour using physical and social deterrents.
- Develop and implement an events strategy which acknowledges the historic tradition since first public ownership in 1850, of holding cultural events within the garden but which is:
- i. guided by the Nash character of the Garden and does not significantly damage it
  - ii. focused on events that complement the historic setting for the Pavilion and garden ambience
  - iii. integrated into an overall management strategy for the Garden
- Events and responses to antisocial behaviour must not cause irreversible damage in the short or long term.
- Policy 16. Security. See CBA Capital Works Priority 3a.** Improve security to protect visitors, staff and volunteers, and the garden fabric, while welcoming visitors. Ensure that access to the Pavilion is as secure as is practically achievable given the need for public access.
- Pursue actions to address concerns raised by users in relation to the garden being a safe environment for visitors. Local residents have, understandably, a poor image of its safety.
- Policy 17. Estate Management. CBA Management and Operational Priority 4b.**
- Address the policies above to conserve and enhance the character established by c.1830 in an MMP, particularly ensuring appropriate coverage of the long term management of trees and other planting (see Section 8).
- Regularly update and implement the MMP taking account of the guidance in this addendum.
- Continue working towards Green Flag/ Heritage Green Flag status.
- Use heritage impact assessment (HIA) to evaluate effect of proposed work on the significance using method in Appendix 8.
- Policy 18. Sustainability. See CBA Management and Operational Priority 4f**
- Prepare and implement a Sustainable Management Strategy for all management operations.
- Adopt ecologically appropriate, sustainable and environmentally sensitive management



practices in accordance with best practice, including maximising opportunities for carbon sequestration, sourcing of materials with low embodied carbon, avoiding use of herbicides, pesticides, and peat based products, composting of green waste on site, and reuse/recycling of materials where possible. Ensure that use of resources (particularly water, energy and production) and choice of plant material (planting schemes, grass, tree selection) are consistent with predictions for climate change and its mitigation.

Policy 19. **Masterplanning for Restoration. See CBA Management & Operational Priorities 5a**

Use this guidance to underpin masterplanning for restoration or major changes to the garden.

Policy 20. **Value and Protect the setting.** Recognize the great experiential influence that the urban and marine setting has upon the ensemble and particularly the garden. (see Section 7.4)

Monitor and protect views into the wider setting. Safeguard the setting as established by the mid-C20 with its close and distant views, both urban and marine, and the experiential qualities of the arrival from the north along the London Road and south from the sea front. Resist development or change inappropriate and detrimental to the significance of the Royal Pavilion and its garden particularly large scale or tall buildings which will be visible to the east. Ensure that proposed changes in the setting are identified in time to influence their refusal or mitigation if they are inappropriate.

Policy 21. **Survey Research and Recording CBA Audience Development & Engagement 6b**

Research, catalogue and conserve material in the archive. Digitisation of archival material and the restoration is essential, prioritising the most significant and informative material guided by curatorial staff. Good quality digital copies of significant documentary evidence held elsewhere is also essential for the archive to inform the approach to the garden management.

Continue the programme of cataloguing and making accessible the existing archives, adding records of existing condition of landscape and structures and any new work affecting built and landscape features and new material such as oral history records; use the archive to monitor that repairs and replacement works reflect context and original design concepts.

Policy 22. **Maximise opportunities for interpretation both on site and digitally without damaging the historic character and fabric.**

Interpretation should provide layers of understanding about the various aspects of the garden's significances in a contemporary, non-intrusive way. Devise a policy and guidelines for interpretation to maximise the opportunities in all media which informs the forthcoming Interpretation Plan.

Minimise damage to the significant historic fabric and character, especially in visually sensitive areas near key historic features such as buildings and paths, and otherwise unchanged sweeps of landscaping.

Map areas of high sensitivity based on these aspects to guide positioning, type of media and style. Devise style guidance for the various areas of sensitivity and visual impact limits on physical interventions. Identify areas that are suitable for permanent and temporary media.

## 7 APPENDIX 2 KEY VIEWS

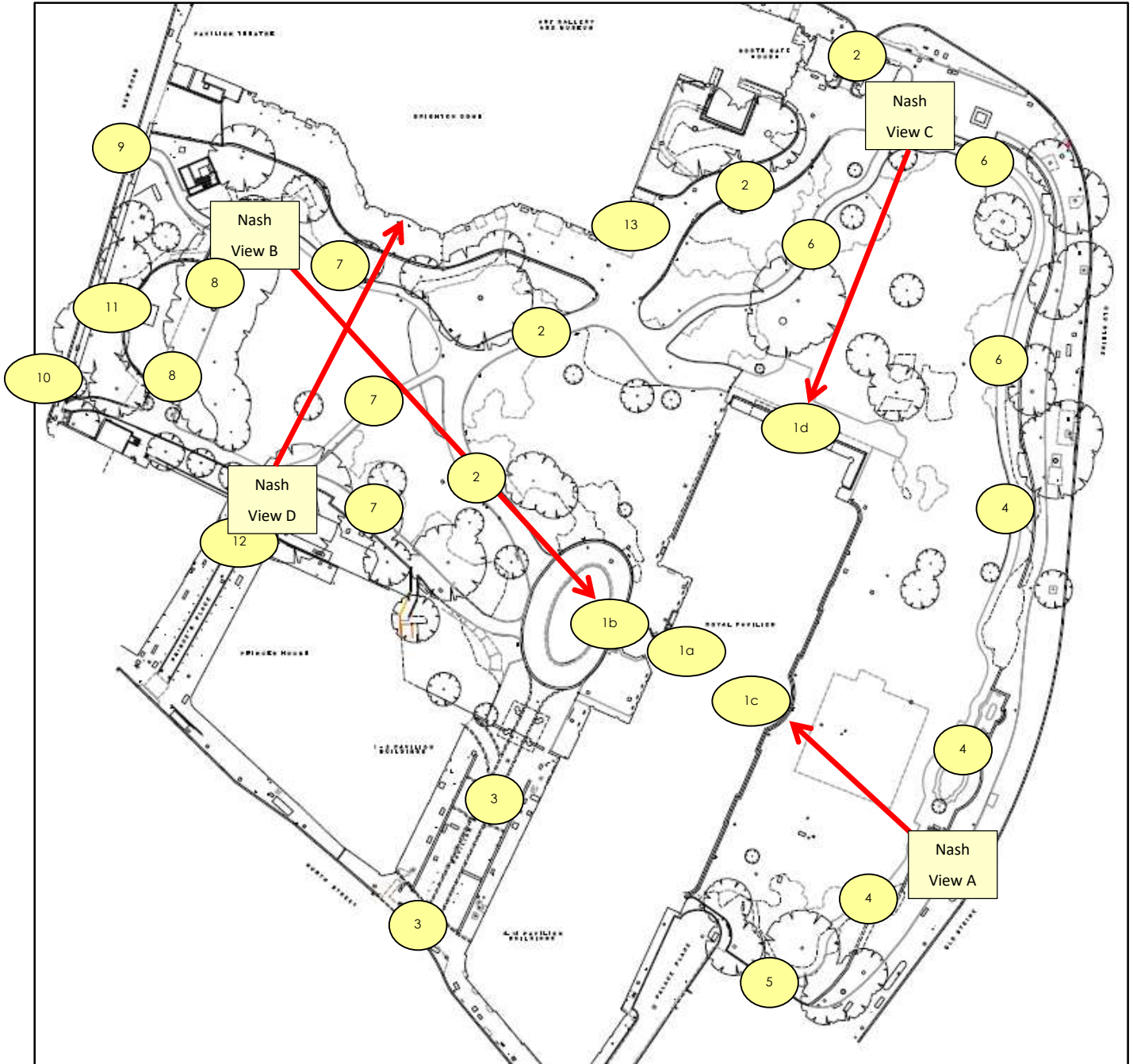


Figure 7 Map of Estate Historic Viewpoints on modern survey base, including Nash viewpoints.

### Key to internal viewpoints mapped above

1. Royal Pavilion	2. North Drive
3. South Drive	4. East Lawn circuit path (Nash View A)
5. East Lawn south entrance	6. North-East Lawn circuit path (Nash View C)
7. Western Lawn paths	8. Elm Grove avenue (Nash View B from N end)
9. Entrance New Road/ Corn Exchange (NW)	10. New Road south entrance
11. Café	12. Western Lawn to Dome (Nash View D)
13. Museum Entrance and Porch	

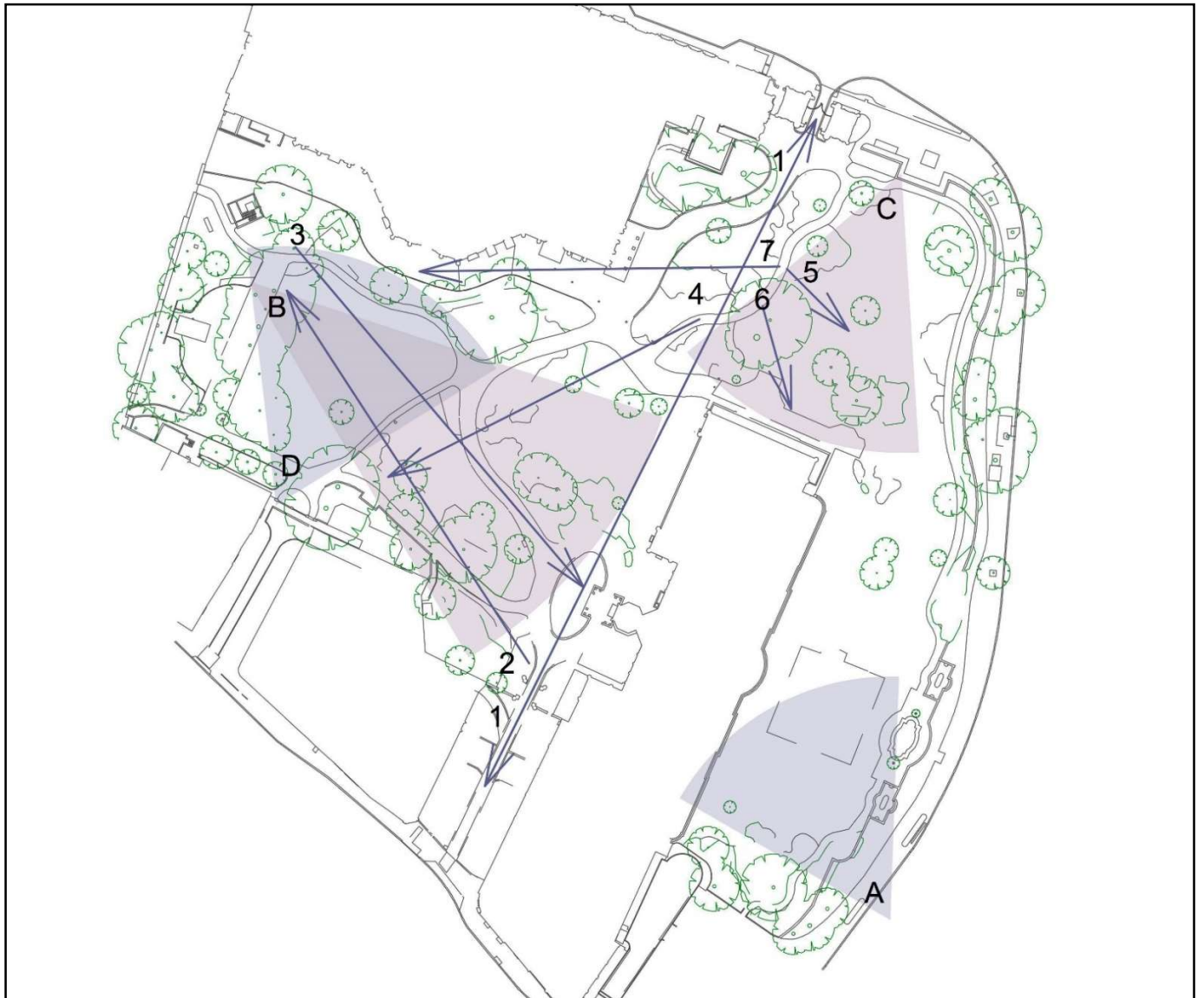


Figure 8 Plan of the viewpoints for Nash's four main views of the garden (see below), and their view cones.

## 7.1 VIEW A STEINE FRONT GEOMETRICAL VIEW, NASH VIEWS



The central island bed shown in the view was not shown on the ground plan published with the views (see front cover above). Nor was the path layout as shown above. The Downs are visible on the far right, now long gone.



The boundary balustrade, iron gates and pools were added in the 1920s by the Corporation in Indian style.

## 7.2 VIEW B: WEST FRONT AND CARRIAGE SWEEP TO PORTE COCHERE, NASH VIEWS

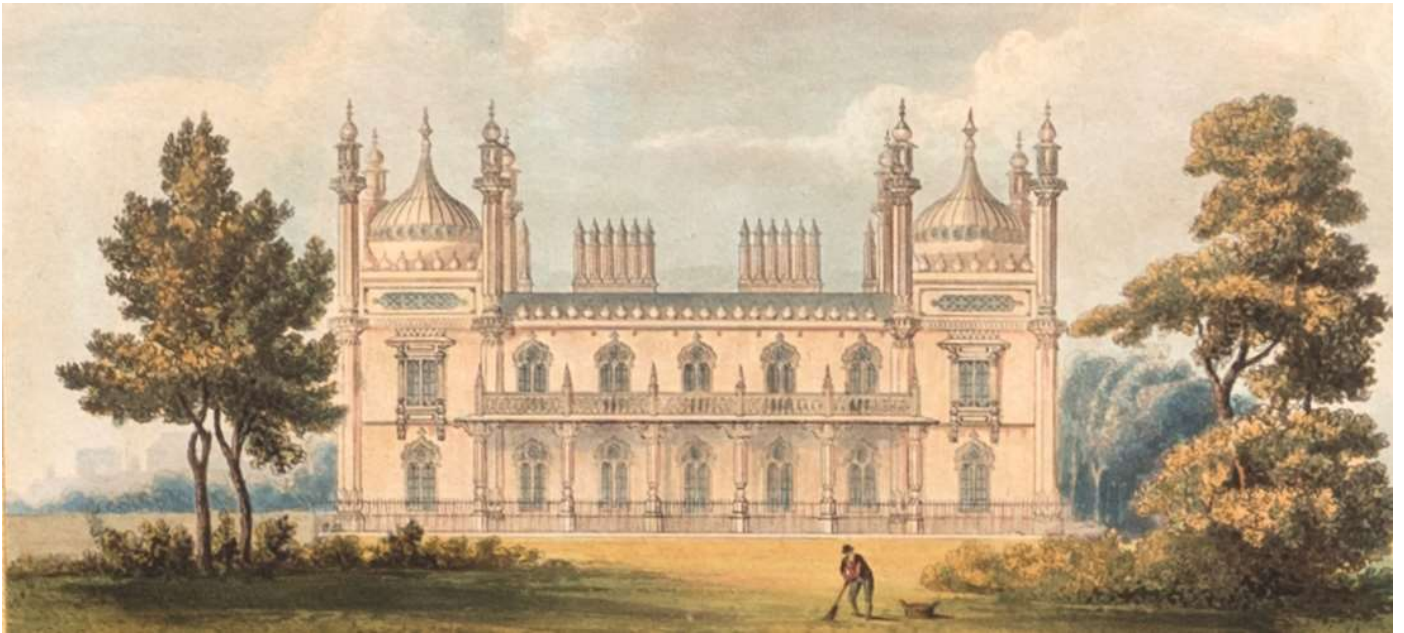


This is much as shown on the ground plan. It exemplifies the Forest Lawn style of planting and combination of evergreen and deciduous planting with the awns sweeping up to the island beds.



This view is taken from slightly further away. The tower block rises above the tent roof of the Music Room.

### 7.3 VIEW C: NORTH FRONT AND ENTRANCE TO PRIVATE APARTMENTS, NASH VIEWS.



This view is similar to the layout on the ground plan. The sea view is visible far left.



The two trees require removal. The sea view is obscured by trees, but not irreversible.

#### 7.4 VIEW D: VIEW OF THE DOME STABLES AND ELM GROVE (FAR LEFT).



This view is much as on Nash's ground plan and overlies Promenade Grove. To the west Elm Grove avenue frames the left-hand side, on the former Quaker burial ground, with to the east (right) an island bed.





## 7.5 OTHER KEY VIEWS, 1-7



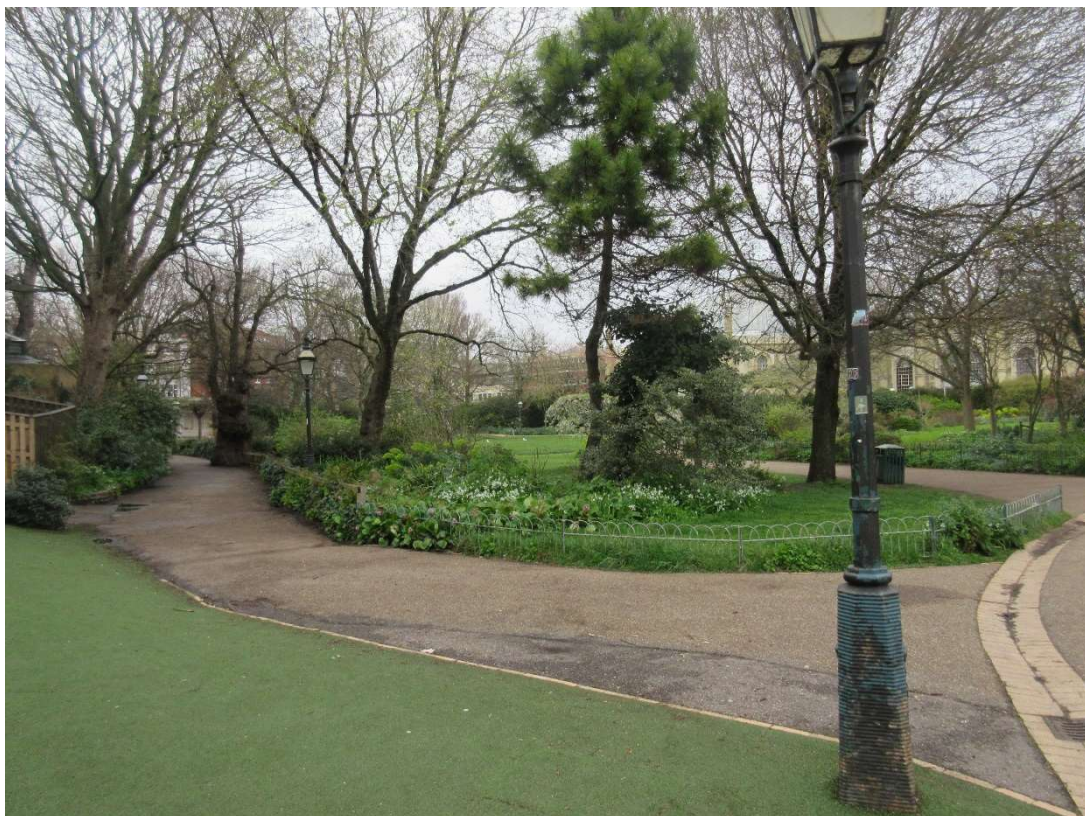
View 1a, south through North Gate to Porte Cochere.



View 1b, north through Indian Memorial Gateway, south gate to North Gate over King's Lawn.



View 1c, pedestrian entrance next to Indian Memorial, south gate on axis with Porte Cochere and North Gate.



View 2, west from south entrance over Western Lawns towards Elm Grove and Dome.



View 3, east from Corn Exchange entrance at north-west corner.

Tower block rising above the Pavilion.



View 4, south from the carriage drive towards Western Lawns. The distant buildings are damaging but could be worse.



View 5, south-east over North-East Lawn towards the Steine and its C19 buildings in varied style but similar scale. North front at far right.



View 6, north front and North-East Lawn, distant East Lawn and Steine, view of sea obscured by external trees.



View 7, west to Museum and entrance, formerly (from 1900) to the Dome.

### **Summary of Current Views & Setting**

Setting can be defined as the surroundings that add to the significance and experience of a defined asset. The setting of the historic environment is an experiential aspect of the significance of a heritage asset, usually including multiple facets which should be identified and understood. As well as simply 'views' it includes other experiences in a combination of elements such as sound, smell and light, and also the experience of 'arrival'. Setting is not a defined spatial area in which no change may occur. Indeed change within a setting can enhance or contribute to significance. However, key elements of the setting may be of such great importance in experiencing the heritage asset that they deserve protection from damaging change.

For the Royal Pavilion the most obvious and influential aspect of the setting is the views. Although Nash tried to screen external views of the setting, today they are an important and accepted part of the historic environment and influence many of the key views between the Pavilion and its landscape. As such the scope of this project has addressed specifically that aspect, although the other experiential aspects, such as arrival, deserve systematic identification and analysis to develop an understanding of their roles, significance and vulnerability.

Internal views were a key part of Nash's design and have remained important ever since, but external views have acquired greater effect and significance. It is important to understand the individual viewpoints, what they were intended to see and what was to be screened. In this case the most important are those forming part of Nash's scheme as the most significant design phase of the landscape, even if they originated before his commission but were incorporated in his design. An understanding of their significance, survival and condition can inform a programme for restoration.

## 8 APPENDIX 3 SUMMARY SCHEDULE OF WORKS FOR STRUCTURES

The 2022 RHP condition survey addressed particularly the garden lamp posts, walls, iron railings and gates:

- Bow top railings
- Cast Iron Railings to part west and south boundary
- Listed lamp posts
- Precast stone and rendered common brickwork balustrade boundary walls to part north and east boundary
- Unlisted lamp posts of historic design

The subsequent report (RHP, Pavilion Gardens Condition Survey Report July 2023) was based upon a visual inspection made from the ground and restricted to the general condition of the structures. Enclosed or inaccessible parts were not opened up and no assurance was given that such parts are free from defect.

The recommendations identified in Section 3.0 Findings of Inspection structures and facilities are summarised and ordered by priority as follows:

Category A urgent works, frequent maintenance and works requiring attention within 12 months.

Category B Works requiring attention within 18 months.

Category C Requiring attention within 5 years.

Category D Requiring attention within 10 years.

Category E Items of routine maintenance.

Category F items requiring specialist advice.

19 Lamp posts are listed, nos 16, 17, 18, 20, 23, 24, 25, 26, 28, 29, 30, 31, 32, 38, 40, 41, 42, 43 and 44.

It is assumed that the 10 other lamp posts are the columns added in 1993.

Listed items are marked in **bold** below.

Category A.	Urgent works, frequent maintenance and works requiring attention within 12 months
North-East Lawn: Lamp Posts 6-10, 13, 14, <b>16</b>	Prepare to remove all corrosion at base (extend preparation below ground level), prime and redecorate with suitable paint finish to provide weather protection. Clean out dirt within lamp and ensure operational.
Western Lawn: Lamp Posts <b>24, 31</b> , 33- 36	Prepare to remove all corrosion at base (extend preparation below ground level), prime and redecorate with suitable paint finish to provide weather protection. Clean out dirt within lamp and ensure operational.
South & East boundary Iron Railings	Test railings to determine if cast or wrought iron to define the repair strategy. All need repair and redecoration scheme with a suitable primer and paint system for full weather protection. The extent of corrosion will not be evident until the existing corrosion and paint finish is removed via a suitable system. Reinstatement missing elements and remove and re-caulk at base with lead for weather tight seal. Dependent upon paint and corrosion removal system, localised dust protection system will be needed.
E & N boundary Cast stone wall, rendered brickwork plinth	Remove vegetation to obscured areas to complete condition survey. Where balustrades are loose, structural repairs recommended to re-secure the wall. Further investigations required. Where affected by moss and lichen, consider biocide to remove.
East Lawn Rendered wall south of pond	Further intrusive survey works required to determine construction and whether any previous repairs have used bed joint reinforcement which may be failing and causing the horizontal cracking. Coping stones to be reinstated and significant render repairs (subject to outcome of intrusive survey). Review historic photos/ images to see if there are any missing architectural features and consider with any repair strategy.
East Lawn: Rendered	Further intrusive survey works required to determine construction and whether any

Wall N of Pond	previous repairs have used bed joint reinforcement which may be failing and causing the horizontal cracking. Coping stones to be reinstated and significant render repairs (subject to outcome of intrusive survey). Review historic photos/ images to see if there are any missing architectural features and consider with any repair strategy.
East Lawn: Lamp Posts 1-5	Suitable preparation to remove all corrosion at base (extend preparation below ground level), prime and redecorate with suitable paint finish to provide weather protection.
King's Lawn: Lamp Posts 22, 23, 32, 42	Prepare to remove all corrosion at base (extend preparation below ground level), prime and redecorate with suitable paint finish to provide weather protection. Clean out dirt within lamp and ensure operational. #42 Specialist repair to check integrity of lamp to post connection.
Eastern boundary: iron gates	Repair hinges and review whether these should be made operational. Suitable preparation to remove all corrosion at base (extend preparation below ground level), prime and redecorate with suitable paint finish to provide weather protection. Test railings to determine which elements are cast or wrought to define the repair strategy.
<b>Category B</b>	<b>Works requiring attention within 18 months.</b>
North-East Lawn Lamp Posts 15, 18, 19, 20	Consider including within re-decoration scheme. Clean out dirt within lamp and ensure operational. #20 Suitable preparation to remove flaking paint to sound base (extend preparation below ground level), prime and redecorate with paint finish to provide weather protection.
King's Lawn Lamp Posts 21, 25	Redecoration works. Clean out dirt within lamp and ensure operational. #25 Prepare to remove flaking paint to sound base (extend preparation below ground level), prime and redecorate with paint finish to provide weather protection.
Western Lawns Lamp Posts 39, 40	Prepare to remove flaking paint to sound base (extend preparation below ground level), prime and redecorate with paint finish to provide weather protection. #39 Remove graffiti from glass.
Automatic vehicle gate, North gate	Prepare to remove all corrosion prime and redecorate with suitable paint finish to provide weather protection
<b>North gate Ornate gate</b>	Prepare to remove all corrosion prime and redecorate with suitable paint finish to provide weather protection. Overhaul, ease and adjust lock.
North gate Modern gate	Prepare to remove all corrosion prime and redecorate with suitable paint finish to provide weather protection. Overhaul, ease and adjust lock.
<b>Timber Gates (3 No) to South (Indian Memorial) Gate</b>	Timber gates in good condition. Evidence of previous scarf repair. Replace missing section in matching timber and stain. Replicate existing boss and replace missing bosses (2 no. missing to pair of gates). Hinges to pair of gates corroding. Treat. Check integrity of pintol hinges, stone cracked around fixings. Anti-corrosion treatment needed.
<b>South (Indian Memorial) Gate boundary wall</b> (omitting concrete block work wall & hoop railing)	Generally good condition. Investigate extent of damage to stonework from pintol hinges from timber gates. Stone clad brickwork pier adjacent bow top railings in poor condition. Previous poor cementitious repair at base of pier. Stone cracking from rusting pintol hinges from removed gate and section of stone missing exposing brickwork core with slate DPC. If gate not reinstated, remove pintols and carry out matching stone indent repairs. Capstone has shaling stonework, consolidate and repair.
<b>Category C</b>	<b>Requiring attention within 5 years.</b>
Throughout garden: modern bowtop	Review locations to remove where possible this element as part of the design scheme. Those to be retained, careful preparation and then a redecoration programme.



railings	
Bowtop railings to E & N boundary.	This modern addition forms the boundary between the public realm and garden. Regular maintenance works including redecoration scheme.
East Lawn water features and steps	Water system not working. Clear out debris. Repair water system.
<b>Category unclear</b>	
Western Lawns Lamp Posts <b>43, 44</b>	Confirm condition when access available and identify remedial works.