

AGENDA ITEM 5

**BOROUGH OF POOLE
ENVIRONMENT OVERVIEW AND SCRUTINY COMMITTEE**

3 OCTOBER 2013

HERITAGE LOTTERY FUND COMPARATIVE PAPER

PART OF THE PUBLISHED FORWARD PLAN YES

STATUS – Service Delivery Information

1. PURPOSE

- 1.1 To provide Members with information and seek their support for the development of Heritage Lottery Fund applications for both Poole Park and Upton Country Park.

2. RECOMMENDATION

- 2.1 That Members recommend to Cabinet that officers develop Stage 1 Heritage Lottery Fund bids for both Poole Park and Upton Country Park.

3. BACKGROUND INFORMATION

- 3.1 Poole Park and Upton Country Park are Borough Parks managed by the Borough of Poole. These open spaces are popular attractions for both residents and tourists and play a key role in defining the ‘place’ of Poole. They also contribute to the Borough’s health and wellbeing agenda through provision of physical activity facilities and free access to open, natural spaces.
- 3.2 Poole Park is currently managed by Environmental and Consumer Protection Services (E&CPS); Upton Country Park is currently managed by Culture and Community Learning (C&CL). The two service units work together closely to ensure a coordinated approach to open space management across the Borough.
- 3.3 Officers from E&CPS and C&CL have identified a need for capital funding to address significant issues at both parks.
- 3.3.1 In the case of Poole Park the urgency arises from the condition of the play area at West Field, various issues associated with the lake, the risk to the avenue of Horse Chestnuts from the leaf-miner *Cameraria* and the condition of the park infrastructure, including the road surface, DDA issues related to the hard surface behind the Cygnet Cafe and the lake edges.
- 3.3.2 In the case of Upton Country Park, there are a number of issues across the estate which need to be addressed; ranging from collapsed drains within

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

Coopers Yard to dangerous structures and outbuildings. Improvements are also required to the parks infrastructure and within Upton House, a Grade II* listed building, which has a deteriorating basement, roof and fire system.

- 3.4 These issues need to be considered as part of holistic site management for each site. There is a need to protect, preserve and enhance the open spaces; projects will be focused on securing the future sustainability of the parks whilst retaining their existing character.
- 3.5 There is no capital budget allocation in the 2013/14 for either site meaning that alternative sources have been investigated.
- 3.6 Between 2006 – 2015, The Friends of Upton Country Park have donated £210,633 towards improvement projects within the Country Park. With membership at around 260, the volunteers raise their funds through management of the plant centre, kiosk, open days and events within the House and Grounds.
- 3.7 Over the last decade, capital improvement works to both parks have been funding primarily through Section 106 Developer Contributions fund, collected through the former Local Plan Policy L17 (Planning obligations: Recreational Contributions) and latterly through Policy DM9 (Green Infrastructure and Biodiversity). Currently the unallocated funds stand at:

Poole Park	£229,396
Upton Country Park	£17,603

For both parks, these sums are not enough to address the development needs that have been identified. Without further investment the infrastructure will decline and the liabilities will increase.

- 3.8 Appendix 1 sets out the development of the project to date for Poole Park. The HLF fund has been chosen as the most appropriate source of external funding because the sums allocated, if successful, are big enough to cover the whole project and will provide for a more cohesive whole for the park through the planning and implementation phase. It is also one of the few funds that local authorities can apply for that is relevant to the issue of park infrastructure: most external funds are not directed at local authorities but at third parties, for example Landfill Tax credits. Other external funds relate to social issues around the use of open space, rather than the space itself.
- 3.9 Appendix 2 sets out the outline of the project for Upton Country Park which is not as advanced as the Poole park Project. The UCP project aims to enable more people to visit more often and enhance the visitor experience by providing:
- Heritage facilities in better condition with improved management
 - Enhanced interpretation, explanation and identity
 - More opportunities for education, learning and volunteering
 - Environmental and financial sustainability.

4. **THE HERITAGE LOTTERY FUND**

4.1 The Heritage Lottery Fund (HLF) is a Lottery funded programme that invests in the UK's heritage to make a lasting difference to heritage and people. It is focussed on sustaining and transforming the heritage that people value reflected in the outcomes for:

people:

- develop skills, learn about heritage; and
- volunteer time

communities:

- it will be a better place to live, work or visit;
- environmental impacts will be reduced; and
- more people and a wider range of people will engage with heritage

heritage:

- better managed
- better condition
- better interpreted
- better recorded

4.2 There are ten targeted programmes including:

4.2.1 Parks for People, a two round process that awards grants from £100,000 to £5million. Parks for People is a UK wide programme delivered in partnership with the Big Lottery Fund in England. It awards between £10m-£12m each year. HLF recognises the benefits of high-quality, well-maintained parks for communities and this fund is designed for those managing the designed landscapes and open spaces that have heritage merit. Project costs covered by the grant include:

- new staff posts (to support project delivery, not ongoing);
- filling a post to cover staff moving into a post created by the project;
- professional fees;
- capital works;
- activities to engage people with heritage;
- promotion;
- evaluation and ancillary costs to the organisation (photocopying, phone calls etc).

4.2.2 Heritage Grants fund projects that make a lasting difference for heritage, people and communities in the UK. It is a two round process that awards grants of more than £100,000. Project criteria requires that work or activity is defined at the outset; has not yet started; will take no more than five years to complete; will contribute to achieving the HLF outcomes. Funding applications include all costs that are directly incurred as a result of the project and can include:

- new staff posts (to support project delivery, not ongoing);
- extra hours for existing staff

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

- filling a post to cover staff moving into a post created by the project;
 - professional fees;
 - capital works;
 - activities to engage people with heritage;
 - promotion;
 - evaluation and ancillary costs to the organisation (photocopying, phone calls etc).
- 4.3 HLF have identified Poole, Bournemouth, Christchurch and East Dorset as Priority development areas within the South West. These areas will not receive automatic funding but HLF aim to generate a greater number of good quality bids from these areas which will be able to compete with applications from other places.
- 4.4 Officers have communicated with HLF regarding the two potential bids and have been advised that the Borough of Poole is able to put in more than one application, provided that it can demonstrate the capacity to deliver. Large projects are competing at and assessed at a national level; if both projects were submitted at the same time and for the same funding stream then they would also be in competition with each other. However, if the bids are for different funding streams and/or in different application rounds then that issue would be avoided. Having one successful application would not preclude the authority from submitting a second application for another project.
- 4.5 Officers from E&CPS have identified Parks for People as the most appropriate fund for improvements to Poole Park because it is the only source of external funding available to a local authority that is specific for parks and the park infrastructure, and is of a size to allow a range of improvements to the park. It is the intention to apply for the Stage 1 application in August 2014 with a decision made by HLF in December 2014. The Stage 1 application requires evidence of a 10% match funding contribution; for this project this will be the £229k of Poole Park planning contributions. If successful, this would be followed by a Stage 2 bid to be submitted 12-18 months later. Success at Stage 2 would result in project funds being in place from 2016. Officers recommend that this timeline is followed for the best likelihood of a successful bid in line with the needs of Poole Park.
- 4.6 Officers from C&CL have identified Heritage Grant as the most appropriate fund for improvements to Upton Country Park. The aspirations of the Council, the legal obligations to maintain the historic asset and the Grant criteria have very strong synergy as identified within the key projects outcomes listed in 3.8 and detailed in Appendix 2. It is the intention to apply for the Stage 1 application during 2014. The Stage 1 application requires evidence of a 10% match funding contribution; officers are currently investigating sources to be used. If successful, this would be followed by a Stage 2 bid to be submitted 12-18 months later. Success at Stage 2 would result in project funds being in place from mid 2016. Officers recommend that this timeline is followed for the best likelihood of a successful bid in line with the needs of UCP.

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

- 4.7 Across the Borough there are no other known applications for HLF. The Our Streets and Spaces group are considering future potential use of HLF but these projects have not yet been developed.

5. FINANCIAL IMPLICATIONS

- 5.1 The bids will not proceed without due further detailed analysis with relevant financial officers. A key principle of both projects is the need to mitigate against future liabilities and address the potential to generate income.
- 5.2 Both parks are subsidised by the Council. Over the four years 2009/10 to 2012/13 c.£143k was spent on non-contract reactive and maintenance work at Poole Park. This is in addition to a grounds maintenance contract which currently stands at c.£213k per annum. During the same four year period; £127k was spent on building repairs and maintenance at UCP, plus £162k on grounds maintenance.
- 5.3 Additional information will be required in the development of a stage 1 UCP application. This will include commission of a destination consultant, full condition historical building survey, design work and engagement activities. Officer time will also be required.

6. LEGAL IMPLICATIONS

- 6.1 Poole Park is a Conservation Area with locally listed buildings including Seldown Lodge, East Gate Lodge the cricket pavilion and all the gate piers. The architecture and unique detailing of the Park, such as terracotta gate piers and lighting are of high quality and distinct character that led to its listing by English Heritage as a Grade 2 Historic Park and Garden. This listing places a requirement to seek planning permission for any development work.
- 6.2 The play equipment in Poole Park is outdated and in need of replacement. As such there are several pieces of legislation associated with play equipment, particularly permanent equipment with moving parts. This includes The Reporting of Injuries, Diseases, Dangerous Occurrences Regulations (RIDDOR) 1995, the Construction (Design and Management) Regulations 1994, and a host of British and European Standards. The Borough of Poole currently commissions formal play inspections to ensure sites are of the required standard. Any failures around maintenance could result in the Borough becoming liable for claims as the result of injury.
- 6.3 There are a number of legislative requirements relating to the management of designated areas or access routes which need to be considered as part of the prioritisation process. These are primarily related to the Wildlife and Countryside Act 1981 (as amended) and the Countryside and Rights of Way Act (2000). As a public body, the Borough of Poole also has a statutory duty to have regard to biodiversity conservation when carrying out its functions (Section 40 of the Natural Environment and Rural Communities Act 2006).

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

- 6.4 There are a number of legislative, policy frameworks and designations which would need to be considered in the development of UCP. These include:
- Green belt
 - Listed building status and curtilage
 - Site of Special Scientific interest
 - Poole Harbour Shoreline Management Plan
 - Area Tree Preservation Order
 - RAMSAR site
 - Protected species presence
 - Tenancy agreements
 - Allocation of Suitable Alternative Natural Greenspace (SANG)
 - Site Byelaws
 - Service and utilities infrastructure
 - Access – visitor flow, cycle paths and vehicle access.

7. RISK MANAGEMENT IMPLICATIONS

- 7.1 Failure to invest in capital infrastructure is likely to result in failure of the parks over the short to medium term. Specialists have advised that the main play area in Poole Park has a likely lifespan of c.3-5 years; if the equipment is not replaced the play area will have to be closed. As a Grade II* listed building, the Council has a legal responsibility to keep the buildings at Upton Country Park in a good state of repair. This includes outbuildings and grounds within its designated curtilage. Issues concerning collapsed drains, dangerous structures and declining building conditions are all of concern and could result in legal action being taken against the Council.
- 7.2 Both Upton Country Park and Poole Park are well loved Borough assets; their management and future is of interest to a large proportion of Poole's residents and visitors. There are reputational risks associated with a failure to develop and manage the sites strategically.

8. STAFFING ISSUES

- 8.1 E&CPS have identified staff resources to progress a Poole Park Stage 1 bid for August 2014 submission. Development of a Stage 1 bid for UCP by C&CL would require additional resources.

9. EQUALITIES IMPLICATIONS

- 9.1 The Equalities Act 2010 legally protects people from discrimination in the workplace and in wider society. Through the Act it is against the law to discriminate against anyone because of nine protected characteristics¹, including when using public services. As such, both projects will seek to address current barriers to access of facilities and areas of open space.

10. CONCLUSION/RECOMMENDATIONS

¹ Age, being or becoming a transsexual person, being married or in a civil partnership, being pregnant or having a child, disability, race (including colour, nationality, ethnic or national origin), religion/belief or lack of religion/belief, sex, sexual orientation.

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

- 10.1 C&CL & ECPS have identified needs within UCP & Poole Park. The Heritage Lottery Fund presents the Council with an opportunity to apply for significant funding to help address ongoing issues and realise the opportunities presented by these popular facilities.
- 10.2 Members are requested to recommend to Cabinet that officers develop Stage 1 Heritage Lottery Fund bids for both Poole Park and Upton Country Park.

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Appendix 1: Poole Park Information



Site Information

Size	100 acres
Location	Poole Town and Parkstone Wards
Designations	Conservation Area; English Heritage Grade 2 Listed Park and Garden
Community groups	Friends of Poole Park

Financial Information

Annual grounds maintenance cost	c.£213k for 2013/14
Reactive maintenance costs	£29k budget for 2013/14
Income from concessions	c.£100k per annum (NB this is not ring-fenced for Poole Park but goes into general budgets)

Previous capital investment (2007/8 to present)

Year	Item	Source	Budget
2007/8	Poole Park Islands	Planning obligations	£200,000
2008/9	Poole park train & passenger wagon	Friends of Poole Park	£4,000
2008/9	Poole Park fitness phase 1	Planning obligations	£30,000
2011/12	Non-turf cricket wicket Poole Park	Planning obligations	£9,000
2011/12	Poole Park Pavilion & Cycle Track feasibility	Planning obligations	£15,000
2012/13	Poole Park Pavilion	Planning obligations	£160,000
2013/14	Poole Park Tennis Court Refurbishment	Planning obligations and Lawn Tennis Association	£140,000
Total			£558,000

Year	Friends of Poole Park Contributions	Cost
2007	Play area surfacing	£500.00
	Play area equipment	£4438.00
	Play area tree	£293.00
	Plaque	£150.00
	HIPS 2 Display	£1116.23
	Picnic bench x 2	£1133.20
	Duck boxes (for fresh water islands)	£464.66

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

	Kiosk sign	£537.50
2008	Picnic Table	£665.00
	Loco and Carriage including naming	£3804.83
	Cycle racks	£1244.40
	Blowing up old photographs and framing	£112.00
	Refurbishing Notice Boards obtained from BoP Tourism	£240.00
	History Leaflet	£660.00
	Tree Leaflet	£790.00
2009	Leisure Leaflet	£637.50
	Picnic Table	£486.20
	Fountain - salt water lake	£26679.00
	Loco and Carriage - artificial grass surface	£2900.00
	Play area - New Games Panels and fixing	£906.00
	Provision of Wifi in Poole Park (F of PP contribution)	£4074.00
	Filing Cabinet for kiosk	£70.00
	Fridge for kiosk	£163.89
2010	Picnic seat	£467.00
2011	Flower Bed - Plants	£570.40
2012	Flower Bed - Plants - plaque	£32.00
	Repairs to fountain	£1542.04
2013	Seats on Path south of Salt Water Lake (committed but not paid)	£1600.00
Total 2007-2013		£56,276.85

Project Development

The potential for an HLF bid for Poole Park arose from a piece of work around the condition of Poole Park play area. This play area has a limited useful life and is no longer fit for purpose as a play area in Poole's premier park. Officers explored the possibilities of replacing the play area and identified the need for external funding. A meeting was also held with other Service Units who have an interest in Poole Park identified a number of issues around the park infrastructure which lead to a decision to approach HLF using their on-line application process.

On 23 August 2012 Officers met with HLF to discuss the application. Officers received sufficient encouragement to begin working on a Poole Park HLF bid with a maximum value of £2.5m.

On 19 June 2013 E&CPS held an open day in Poole Park pavilion to talk to park users, the Friends of Poole Park, the local community, Members and local schools about the park and what was important to them. All Councillors were invited to attend this event and provide comments given the Borough status of the park.

E&CPS also submitted a question about important heritage features in Poole Park to the Poole Opinion Panel for Spring 2013.



Project Description

Using this information as well as the results of the service unit meeting, five themes have been identified that meet the HLF outcomes for a Parks for People bid.

Themes

1. **The Lake and park drainage** is a project that results in the infrastructure being in better condition and allows for a range of learning activities and development of skills for volunteers around nature conservation, practical skills (including willow and hazel coppicing to produce material to support the islands and reed beds) and monitoring programmes. The result is improved facility and water quality reducing environmental impacts and improving the visitor experience.
2. **Renovate and restore heritage landscapes: healing the scars** is a project that is informed by public engagement to understand what heritage is important to them. It will look at making potentially significant changes to the landscape, that are necessary to ensure that we hand the park over to future generations in good condition, while conserving the heritage. This might include for example, replanting the Horse Chestnut avenue, considering a lighting strategy for the park and improving the area around Norton's Gate. We would also ensure that our operations become more energy efficient.
3. **Geese and wildfowl** is a people and learning centred project that will benefit the whole community. It will undertake studies, involving volunteers and experts, on the geese population in the park. There are compelling arguments for controlling the breeding of some species of geese in the park but baseline data is required before decisions can be made.
4. **Traffic movements** is a project that will have opinions divided and will need to be carefully handled. Mixed views have already been recorded, traffic should be allowed through the park, lift the restrictions to allow 'breakfast trade' through the park in the morning, ban traffic from the park. The aim is to better manage traffic to improve the visitor experience, including those who arrive by car, and to protect the unique heritage of the park.
5. **Play** is a project to renovate the West Field play area and consider re-landscaping and upgrading the under 8's play area next to the Cygnet café. ECPS have a wide range of experience in engaging communities in play development and will draw on these skills to deliver significant improvements to the play experience in Poole Park.

Project Outcomes

It is anticipated that as a result the park will be better managed, in better condition with better interpretation. The project will have identified a wide range of people, including hard-to-reach groups. Those that engage in the projects will have developed a range of skills, identified, recorded and learned about heritage and volunteered their time. The park will be a better place to visit and the environmental

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

impacts of operations will be reduced. The park will be more resilient to pressure which will mitigate against future liabilities.

Project Delivery

The project will be led by the Environmental Development Team in E&CPS. There is sufficient capacity to deliver a Round 1 submission to HLF and the proposed timescale for this is August 2014. If the application is successful a Round 2 submission will be prepared using a dedicated post and requiring the use of consultants for specific design or master plan documents. There is HLF funding available for this work, as long as it has been identified as a requirement in the Round 1 application.

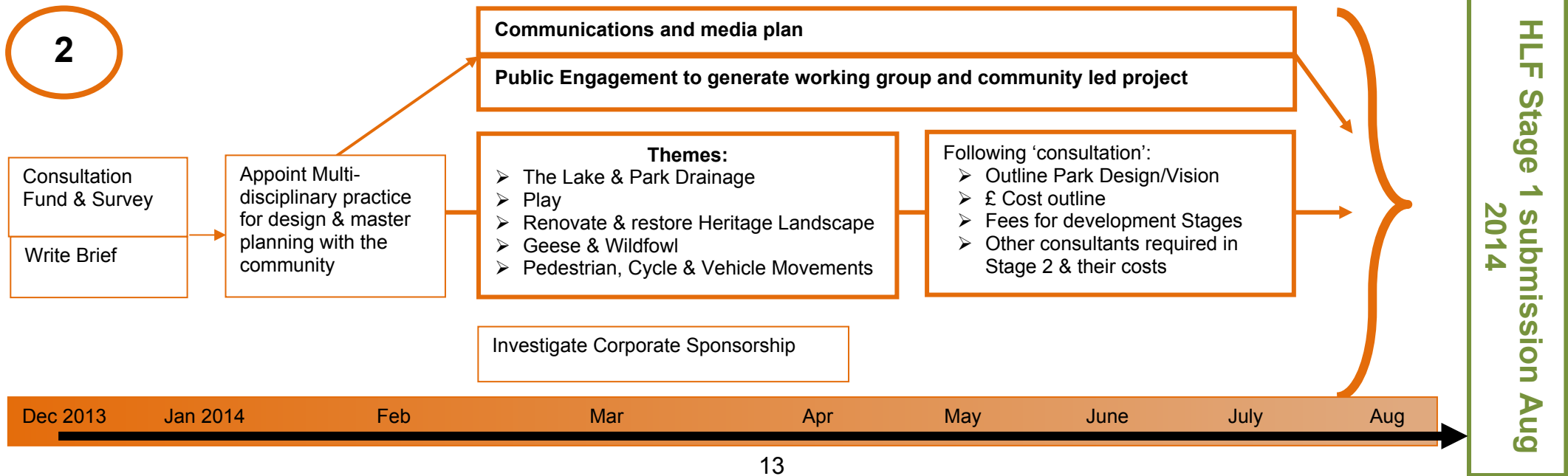
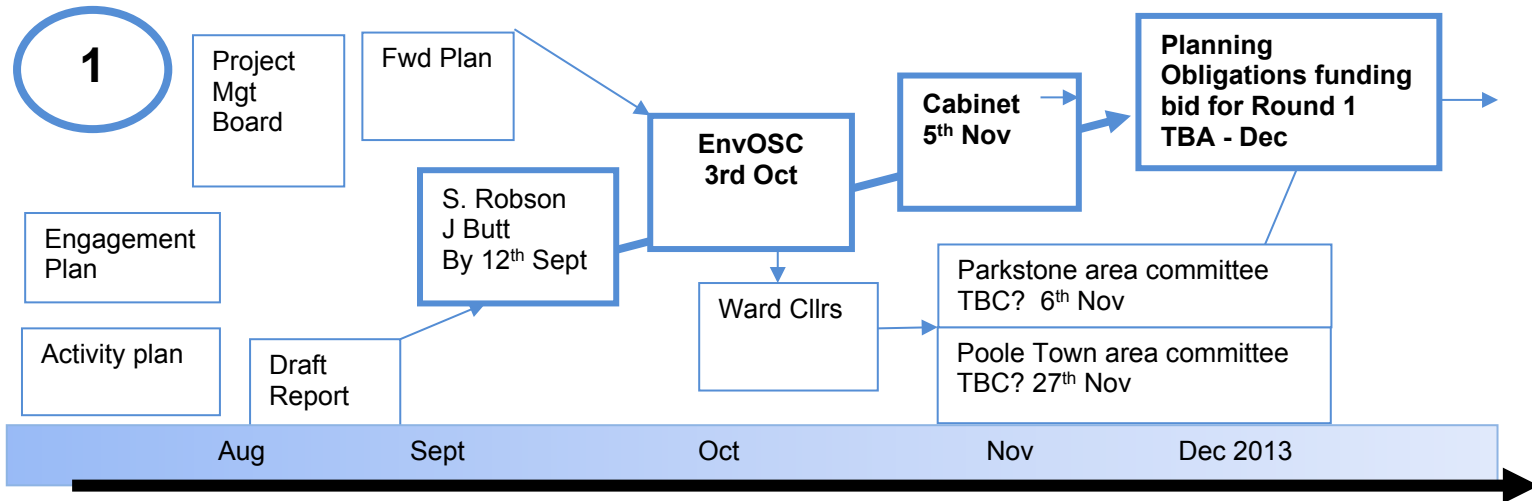
A Round 1 HLF application requires a Project Board to provide direction and scrutiny. It is likely to include representatives from:

- ECPS
- Culture and Community Learning
- Planning
- Transportation Services
- Finance
- Property Services

The timeline for delivery of a Round 1 bid is shown over the page.



Pooler Park HLF Round 1 Indicative Timeline. Sept 2013



3

HLF Stage 1 submission Aug 2014

Appendix 2: Upton Country Park Information

Upton Country Park

HLF Briefing Paper Bid

V3 11/7/13



Project Title:

Transforming Upton House & Country Park

...into a vibrant, accessible and sustainable heritage attraction.

2013



Introduction

- 1.1 Upton Country Park is a 108 hectare country estate in Poole, Dorset. The estate is owned and managed by the Borough of Poole and includes a 200 year old Georgian Grade II* house, formal gardens, parkland, woodland, 68 hectares of farm land, shoreline and Pergins Island.

The estate's position on the western edge of the Poole, Bournemouth and Christchurch conurbation, presents a unique opportunity for millions of residents & visitors to experience free access to an attraction renowned for its beauty, heritage and wildlife.

- 1.2 The estate has an interesting history and is rich in archaeological remains, especially from the Romano-British period. The house was built about 1818 by Christopher Spurrier, a Poole merchant. Poole's wealth at the time was built on the Newfoundland trade and Upton House is a fine example of the houses built by the Poole merchants. Following the financial ruin of the Spurrier family the house was bought by Sir Edward Doughty in 1828. The disappearance of Edward's heir, and subsequent appearance in 1866 of a man claiming to be him, instigated one of the longest trials in English legal history, that of the 'Tichborne Claimant.'

In 1901 the house was occupied by William Llewellyn and his family. William's sons had distinguished careers and his daughter Margaret Mary became Poole's first female Mayor. William gifted the house and part of the estate to the Council in 1957, it was initially rented to a Romanian Prince and in 1975 the park was opened to the public.

- 1.3 Our vision is for this Project to transform Poole's only Country Park into an accessible, vibrant heritage attraction full of inspiring and enjoyable experiences.

We aim to enable more people to visit more often and enhance the visitor experience by providing:

- Heritage facilities in better condition with improved management
- Enhanced interpretation, explanation and identity.
- More opportunities for education, learning & volunteering
- Environmental and financial sustainability

- 1.4 Upton Country Park benefits from the support of a proactive voluntary friends group, and close links with both Poole Museum and local arts & conservation networks, all of whom are active partners in the delivery and operation of the site.
- 1.5 The Project will help the Council achieve its aspirations for the site (outlined in the UCP Forward Plan), the commitments in the site Conservation Management Plan and supports wider Community & Corporate Strategy objectives.

CABINET – 5 NOVEMBER 2013 – FOR INFORMATION

- 1.6 It will also seek to strengthen the financial position and resilience of the site for the long term by enhancing commercial opportunities and improve financial resilience.
- 1.7 We aim to apply to one of the following HLF programmes:
- Heritage Grants (Grants of over £100,000)
An open programme for grants over £100,000, for any type of project related to the national, regional, or local heritage in the UK
 - Parks for People (£100,000 to £5million)
Is for projects related to historic parks and cemeteries in the UK

We are assuming we will be able to provide the required 10% match funding for the project. Other funding streams are also being investigated to enable wider environmental and sustainability improvements at the site with the aims of: protecting and enabling more opportunities for wildlife to flourish along the SSSI; enlarging the park by creating areas of SANG; and reducing carbon emissions using sustainable energy.

Key Project Outcomes

1. Heritage facilities in better condition with improved management.

With HLF investment we will:

- a) Restore heritage and improve the physical state of the house and other heritage facilities by repairing, renovating and preventing further deterioration. This will enable us to open up underused areas of the house & estate, for example, the large house basement, courtyard cottage or barn, transforming them into areas where people can explore, learn, relax and enjoy.
- b) Enhance the visitor experience by developing a new Visitor Centre providing a focal point for entry, exit & information. We will also improve: parking; toilets; site navigation & signage; and routes for walkers, cyclists, wheelchair users.
- c) Reopen original vistas and views by reinstating original landscaping and managing tress and foliage effectively.
- d) Implement improvements in management and maintenance (see the UCP Forward Plan, UCP Management Plan and UCP Conservation Plan) transforming the estate into an accredited heritage attraction with recognised status as a 'Green Flag Park', 'Green Heritage Site' and 'Country Park' status.

2. Enhanced interpretation, explanation and identity.

With HLF investment we will:

- a) Work with Poole Museum to celebrate the fascinating heritage of the house and estate by adding new high quality interpretation and clearer explanations, appropriate for visitors' needs and interests. It will enhance their understanding of late Georgian life and architecture and improve their experience of the site helping people make sense of the heritage using a number of different physical and digital platforms. These will include new notices, smartphone apps and virtual tours and enable the estate to link with the 'Poole Trail' from Poole Town Centre.
- b) Work with Poole Museum, Arts Development Service, the local professional & voluntary arts community, and other important stakeholders, to develop site identity and create spaces for exhibition and display of local art, artefacts and documents related to the estate, the town and the people of Poole.
- c) Identify and record the heritage of the site, the people that have lived there and the local community, and make it available for people now and in the future. This will include records of people's memories; surveys of the species and habitats and records of the buildings and links to the Roman Empire.

3. More opportunities for education, learning & volunteering

With HLF investment we will:

- a) Provide new education & learning facilities for school, community and nursery groups by extending the current education centre to provide additional facilities.
- b) Programme a wider variety of cultural, historic and healthy activities to attract and engage visitors of all ages throughout the year. We will link with Poole Adult Learning Service and local outdoor education providers to offer opportunities for people to develop skills and learn about heritage and the environment.
- c) Increase the active engagement and involvement of volunteers and increase the number of volunteer hours benefiting the site by working closely with the Friends of Upton Country Park, developing a volunteer pool and providing a wide variety of interesting and challenging job roles with differing levels of responsibility.

4. Environmental and financial sustainability

With HLF investment we will:

- a) Strengthen the financial position and resilience of the site, for the long term, by increasing commercial activities that contribute to ongoing revenue & capital costs.
- b) Increase private bookings of weddings, events & meetings in the house, walled garden and education room linked to in-house catering & bar services.
- c) Raise awareness of the site through proactive marketing to targets audiences encouraging and incentivising repeat visits.
- d) Reduce **environmental impacts** and carbon emissions by developing sustainable energy solutions across the site.



Site Map



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