

EXECUTIVE

Date: Tuesday 14 November 2017

Time: 5.30 pm

Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting to consider the items of business.

If you have an enquiry regarding any items on this agenda, please contact Sarah Selway, Democratic Services Manager (Committees) on 01392 265275.

Entry to the Civic Centre can be gained through the Customer Service Centre, Paris Street.

Membership -

Councillors Edwards (Chair), Bialyk, Brimble, Denham, Gottschalk, Leadbetter, Morse, Packham, Pearson and Sutton

Agenda

Part I: Items suggested for discussion with the press and public present

1 Apologies

To receive apologies for absence from Committee members.

2 Minutes

To sign the minutes of the meetings held on 12 September and 10 October 2017.

3 Declarations of Interest

Councillors are reminded of the need to declare any disclosable pecuniary interests that relate to business on the agenda and which have not already been included in the register of interests, before any discussion takes place on the item. Unless the interest is sensitive, you must also disclose the nature of the interest. In accordance with the Council's Code of Conduct, you must then leave the room and must not participate in any further discussion of the item. Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

4 Local Government (Access to Information) Act 1985 - Exclusion of Press and Public

RESOLVED that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of items 14, 15, 16 and 17 on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1, 2, 3 and 4 of Part I, Schedule 12A of the Act.

5 Urgent Decision - Exeter Guildhall - Fire Alarm

To note the Urgent Decision - Exeter Guildhall - Fire Alarm.

(Pages 5 - 6)

6 Urgent Decision - Materials Reclamation Facility (MRF)

To note the Urgent Decision - Materials Reclamation Facility (MRF)

(Pages 7 - 8)

7 Council Tax Support Scheme 2018/19

To consider the report of the Director (BA).

(Pages 9 - 26)

People Scrutiny Committee considered the report at its meeting on 2 November 2017 and its comments will be reported.

8 Car Park Refurbishment and Development

To consider the report of the City Surveyor.

(Pages 27 - 34)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

9 New Entertainment Venue Needs Assessment

To consider the joint report of the Corporate Manager Executive Support and City Surveyor.

(Pages 35 - 134)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

10 Mitigating the Impacts of Development on Protected Habitats

To consider the report of the Principal Project Manager, Strategic Infrastructure Planning, City Development.

(Pages 135 - 146)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

11 Queens Crescent Gardens - Agreement or Lease and Compulsory Purchase

To consider the report of the Principal Project Manager, Strategic Infrastructure Planning, City Development. (Pages 147 - 152)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

12 Additional Fixed Term Staff to support New Fire Safety Management Policy

To consider the report of the Director (BA). (Pages 153 - 156)

13 Freedom of the City - Ron Crabb

To consider the report of the Corporate Manager Democratic and Civic Support. (Pages 157 - 160)

Part II: Items suggested for discussion with the press and public excluded

No representations have been received in respect of the following items in accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

14 RAMM'S Business Plan for 2018 - 2022

To consider the report of the Museum Manager. (Pages 161 - 310)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

15 Place Services Operational Depots

To consider the joint report of the Cleansing and Fleet Manager and City Surveyor. (Pages 311 - 316)

Place Scrutiny Committee considered the report at its meeting on 9 November 2017 and its comments will be reported.

16 Staffing within Arts and Events

To consider the report of Economy and Tourism Manager. (Pages 317 - 330)

17 Belle Isle Temporary Welfare Facilities

To consider the report of the Director (DB). (Pages 331 - 336)

Date of Next Meeting

The next scheduled meeting of the Executive will be held on **Tuesday 12 December 2017** at 5.30 pm in the Civic Centre.

A statement of the executive decisions taken at this meeting will be produced and published on the Council website as soon as reasonably practicable.

Find out more about Exeter City Council services by looking at our web site <http://www.exeter.gov.uk>. This will give you the dates of all future Committee meetings and tell you how you can ask a question at a Scrutiny Committee meeting. Alternatively, contact the Democratic Services Officer (Committees) on (01392) 265115 for further information.

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Exeter Guildhall – Fire Alarm

The following delegated decision was taken by the City Surveyor in consultation with the Portfolio Holder Support Services.

The fire alarm system in the Guildhall requires replacement as identified by both advice from a recent fire risk assessment and as two recent small fires within the facility were not detected adequately by the current system.

Early warning of fire is crucial in any premises, but given the historic nature of this asset, even minor damage is irreplaceable and would take considerable time to affect a Listed Building approved repair. Such downtime would have a detrimental effect on the income generation of the facility and the ability for formal Council events to be held in and the ability for the public to visit this significant Council asset.

The advice is to commission a new wireless fire alarm system as a priority to ensure early fire detection and notification; detection within all confined spaces in the premises; and minimising damage to a grade 1 listed building.

A Delegated Powers form has been raised to request £50,000 to install the replacement system.

The following Councillor, Officer and third parties were consulted:

Portfolio Holder for Support Services, Corporate Manager Democratic & Civic Support, Devon and Somerset Fire and Rescue Service, external fire risk assessor, fire alarm providers.

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Materials Reclamation Facility (MRF)

The following delegated decision was taken by the Director for Place in consultation with the Portfolio Holder for Place.

To allocate £10,600 of capital funding as an urgent measure for replacement of the air compressor at the Council's Materials Reclamation Facility (MRF).

This equipment is critical to the economic operation of the MRF. It provides a regulated supply of dried compressed air to equipment that sorts mixed recycling into separate streams of steel, aluminium, paper, card and 5 separate streams of plastic for sale to reprocessors at the best price.

The existing compressor is part of the original equipment installed at the MRF in 2001 and although well-maintained, has exceeded its designed life span. In response to recent breakdowns, advice from our engineer has been sought and two quotes for effective repairs actually exceed the purchase cost of new equipment.

Without a functioning air compressor the MRF is unable to operate effectively and sort materials to a standard required to maintain current net income levels, which are already forecast to be £50,000 lower than the budget for 2017/18.

Repeated breakdowns are affecting the service by requiring frequent input of manager time, and MRF Operatives being asked to work harder to make up for downtime on the optical sorter, increasing the risk of manual handling strain.

A Delegated Powers form has been raised to request £10,600 for the supply and installation of a new air compressor.

The following Councillors and Officers were consulted:-

The Chief Executive & Growth Director, Director of Place, Chair of Place Scrutiny Committee, the Chief Finance Officer and the Portfolio Holder for Place.

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REPORT TO: PEOPLE SCRUTINY COMMITTEE

Date of Meeting: 2 NOVEMBER 2017

REPORT TO: EXECUTIVE

Date of Meeting: 14 NOVEMBER 2017

REPORT TO: COUNCIL

Date of Meeting: 19 DECEMBER 2017

Report of: Bindu Arjoon - Director
Title: Council Tax Support scheme 2018/19

Is this a Key Decision?

Yes

* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.

Is this an Executive or Council Function? Council

1. What is the report about?

This report is presented to seek members' views on the local Council Tax Support (CTS) scheme for working age residents for 2018-19. The local CTS scheme started in April 2013 and members are required to agree the scheme rules annually.

2. Recommendations:

That Council be RECOMMENDED to approve the scheme for 2018-19 to continue without substantive changes from the current year scheme.

3. Reasons for the recommendation:

- 3.1 A significant amount of changes were made to the CTS scheme from April 2017. The impact of these changes on residents is still being assessed.
- 3.2 There is no financial imperative to reduce scheme costs from the precepting authorities. There is recognition that further reducing support to these households will have a detrimental impact on collection rates.
- 3.3 There has been little in the way of significant welfare reform from central government in the past 12 months. There is therefore no need to align our local scheme with national changes.

4. What are the resource implications including non financial resources.

A more generous scheme of CTS reduces the amount of Council Tax which is billed to residents and therefore available for collection. A less generous scheme increases the amount of billed Council Tax however this then needs to be collected from low income households.

5. Section 151 Officer comments:

This report is not seeking any substantive changes to the local Council Tax Support scheme, therefore raises no financial concerns. Income from Council Tax will remain in accordance with the Council's medium term financial plan.

6. What are the legal aspects?

Paragraph 5 of Schedule 1B to the Local Government Finance Act 1992 requires billing authorities to adopt a Council Tax Support scheme each year, no later than 31 January.

7. Monitoring Officer's comments:

The Devon Preceptors have been consulted about the detail of the recommendations to Council. They continue to be in favour of this policy including the "exceptional hardship" fund in order to support those in the most financially vulnerable position.

8. Report details:

- 8.1 Exeter City Council's local Council Tax Support scheme has been in place since national Council Tax Benefit was abolished in April 2013. Rules for pensioners are set nationally, leaving discretion for local rules for working age customers. The scheme agreed by Exeter City Council from April 2013 was based on the old Council Tax Benefit scheme with the following key changes:

- Maximum support limited to 80%
- Capital limit reduced to £6,000
- Introduction of an Exceptional Hardship policy

This scheme remained unchanged between April 2013 and April 2017.

- 8.2 In April 2017 the Council introduced a number of changes to the scheme for working age customers. These changes were intended to align with changes introduced in nationally determined benefits such as Housing Benefit, Universal Credit, Employment and Support Allowance and Council Tax Support for pensioners. The changes introduced were:

1. Using a minimum income for self-employed earners after 1 year's self-employment
2. Reducing backdating to 1 month and allowing claims from newly liable customers
3. Reducing the period for which a person can be absent from Great Britain and still receive Council Tax Support to 4 weeks
4. Removing the Work Related Activity Component in the calculation of the entitlement for new applicants
5. Removing entitlement to the Severe Disability Premium where another person is paid Universal Credit (Carers Element) for looking after them
6. Removing entitlement to the additional earnings disregard for Universal Credit customers in work

- 8.3 At the same time as introducing these changes Council chose not to introduce two further changes which had been subject to public consultation.

1. Limiting the number of dependent children within the calculation for Council Tax Support to a maximum of 2
2. Removing the Family Premium for all new applicants

- 8.4 As forecast, the effect on customers of introducing these changes has been minimal except for the minimum income floor (change 1 in paragraph 8.2 above). To date none of the households affected by changes 2 to 6 have needed any extra help managing the change.
- 8.5 295 households had been impacted by the introduction of the minimum income floor by the middle of September 2017. 190 of these are no longer entitled to receive any Council Tax Support towards their 2017-18 bill. Whilst many customers appear to be coping well with the extra charge, 30% of all cases affected have paid less than half of the amount of Council Tax due to date. Work is ongoing with these customers to understand their individual barriers to making the extra payments. This involves the Money and Budgeting Support worker – on contract from Exeter Citizens Advice – working with colleagues in the Payments & Collection and Benefits & Welfare teams to look at customers' circumstances and what extra help and support can be offered. The review will also aim to identify shared characteristics of those who are struggling to pay which will inform any future proposals for changes to the policy.
- 8.6 Alongside changes to the main scheme in April 2017 the Exceptional Hardship Scheme was amended to allow awards of extra help where entitlement to CTS was lost due to the changes. Between April and September 2017 75% more awards of Exceptional Hardship were made than in the same period in 2016, increasing expenditure by 138%. By continuing to work proactively to identify and support customers struggling to make the extra payments it is likely that this high rate of expenditure will continue. The extra expenditure is unlikely to exceed £15,000 and represents 10 to 15% of the amount of additional Council Tax charged as a result of this change.
- 8.7 The Universal Credit Full (Digital) Service is scheduled to be rolled out in Exeter from June 2018. This will bring with it serious problems for the operation of the working age CTS scheme as it is currently designed. As we lose Housing Benefit customers to Universal Credit, continuing to operate a complex means tested scheme solely for CTS becomes very expensive. The nature of the current CTS scheme does not integrate well with the design of Universal Credit and creates problems for billing and recovery of Council Tax. In order to realise savings for the authority, maximise Council Tax recovery and reduce complexity and confusion for customers we are currently investigating options for a significantly simpler scheme to operate in future years.

9. How does the decision contribute to the Council's Corporate Plan?

The Council Tax Support scheme supports Exeter's communities and neighbourhoods by helping low income residents afford their Council Tax liability. The Exceptional Hardship policy strengthens this support by ensuring that the scheme rules do not cause inadvertent hardship in individual cases.

10. What risks are there and how can they be reduced?

By maintaining the scheme unchanged for the upcoming year the risk to Council Tax collection rates is minimised.

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

An Equality Impact Assessment accompanies this report. Members are requested to have read this assessment.

12. Are there any other options?

Council can choose to make changes to the scheme from April each year. To comply with the legal requirements highlighted in section 6 above, any changes must be subject to consultation with precepting authorities and the public before implementation.

Bindu Arjoon
Director

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

None

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Council Tax Support

Equality Impact Assessment

October 2017

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Version history

1	June 2013	To accompany new scheme
2	October 2016	Major revision to incorporate proposed changes
3	October 2017	Revised for adopted changes April 2017 and updated caseload demographics

Background

Exeter City Council introduced a local Council Tax Support scheme in April 2013 to replace the national Council Tax Benefit. Since then the scheme has been updated annually to reflect changes in benefit rates. More significant changes were made to the working age scheme from April 2017 to help align areas of the scheme with changes in Housing Benefit and Universal Credit.

In preparing this assessment regard has been had to the policy paper issued by DCLG in 2014, *“Localising Support for Council Tax. Vulnerable people – key local authority duties.”*¹

The scheme for pensioners continues to be prescribed nationally with entitlement protected at current levels. No changes are proposed to the working age scheme for 2018/19.

Timescale

Schemes for working age customers must be set each year by a meeting of the full Council. The agreed scheme comes into force on 1 April and must be agreed before 31 January of that year. If changes to the scheme are proposed then a period of public consultation must be held prior to the decision being made.

Financial impact – Exeter City Council & Council Tax preceptors

The grant allocation for Council Tax Support is no longer identified separately; funding is included within the Formula Grant. It is for Billing Authorities to determine their working age schemes and calculate the cost of providing support at the chosen level. In order to make financial savings from the scheme, reductions must be made to the support for working age claimants.

Maintaining support at a higher level means less money is charged to Council Tax payers receiving Council Tax Support. This means less money can be collected to be spent on services by Devon County Council, Exeter City Council, Devon & Cornwall Police and Devon & Somerset Fire & Rescue Service.

Reducing support for low income households increases the amount of Council Tax charged. This only translates into increased income for the authority and preceptors once it has been collected.

Data used in this report

The figures within this report are based on an extract from the Council Tax Support processing system on 28 September 2017. As caseload and expenditure fluctuate throughout the year it is not possible to be certain of the final figures until the end of the financial year.

Not all characteristics are recorded (and therefore available for this analysis) in every individual case; for example a disability characteristic does not always affect the amount of a CTS passported award.

This impact assessment will be reviewed annually when the scheme for the following year is agreed, to ensure that any changes to equality issues within the scheme are addressed effectively. The data used may also change to reflect the caseload fluctuations as stated above.

¹ <https://www.gov.uk/government/collections/localising-council-tax-support>

Financial impact – Claimants

Exeter currently has 4292 Council Tax Support claimants below the age where the pensioner scheme would apply. The locally determined scheme only affects claimants in the working age group.

Age	Cases	% of CTS caseload	Change since 2013
Working age	4292	57%	-20%
Pensioner age	3242	43%	-21%
Total	7534	100%	-20.7%

Overall caseload numbers have declined steadily since the introduction of Council Tax Support in April 2013. The mix between working age and pension age customers has remained fairly stable throughout.

<i>April 2013</i>	<i>Cases</i>	<i>% of CTS caseload</i>
<i>Working age</i>	5398	57%
<i>Pensioner age</i>	4101	43%
<i>Total</i>	9499	100%

Protection of vulnerable customers

Central Government does not prescribe any specific groups within the working age caseload who must be given particular protection in a local scheme. They do however highlight our existing duties in relation to¹:

- The public sector Equality Duty (The Equality Act 2010)
- The duty to mitigate effects of child poverty (The Child Poverty Act 2010)
- The duty to prevent homelessness (Housing Act 1996 & Homelessness Act 2002)
- The Armed Forces covenant

Additionally Government expect local schemes to support the operation of work incentives in the wider welfare reform agenda.²

Protections in the previous CTB scheme

Council Tax Benefit existed as a national scheme to provide assistance to low-income taxpayers since the introduction of Council Tax in 1993 until April 2013. It was a mature, robust and complex legislative system with protections for vulnerable groups built in. It has been subject to repeated legal challenge ensuring it generally satisfies equality duties.

The structure of the means test ensured that vulnerable groups were recognised and protected. Specifically, this worked in the following ways:

- Personal allowances were increased for families and all additional children
- Additional premiums for disabled household members and carers
- Income disregards for certain disability benefits, child benefit and child maintenance

² *Localising Support for Council Tax. Taking work incentives into account*, DCLG, May 2012

- Earned income disregards; higher rates applied for full time work, disabled workers, certain part-time emergency workers and lone parent workers
- Childcare costs disregarded for workers with children
- Local disregard of War Pension income

Preserving the CTB means test in our local CTS scheme since 2013 has maintained the protections and work incentives that have been refined over many years. At its meeting of 13 December 2016³ Exeter City Council rejected proposals to introduce changes from April 2017 which would have undermined the protections for families with dependent children.

Exceptional Hardship policy

Since the introduction of our local Council Tax Support scheme in April 2013 we have operated an Exceptional Hardship policy. This flexible scheme allows us to provide additional support to vulnerable customers who find themselves unable to afford their liability under the rules of the CTS scheme. An award of Exceptional Hardship can reduce a customer's liability to nil. The policy was revised from April 2017 to ensure it can assist vulnerable customers adversely impacted by changes made to the CTS scheme.

It is a sensible approach to use Exceptional Hardship to deal with complex situations and recognise extra need in individual cases. Inserting legally complex exemptions into the main CTS scheme for groups which are hard to define risks not helping the right people. If clearly defined groups can be identified then a more reasonable approach may be to introduce an exemption into the scheme rules. By reviewing those who are applying for extra help or are identified as struggling to pay we continue to build this picture.

Changes to the scheme from April 2017

A number of changes were made to the scheme for working age customers

Minimum Income Floor (MIF) for self-employed claimants

Minimum Income Floor (MIF) for self-employed claimants	Working age		
	Total	Count (Affected)	Percentage
Affected by MIF	4292	300	7.0%
Dependent children	1773	219	12.4%
Lone parent	1302	120	9.2%
Carers premium	288	5	1.7%
Disability premium, disabled child or Severe Disability Premium	2259	25	1.1%
Carers and disability premiums	395	18	4.6%

From April 2017 a change to the local scheme was introduced for self-employed claimants, mirroring rules already in place in Universal Credit. This assumes a notional income after one year of trading, where affected customers are treated as

³ <https://exeter.gov.uk/council-and-democracy/councillors-and-meetings/meetings-agenda-and-minutes/>

having an income equal to 35 hours work at the National Living Wage (National Minimum Wage for under 25s).

It is possible that parents may find the extra flexibility afforded by running their own business preferable to taking up employment. Similarly those with caring responsibilities or a disability may find self-employment more sustainable than paid work. It is important that the limitations these groups may face in working the assumed number of hours is recognised. This is achieved by the granting of extra help through the Exceptional Hardship scheme where individual circumstances show there is a need.

Additional earnings disregard in Universal Credit

From April 2017 the additional earnings disregard was removed for customers who are working while in receipt of Universal Credit. The disregard is worth up to £3.42 CTS weekly. There are currently 30 Universal Credit customers in receipt of CTS who may have received the additional earnings disregard before the change. The average affected household would have to pay an extra £2.60 weekly towards their Council Tax bill. Once a customer is earning sufficient to not be entitled to Universal Credit, the additional disregard can be applied as currently.

The additional hours disregard is linked to the number of hours a customer works and was tied to the equivalent addition in Working Tax Credit. The disregard / addition does not form part of Universal Credit calculation. When the assessment of earned income is undertaken by the local authority, the number of hours worked is available and relevant to the calculation of Housing Benefit or CTS. For Universal Credit cases the assessment of earnings is undertaken by DWP staff. The basis of this calculation is not always identifiable and is generally based on a past period. Obtaining reliable information on the number of hours worked for the relevant period is not often possible and applying these from a monthly award of Universal Credit to a weekly calculation of CTS results in inconsistent treatment of income and disregards.

Although there is the potential for this change to weaken work incentives, it is considered likely to have a minimal impact against the incentives to increase earning under Universal Credit.

Backdating

The maximum period a claim can be backdated was reduced from six months to one month in April 2017. At the same time a new rule was introduced allowing a new claim for CTS to be linked to the date a first bill was issued. In 2015/16 the reduced backdating period would have affected 24 claims. Backdating is allowed for a number of reasons and can apply to claimants in any of the groups discussed in this impact assessment. The change aligned rules with Housing Benefit. With such low numbers affected any difficult cases can be managed through the Exceptional Hardship policy. In the first 6 months of this change there have been no cases referred for consideration of exceptional help.

Absence outside GB

The period a claimant can be away from their home has been limited to four weeks where this absence is outside Great Britain. No data is recorded on length of absences or destination so it is impossible to say how many people have been affected by this change. It is likely that the effects of this change will be felt more by non UK nationals and those with family outside the country (and therefore a greater need to travel abroad) than those with no links outside the country. It follows that there may therefore be a higher than average impact on minority ethnic groups. No data is held on these characteristics and therefore the scale of this impact cannot be

confirmed. Aligning rules with those already in place in Housing Benefit includes the easements for the deaths of close relatives. The change is likely to affect very few people overall and any difficult cases can be well managed through Exceptional Hardship awards.

Effect of the scheme on particular groups

Primary benefit

Council Tax Support largely retains the means-test calculation from Council Tax Benefit. Entitlement to certain primary benefits, awarded by Department for Work and Pensions, passports the customer through the CTS means test. In these cases, as a full means test is not required, we do not necessarily hold detailed income and household information. Customers will normally be entitled to receive the maximum award of CTS. This may be reduced for other adults living in the property.

Overall more than 67% of CTS customers are in receipt of a primary benefit; this rises to nearly 72% of working age customers. Since the introduction of Universal Credit, new claims for JSA have instead been claims for UC. These customers are not passported to full CTS under the local scheme so are not included in the figures below.

Primary benefit	All CTS cases		Working age		Pensioner	
	Count	%	Count	%	Count	%
Income Support	701	9.3%	701	16.3%	N/A	N/A
Jobseekers Allowance Income Based	264	3.5%	264	6.2%	N/A	N/A
Employment and Support Allowance Income Related	2118	28.1%	2118	49.3%	N/A	N/A
Pension Credit Guarantee Element	2014	26.7%	N/A	N/A	2014	62.1%
Standard (no primary benefit)	2437	32.3%	1209	28.2%	1228	37.9%
Total	7534		4292		3242	

Family characteristic

Local Authorities are under a duty to reduce and mitigate the effects of child poverty in their area. The proportion of cases where a child is present in a household subject to the local scheme rules is higher than within the overall CTS caseload. This is to be expected as generally more children in the CTS caseload are resident in working age households than pensioner households and pensioner households are protected by national rules.

Family characteristic	All CTS cases		Working age		Pensioner	
	Count	%	Count	%	Count	%
Single	4859	64.5%	2237	52.1%	2622	80.9%
Couple with no children	886	11.8%	282	6.6%	604	18.6%
Lone parent	1302	17.3%	1301	30.3%	1	0%
Couple with children	487	6.5%	472	11%	15	0.5%
Total	7534		4292		3242	

The means test in CTS ensures that households with children keep more income before their awards are affected than a similar household with no children.

Single parent households

Single parent household	All CTS cases		Working age		Pensioner	
	Count	% of CTS claimants	Count	% of total working age claimants	Count	% of total pension age claimants
Female	1236	16.4%	1235	28.8%	1	0%
Male	66	0.9%	66	1.5%	0	0%
Total	1302	17.3%	1301	30.3%	1	0%

As would be expected the proportion of lone parent households subject to the local scheme is higher than the overall caseload of lone parent cases. This is because the majority of lone parent claimants are working age. Female lone parents account for nearly 95% of our lone parent claimants. This group is highlighted in The Fawcett Society briefing paper as being “a group more likely to live below the poverty line”.⁴

It is likely that this group is further disadvantaged in the employment market because of their caring responsibilities dictating the hours & type of work they can reasonably undertake. The added difficulties this group may face increasing their income is taken into account when considering Exceptional Hardship claims.

Single person households

Single person household	All CTS cases		Working age		Pensioner	
	Count	% of CTS claimants	Count	% of total working age claimants	Count	% of total pension age claimants
Female	2884	38.3%	1047	24.4%	1837	56.7%
Male	1959	26%	1190	27.7%	769	23.7%
Total	4843	64.3%	2237	52.1%	2606	80.4%

Single person households may also face a greater challenge increasing their income or managing additional expenditure than households with more members who can contribute. The proportion of single person households subject to the local scheme rules is lower than in the overall CTS population.

⁴ <http://fawcettsociety.org.uk/documents/The%20Impact%20of%20Austerity%20on%20Women%20-%2019th%20March%202012.pdf>

Summary table – family characteristics

Age	Neutral impact - it does not affect	Negative impact - it could disadvantage	Reason
Older people (born before 6 July 1953)	✓		Older people cannot be affected by the local CTS scheme. Their rules continue to be set by Central Government.
Younger people (born from 6 July 1953)		✓	All of the current 4,292 working age claim households are asked to pay more towards their Council Tax under local scheme rules than the national benefit it replaced.
Under 18s	✓		Will not be liable for Council Tax and therefore unaffected.
Single people under 25		✓	The local scheme does not distinguish on claimant age within the working age claimant group. However all working age claimants are expected to pay at least 20% of their liability.
Dependent children in household		✓	The means test allows additional amounts for each child in the household. Households with children are subject to the same minimum payment as all working age households.

Gender

Gender	All CTS cases		Working age		Pensioner	
	Count	%	Count	%	Count	%
Male	2025	26.9%	1256	29.3%	769	23.7%
Female	4120	54.7%	2282	53.2%	1838	56.7%
Couples	1389	18.4%	754	17.6%	635	19.6%
Total	7534		4292		3242	

No gender group is treated differently by the local scheme. However, as there are relatively more in the caseload, a larger number of single females in Exeter are subject to the locally determined Council Tax Support scheme.

Independent research also highlights the effect that the wider welfare reform changes will have on women:

“The Fawcett Society is extremely concerned about the impact of austerity on women’s equality in the UK. Our analysis - and the conclusions of independent research bodies and academics - has highlighted that the cumulative effect of fiscal measures taken to reduce net public spending will

have a disproportionate effect on women, making many women poorer and less financially autonomous. The knock-on effects of this will be to turn back time on a range of indicators of women's rights and equality.

The Fawcett Society has highlighted that women face a triple jeopardy: women are being hit in three key ways as a result of the deficit-reduction measures:

1. Women are being hit hardest by cuts to public sector jobs, wages and pensions.
2. Women are being hit hardest as the services and benefits they use more are cut.
3. Women will be left 'filling the gaps' as state services are withdrawn.”⁵

The report shows the current position of economic indicators highlighting that equality for women still falls below equivalent measures for men in areas such as full time pay, low paid work, ethnicity & poverty, personal pensions, lone parents and childcare.

Tenure type

Tenure type	All CTS cases		Working age		Pensioner	
	Count	%	Count	%	Count	%
Council Tenant	2679	35.6%	1641	38.2%	1038	32.0%
Private Rented	3400	45.1%	2366	55.1%	1034	31.9%
Owner Occupier	1455	19.3%	285	6.7%	1170	33.9%
Total	7534		4292		3242	

Tenants in both the private and social sectors may have also seen reductions in the amount of Housing Benefit available to them as a result of other welfare reforms. This includes the social sector size restriction, household benefit cap (reduced further from November 2016), freezes to Local Housing Allowance (LHA) rates. Still to come are the restriction of new social tenancies to the LHA rate and the replacement of Housing Benefit with Universal Credit Housing Costs. These households could therefore face multiple pressures on their budgets. 93% of those subject to local scheme rules also have a rent liability. This compares to 81% of the total CTS caseload as proportionally more pensioner CTS claimants own their home.

Disabilities and carers

Within the means test in CTS extra amounts are given for disabilities or caring responsibilities of a household member. This recognises the extra expense that can be involved in these circumstances. The scheme also operates a number of disregards where the extra benefits paid for disability are not taken into account in the means test.

Awards of the extra amounts in the CTS calculation (referred to as “premiums”) is based on set criteria and is often tied to receipt of a qualifying benefit. Figures below include households receiving any of the following premiums:

- Disability Premium
- Enhanced Disability Premium
- Severe Disability Premium

⁵ <http://fawcettsociety.org.uk/documents/The%20Impact%20of%20Austerity%20on%20Women%20-%2019th%20March%202012.pdf>

- Disabled Child Premium
- Carers Premium

In cases where the household receives a passported benefit (Income Support, Income Based Jobseekers Allowance, Income Related Employment and Support Allowance, Guarantee Pension Credit) we do not necessarily hold information on disability or carer status. The figures below should therefore be taken to indicate “at least” this many households.

More than one of the disability premiums can be awarded to the same household where applicable. The tables below also highlight households receiving one or more of the Disability Premium and the Carers Premium together. These households are also included in the appropriate Disability premiums or Carers Premium figures.

Disability premiums

Disability premiums	All CTS cases		Working age		Pensioner	
	Count	% of CTS claimants	Count	% of total with a disability premium	Count	% of total with a disability premium
Couple	476	34.7%	435	57.7%	41	6.6%
Female	1315	31.9%	895	39.2%	420	22.9%
Male	863	42.6%	684	54.5%	179	23.3%
Total	2654	35.2%	2014	46.9%	640	19.7%

Carers

Carers	All CTB cases		Working age		Pensioner	
	Count	% of CTB claimants	Count	% of total carers	Count	% of total carers
Couple	416	30.3%	274	36.3%	142	22.9%
Female	226	5.5%	208	9.1%	18	1.0%
Male	36	1.8%	30	2.4%	6	0.8%
Total	678	9.0%	512	11.9%	166	5.1%

Disability and carer premiums

Disability and carer premiums	All CTB cases		Working age		Pensioner	
	Count	% of CTB claimants	Count	% of total with	Count	% of total with
Couple	262	19.1%	241	32.0%	21	3.4%
Female	124	3.0%	117	5.1%	7	0.4%
Male	9	0.4%	9	0.7%	0	0%
Total	395	5.2%	367	8.6%	28	0.9%

Summary table - disabilities

	Neutral impact - it will not affect	Negative impact - it could affect	Reason
Physical		✓	Ability to travel to make payments. Potentially less able to use online or telephone methods for payment and advice. Potential inability to increase income.
Sensory		✓	Potential difficulties accessing Council in person or by online / telephony routes for payments and advice. Potential inability to increase income.
Learning		✓	Ability to access and understand information advising of the charge. Potential difficulties accessing Council in person or by online / telephony routes for payments and advice. Potential inability to increase income.
Mental health		✓	Ability to access and understand initial information advising of the charge. Potential difficulties accessing Council in person or by online / telephony routes for payments and advice. Potential inability to increase income.

Work status

Work status	All CTB cases		Working age		Pensioner	
	Count	%	Count	%	Count	%
Working	858	11.4%	816	19%	42	1.3%
Not working	6676	88.6%	3476	81%	3200	98.7%
Total	7534		4292		3242	

Local schemes are expected not to discourage claimants from taking up employment or increasing hours of work. A higher proportion of households subject to the local scheme rules are in work compared to the overall CTS population. This is to be expected if most working households are in the working age population rather than the pension age population (who are protected by national rules).

Other protected characteristics

ECC Benefits Service do not hold data for race, sexual orientation, religion or belief. The scheme is designed to treat all claimants equally based on their household and financial circumstances without discrimination. As we do not hold data on characteristics which are not relevant to the calculation of support, it is impossible to say whether scheme rules may unintentionally have disproportionate impacts on these groups.

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Final

REPORT TO PLACE SCRUTINY COMMITTEE, EXECUTIVE and COUNCIL

Date of Meeting: 9 November 2017 (Place Scrutiny), 14 November 2017 (Executive) and 19 December 2017 (Council)

Report of: City Surveyor

Title: Car Park Refurbishment and Development

Is this a Key Decision?

No

* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.

Is this an Executive or Council Function? Council

1. What is the report about?

- 1.1 This report brings Members up to date on the condition and structural surveys completed on the Council's multi-storey car parks portfolio in response to the action plan in the New Strategy for Parking 2016-26 and discusses proposed ways forward to delivering a Car Park Investment Strategy for the multi-storey car parks, a Development Potential Feasibility Study for city centre surface car parks and a further piece of work exploring the possibilities and implications of city centre car use reduction. It seeks approval for the procurement of some consultant services in relation to these projects.

2. Recommendations:

That Place Scrutiny Committee notes the report and requests Executive approval of the following:-

- 1) to authorise the City Surveyor to procure a consultant to assist with the production of a Car Park Investment Strategy, subject to further funding approval in due course;
- 2) to authorise the City Surveyor to procure a consultant to assist with the production of a Feasibility Study for the future development of city centre surface car park sites;
- 3) to authorise the City Surveyor to procure a consultant to assist with work on reducing city centre car usage; and
- 4) recommend approval of a budget by Council of up to £100,000 for the consultant costs associated with the feasibility and congestion work.

3. Reasons for the recommendation:

- 3.1 The approved New Strategy for Parking 2016-26 tasked Corporate Property with carrying out a programme of condition and structural surveys of the multi-storey car park estate and to bring forward proposals for addressing any identified backlog of maintenance together with a Car Park Investment Strategy to bring the estate into an improved condition. It also required Corporate Property to explore the development potential of city centre car park sites. The recommendations in this report are essential next steps towards delivering those objectives. At the same time it is incumbent on us to start to review city centre car park usage as we begin to assess the future of the city.

4. What are the resource implications including non-financial resources.

- 4.1 We are looking to engage a consultant to produce a concept design across the multi-storey portfolio, cost information and a draft programme for approval. This work can be funded from existing budgets, indicatively, assuming an eventual project cost of circa £2.5M, further fees of around £125,000 will be required. This would be subject to a capital funding bid once the initial concept design is completed.
- 4.2 The consultancy related to development potential and city centre car usage are not fundable from existing budgets and are the subject of a funding request for a budget of £100,000.
- 4.3 Clearly, there will be significant internal resource required to work alongside these consultancies in development in the Investment Plan and Feasibility Study and in delivery of the consequent recommendations. At this stage it is anticipated that this can be adequately achieved within the existing establishment but, should a specific resource be required for particular tasks, further funding requests may be forthcoming.

5. Section 151 Officer comments:

- 5.1 If approved, a £100,000 budget will be set aside for consultancy services in relation to the development potential for city centre surface car parks and city centre car use reduction.
- 5.2 There are expected to be significant financial implications in terms of investment in the multi-storey car park estate, the development of city centre surface car park sites and measures to reduce city centre car park usage, which will require a thorough financial appraisal as and when detailed plans are available including the impact on parking fee income.

6. What are the legal aspects?

- 6.1 Please see Monitoring Officer's comments below.

7. Monitoring Officer's comments:

- 7.1 The City Surveyor will be required to follow the Council's Contract Standing Orders when selecting and appointing the consultants identified in 2, 3 and 4 above.

8. Report details:

- 8.1 The action plan from the adopted New Strategy for Parking 2016-26 charged Corporate Property with undertaking a structural and condition survey of all Council multi-storey car parks in the city. Historically, the City Council's approach to multi-storey car park maintenance has been reactive and focussed primarily on seeking to maintain income. To reinforce income protection and to ensure the safety of users through fit for purpose property, condition and structural surveys were commissioned on the multi-storey car park portfolio. These surveys have identified a significant backlog of historic maintenance amounting to an estimated £705,000 and a potential lift replacement cost of up to £375,000. The priority items identified by the surveys are in the process of being delivered within existing budgets. The structural surveys did not indicate significant structural issues and existing budgets are being used to address structural preventative measures to manage immediate decline. However, if the

remaining identified works are left unchecked the ultimate position will be the continued decline of the structure of the multi-storey car parks which, ultimately, would necessitate closure. This full backlog of maintenance is therefore recommended to be funded to repair the assets, maintain health & safety compliance and protect future income.

- 8.2 The New Strategy for Parking 2016-26 detailed evidence of the quality of some of the car parks deterring use, with implications for strategic objectives. The Strategy went on to recommend an investment programme to ensure the critical income stream from these car parks is maintained. John Lewis Multi-Storey Car Park has set a standard in the city and this level of quality should be achieved throughout the multi-storey car park portfolio to ensure all multi-storey car parks are of comparable quality. The Strategy states that achieving comparable quality through the multi-storey car park portfolio would make drivers more likely to park in the car park nearest and most convenient to them, and in so doing reduce congestion.
- 8.3 The take-up of electric vehicle (EV) usage has increased, but the Council's existing provision of EV charge-points is limited and is hampered by electrical installations that were not designed to facilitate the electrical loadings for these charge-points and by limitations of existing utility supplies to the multi-storey car parks. It is therefore recommended that an investigation is undertaken into the likely future requirement for EV electrical capacity and that the Council seeks to implement a level of charge-points that are practicable within the confines of utility restrictions in the city.
- 8.4 The development of St Sidwell's Point necessitates alterations to car parking provision at Princesshay 2 to ensure an adequate supply of disabled user spaces in reasonable proximity to the facilities. Further opportunities exist in improving accessibility to car parks by changing entrance locations and enhancing the image of the facility. Initial discussions are underway with the leaseholders of spaces within the car park. It is recommended that required work to enable these alterations are developed, and potentially delivered, in conjunction with this wider scheme.
- 8.5 To action these recommendations it is proposed that a consultant be procured to ascertain the full scale of works required, liaise with all stakeholders including utilities providers, provide elemental budget estimates of the scheme and develop delivery programmes that minimise disruption to income stream. Once this level of detail is approved further approval will be sought to progress the overall programme. If this further approval is obtained the Consultant would continue to producing full contract documentation and administering the delivery of the scheme to completion.
- 8.6 Given the likely programme to minimise down-time and thereby protect income this exercise will extend to over several years. It is anticipated that a phased approach to delivery will be required to ensure key repairs and enabling works are undertaken ahead of full enhancement.
- 8.7 As the scope of the scheme is varied and extensive it is not feasible to provide an accurate estimate of cost for the required consultancy at this stage. Approval is therefore sought to proceed with the procurement process, whereupon an accurate request for funding will be presented to Committee for approval. The New Strategy for Parking envisaged that Corporate Property bring forward a Car Park Investment Strategy prioritising Mary Arches Street, Cathedral & Quay and King William Street multi-storey car parks. This would form part of the instruction to the Consultant and return to Committee for approval alongside any funding requests.

- 8.8 The New Strategy for Parking also required Corporate Property to undertake an assessment of the development capacity of the city centre surface parking sites. An initial assessment of city centre car parks with development potential (shown numbered on the attached plan) indicates a number of opportunities on a Western Way axis: The Triangle, Magdalen Road, Magdalen Street and the top deck of Cathedral & Quay together with two city centre sites, Howell Road and Mary Arches Street surface. There are known physical and legal constraints on all of these sites to a greater or lesser degree. However, as the demand for intensification for development in city centre locations increases, it is appropriate for the City Council to review which of these sites might be appropriate for the intensification of car parking use and which might be able to be released for appropriate development. There is feeling that the City Council should be prepared to consider either the redevelopment of these sites or airspace development over decked parking so as to help deliver particularly needed developments within the city centre. At least at the outset our focus would be to look to identify sites that would be more appropriate for high quality office, technology hub, build-to-rent/private rented sector (PRS) or, possibly, a multi-purpose arts and entertainment venue.
- 8.9 To establish the economic viability and sustainability of the development potential a feasibility study will be required encompassing each location to determine an overall strategic direction for the realisation of potential opportunities across the city centre car park portfolio.
- 8.10 Delivery of this feasibility study and the congestion work will require diverse expertise from various consultancy sources together with the Corporate Property team. A reasonable estimate for consultant costs is £100,000.
- 8.11 The scope and purpose of the feasibility study would be to:
1. Identify legal, physical and infrastructure constraints;
 2. Evaluate and detail costs and time implications to facilitate development on each site;
 3. Confirm the extent of the development footprint for each site ensuring full consideration of the requirement to retain current car parking provision;
 4. Confirm the scale and density of the potential development opportunity for each site;
 5. Identify the optimum strategic plan to ensure car parking provision can be maintained on each site or provided on alternative nearby sites to ensure no net loss of city centre car parking. This will include a review of multi-storey development over existing surface car parks; incorporating car parking within a larger mixed-used development; and expanding nearby provision with lightweight low-cost metal car park decks to provide the car park capacity required;
 6. Confirm the feasibility of the development opportunities, costs and profit with an estimate of land value for alternative uses; and
 7. Provide analysis of each site in order of most attractive to least attractive proposition for development based on costs to prepare land for disposal as against anticipated net proceeds of land disposal and time required to bring to market.
- 8.12 In essence, we would ultimately be looking for a report confirming optimum proposals for protecting car parking provision whilst releasing sites and/or airspace for alternative development proposition.
- 8.13 We will also be looking to see how these proposals can tie in with our ambitions to tackle city centre traffic congestion. In doing so we will be sure to clarify implications for our parking stock and, indeed, Devon County Council on-street provision. A

consultant will be requested to assist in this work and a funding provision is being requested for this.

9. How does the decision contribute to the Council's Corporate Plan?

- 9.1 The proposed Investment Strategy for Multi-Storey Car Parks will go a considerable way towards securing city centre car parking provision over the plan period and beyond. The exploration of alternative uses of some or all of the sites should serve to strengthen the range of economic activity in the city centre and maintain its vibrancy into the future. The congestion study will also allow us to begin to formulate an approach to this pressing issue.

10. What risks are there and how can they be reduced?

- 10.1 A substantial capital programme of works of car park repairs and enhancements will always contain the risk of cost over-runs. However, the appointment of an experienced Consultant under the supervision of the Corporate Property Team should mitigate that risk as well as ensuring that the programme of works minimises impact on income generation over the programme period.

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

- 11.1 No direct impact, however bringing the multi-storey car parks up to the John Lewis standard should provide broad community safety and environmental benefits as, indeed, should the redevelopment of surface car park sites.

Working towards a congestion solution will also contribute to broader well-being aims.

12. Are there any other options?

- 12.1 The City Council could decide not to invest in its car park portfolio and not to explore alternative uses of sites. However, to do so would put future income streams at risk and see a missed opportunity to explore options for urban intensification within the city centre.

Michael Carson
City Surveyor

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

None

Contact for enquires:
Democratic Services (Committees)
Room 2.3
01392 265275

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City Centre Car Parks with Development Potential

- 1 Howell Road
- 2 Triangle
- 3 Mary Arches Street
- 4 Magdalen Road
- 5 Magdalen Street
- 6 Cathedral and Quay

July 2017

1:7,500



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REPORT TO: PLACE SCRUTINY COMMITTEE, EXECUTIVE and COUNCIL

Date of Meeting: 9 November 2017 (Place Scrutiny), 14 November 2017 (Executive) and 19 December 2017 (Council)

Report of: Corporate Manager Executive Support and City Surveyor

Title: New Entertainment Venue Needs Assessment

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

- 1.1 An update on the outcome of the work of the New Entertainment Venue Advisory Group (NEVAG) which was set up to advise on city centre venue requirements and presentation of the findings of the new venue needs assessment.

2. Recommendations:

- 1) That Place Scrutiny Committee and Executive note progress and comment on the findings of the needs assessment;
- 2) That the Council accepts the reports' recommendation that the Corn Exchange is the preferred location for any entertainment venue; and
- 3) That Place Scrutiny Committee support and recommend approval by Executive of a public consultation exercise on the findings of the needs assessment with Council approval sought of funding of £5,000.

3. Reasons for the recommendation:

- 3.1 There has been significant public interest in the creation of a new entertainment space in Exeter. No formal analysis of need had been carried out so a needs analysis was commissioned to assess both need and, subsequently, potential locations. A public consultation on the results of that analysis will enable a wider group of interested parties and individuals to comment on the findings.

4. What are the resource implications including non-financial resources.

- 4.1 In addition to the budget of £5,000, officers from Communication and Marketing and Executive Support will be required to support the public consultation.

5. Section 151 Officer comments:

- 5.1 If approved, a supplementary budget of £5,000 will be set aside to provide for the cost of a public consultation in the current financial year. Further funding required for subsequent detailed feasibility studies, would be subject to further Council approval.

6. What are the legal aspects?

- 6.1 No legal aspects are identified at this time.

7. Monitoring Officer's comments:

7.1 The Monitoring Officer advised that she was unaware of this work and was not in a position to comment.

8. Report details:

8.1 In line with the Council's commitment to explore the options for a new entertainment venue, in October 2016 the Council convened a meeting of representatives from the Council and arts, cultural and entertainment sectors, to provide expertise and to advise how to take this project forward. This group, the New Entertainment Venue Advisory Group (NEVAG), chaired by Cllr Denham, was formed with the purpose of providing local relevant expertise on areas and venue provision and specifically to:

1. Generate ideas about a new entertainment venue for Exeter (assuming a city centre location, but considering all alternatives that meet identified needs);
2. Ensure that needs of the arts, cultural and entertainment sectors are being considered in the development of any new, viable entertainment venue for Exeter;
3. Contribute views on demand in Exeter and the sub region and to propose potential, viable solutions (including size, facilities, provider, cost, funding, location, operator and programming);
4. Inform the preparation of a brief for a consultant/expert who will undertake an options appraisal, including viability of potential entertainment venues;
5. Provide expert input to the options appraisal and respond to any recommendations that emerge.

8.2 Councillor Denham wishes to put on record the council's gratitude for the commitment of all members of NEVAG and their valuable contributions throughout the process.

8.3 In view of the wide range of views on Exeter's needs and the need for a robust evidence base, the group resolved to commission professional advice from a consultancy with a strong track record of delivering similar projects. In January 2017 a tendering exercise was launched for a consultant to deliver the following objectives:

1. To review the current performance venues in Exeter and perceptions about gaps in provision;
2. To evaluate current and likely future demand for a new large-scale entertainment venue (minimum 1,000 capacity) across Exeter and its cultural catchment area;
3. To identify the likely constraints on a new venue, including cost, location, and competition;
4. To identify opportunities presented by new and emerging technologies, the digital agenda, and innovative management and business models;
5. To review trends in recent and new UK and European performance venues, including business/financial models, the mix of art forms, and the balance between producing and receiving/presenting programmes;
6. To identify options that could meet Exeter's needs for a new performance venue in terms of scale, operating model, programming approach and facility mix, and make recommendations supported by an informed evidence base;
7. To engage with funding partners, including Arts Council England, about the likelihood of support.

8.4 Fourth Street were the successful tenderer and were appointed to undertake the needs assessment. Feedback and interim findings were submitted to NEVAG throughout the project for feedback and input. A copy of Fourth Street's final report and detailed findings is attached.

9. Next steps

- 9.1 Before progressing to a detailed feasibility study of the preferred option identified in the report, it is proposed that detailed public consultation and engagement is undertaken. This will promote awareness of the needs assessment and the detailed evidence behind it and enable a wider group of interested parties and individuals to comment on the findings and submit their views on an entertainment venue for the city.

10. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

- 10.1 There will be no adverse impact.

11. Are there any other options?

- 11.1 A wide range of options have been considered as set out in the needs assessment.

Michael Carson
City Surveyor

Bruce Luxton
Corporate Manager, Executive Support

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

Contact for enquires:

Democratic Services (Committees)
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New Entertainment Venue (Exeter): Needs Assessment

New Entertainment Venue
Advisory Group (NEVAG)

18 September 2017

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Executive Summary

Summarised below are the key findings from this study with references included to the more detailed analysis and evidence laid out in the *Report* and *Appendices*.

The study was commissioned by Exeter City Council on behalf of the New Entertainment Venue Advisory Group (see Section 1.1). The overarching objective of the study sought to assess the *need* for a new entertainment venue in Exeter, requiring investigation into the market demand and supply context, the key venue considerations, where it might be located and how it could be developed and sustained. The results of the study, set out in this report, highlight a range of *business model* considerations. It is important to note that this report is not intended to be either an outline business plan or a design brief. Further feasibility work and more detailed appraisal of the options resulting from this study would be required to produce these.

Where is the demand / supply gap? (see Section 2)

- The development of a new entertainment venue in Exeter has the potential to align strongly with a number of objectives and priorities defined by its strategic context – notably, in relation to future growth, regeneration and identity. (see Section 2.1)
- Exeter appears to be ‘punching above its weight’ in the performing arts sector, as evidenced by the innovative grass-roots and small to medium sized arts organisations resident in the city and the level of funding committed through the Arts Council England’s National Portfolio. (see Section 2.2)
- Exeter is well served at the small to medium scale of venue i.e. up to 500 seated capacity. (see Section 2.3)
- The South West of England is poorly served for high quality classical music venues. However, there is insufficient market gap (and huge risk involved) for a large concert hall, designed to attract quality international orchestras. (see Section 2.3)

New Entertainment Venue (Exeter): Needs Assessment

- However, Exeter could satisfy a gap in the provision of a venue with a high-quality acoustic for smaller classical music formats e.g. chamber music and soloists up to say, 450-650 capacity. (see Section 2.3)
- The larger venues in Exeter all have drawbacks either related to their individual missions (i.e. it's a secondary purpose) or physical constraints (i.e. poor backstage or ageing facilities). (see Section 2.3)
- Regionally, larger touring theatre is currently well served by venues in Plymouth, Bristol and Torquay in particular. (see Section 2.3)
- In recent years, the music industry has experienced significant supply chain consolidation, resulting in a smaller number of larger organisations, who can wield greater control when it comes to the promotion and selection of venues and artists.
- Exeter's population of 129k, combined with the relatively low surrounding population density and existing venue provision in the region, is insufficient to sustain a predominantly 'single' art-form venue i.e. a venue designed only for classical music or, only for touring theatre or, only for live (amplified) music. (see Section 2.4 and Appendix 3)
- The research suggests there is an opportunity for developing a venue with a mixed-programme and capacity of around 1,200 seated, which could be reconfigured to a standing venue of say, 2,000 to 2,500 capacity. (see Section 2.5 and 3.2)

What are the key venue considerations? (see Section 3)

- The venue should be capable of having multiple staging configurations e.g. temporary proscenium and thrust stages, orchestra pit, flexible seating / standing arrangements to cater for the range of performance types, and a sizeable backstage. The design brief should avoid simply replicating a design from elsewhere but instead, ensure that it reflects the unique characteristics of the Exeter market and 'arts and culture ecology'.
- The range of performance types that could reasonably be hosted within a flexible larger venue will, to a significant extent, be dictated by the natural acoustic demands. It is the quality of natural acoustic that inevitably suffers when one attempts to drive too much flexibility. For this reason, in part, larger orchestra formats will be compromised.
- Notwithstanding the above, to build on Exeter's innovative performing arts scene – notably, the immersive and more experimental theatre – a strong influence arising from this study is the desire for a new venue to attempt to be as flexible and adaptable as possible (within reason). It should be capable of hosting future imaginative shows and performances that no doubt, will emerge at a larger scale in time. However, to justify its scale and audience capacity, it will need to cater effectively for the more traditional and prosaic performance types.

New Entertainment Venue (Exeter): Needs Assessment

- For incoming productions and in order to be able to programme the venue quite aggressively and optimise utilisation, the ability to get equipment in, out and moved around the venue swiftly and efficiently is important. (see Section 3.3)
- As part of the outline business planning of a new venue, consideration of how it will generate income from event and non-event usage will be critical for example: sufficient food and beverage space, particularly for comedy and live music, which traditionally drive high alcohol sales; for non-event days use and hospitality spaces; merchandise sales; ticket sales and fees; and sponsors. (see Section 3.4)

Where should it be located? (see Section 4)

- There is a unanimous view across the Advisory Group (and supported by evidence of other venues around the UK – see Appendix 6) that a new venue of the scale being considered should be located in the city centre.
- If located in the city centre, a new venue could contribute significantly to the regeneration agenda, helping to reverse Exeter’s ‘4pm exodus’ and improve the night-time economy specifically. (see Section 4.2)
- From the assessment of a preliminary list of potential sites around the city centre, the Corn Exchange is considered to be the current ‘preferred option’. This assumes a complete redevelopment of the site and is based largely on a combination of: ownership and therefore control – *owned by Exeter City Council*; its potential regeneration impact – *contribution to the west quarter (Fore Street, South Street) area and night time economy*; location – *central and complementary nearby offer*; and site – *limited apparent constraints*. As time passes, the appeal of other sites may strengthen or weaken and therefore, while a ‘preferred option’ has been identified at this stage, the option to consider other sites should remain open until further detailed feasibility work has been undertaken. (see Section 4.4)

How could it be developed and sustained? (see Section 5)

- There is a strong case for the co-location and clustering of arts-related organisations, education, research and business support alongside the main performance space and ancillary facilities – thus becoming a ‘centre for arts’ and not just a performance venue. (see Section 5.1)
- Furthermore, depending on location, consideration should be given to activating any available street frontages to maximise rental values, integrate the venue into its surroundings and aid the commercial proposition.
- Large auditoria, with the exception of arenas, are rarely privately financed in the UK since they offer limited (if any) financial return. Instead, they rely on a cocktail of funding with significant contributions typically derived from public, lottery and third sector sources. This would be anticipated for a new large venue developed in Exeter. (see Section 5.1)

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- Based on researched gathered from other completed performance venues, a reasonable estimate for this stage of planning for a new entertainment venue (assuming a 1,200-seat capacity and built in a single phase) would be between £40m and £55m (excluding land, site clearance and preparation, preliminaries and external works). (see Section 5.2)
- An important lesson learnt from the last 20 years of investment across the UK's arts and cultural sector is the relative ease with which capital funding can often be secured, compared to the ongoing revenue requirements needed to sustain the longer-term operation and successful programming of a facility. However, no capital funding sources have yet to be confirmed.
- It is highly unlikely that Arts Council England will support a new venue development if it were being developed at odds, or in direct competition with, any other ACE-funded facility or organisation within its catchment. This is a crucial issue and further supports the concept for building on Exeter's unique arts ecology, which has at its core, a strong emphasis on the grass-roots and innovative producing arts scene and aiming to be a 'regional centre' with a strong and distinct purpose. (see Section 5.1)
- For Exeter City Council, a key requirement for a new venue would be to ensure its financial sustainability and not to become a burden on the public purse. To this end, an innovative business model would need to be established that delivers on the mission related objectives while also having sufficient scope and capacity to act commercially and with an entrepreneurial flair – characteristics that are clearly evident across Exeter's arts and cultural economy.
- For the existing venues across the city (and performing arts centres' generally), subsidy is commonplace but comes in various forms. ACE's National Portfolio grants provide critical revenue streams to support the Exeter Phoenix, Northcott Theatre and Bike Shed Theatre as do a number of city council grants. Reflecting this, the concept of endowing a new facility in Exeter through commercial property should be considered. (see Section 5.3)
- The step-change from Exeter's current performing arts offer to that demanded by a larger venue will be significant and will take time bed-in and mature. Event promoters will take a keen interest in the demonstrable ability to sell more tickets in the Exeter market, in order to given them confidence and establish Exeter on the circuit for larger events. To address the need to accelerate audience development and maintain programme continuity (with the Corn Exchange assumed to close) a meanwhile or temporary venue solution should be considered, as well as the possibility of intensifying activity at other venues. (see Section 5.4)

Report

1 Introduction

1.1 New Entertainment Venue Advisory Group

This report has been prepared by Fourth Street for the *New Entertainment Venue Advisory Group* in Exeter. The Advisory Group is made up of the following members:

- Cllr Rosie Denham (Chair of Advisory Group), Lead Councillor for Economy and Culture, Exeter City Council
- Dave Lewis, Exeter City Council (Events, Facilities and Markets Manager)
- Peter Goodwin, Theatre for Exeter (Chair)
- Patrick Cunningham, Exeter Phoenix (Director)
- Mike Carson, Exeter City Council (City Surveyor)
- Paul Jepson, Exeter Northcott Theatre (Artistic & Executive Director)
- Laurence Blyth Exeter Cathedral (Marketing Manager)
- Richard Fletcher, The Two Moors Festival (Trustee)
- Professor Stephen Hodge, Drama Department, University of Exeter
- Martin Thomas, Exeter Cultural Partnership (Culture Director)
- Craig Bulley, Exeter Business Improvement District (CEO)
- Mark Barretto, Exeter Business Improvement District (Manager)
- Nigel Paul, Exeter College (Head of Drama & Performing)

1.2 Study Brief & Process

The original objectives for the study, defined by the New Entertainment Venue Advisory Group covered:

- To review the current performance venues in Exeter and perceptions about gaps in provision.
- To evaluate current and likely future demand for a new large-scale entertainment venue (minimum 1,000 capacity) across Exeter and its cultural catchment area.
- To identify the likely constraints on a new venue, including cost, location, and competition.
- To identify opportunities presented by new and emerging technologies, the digital agenda, and innovative management and business models.
- To review trends in recent and new UK and European performance venues, including business/financial models, the mix of art forms, and the balance between producing and receiving/presenting programmes.
- To identify options that could meet Exeter's needs for a new performance venue in terms of scale, operating model, programming approach and facility mix, and make recommendations supported by an informed evidence base.

New Entertainment Venue (Exeter): Needs Assessment

- To engage with funding partners, including Arts Council England, about the likelihood of support.

In addressing these objectives, the study process included:

- An inception meeting on 26th March 2017;
- Site visits to existing and proposed venues in Exeter and the city more generally to understand its current state and regeneration context;
- Review and analysis of data made available by each venue (some of which could be deemed commercially sensitive and therefore has either been omitted from this report or anonymised);
- One-to-one consultations with representatives of the Advisory Group and other relevant stakeholders;
- Preparation of an analysis of the market demand and market supply in relation to a new venue (updated with comments received following its initial circulation to the advisory group in May 2017);
- Discrete review of the current programmes for the existing venues across Exeter;
- Desk-based research into a range of comparator venues and latest insight into new venues;
- An interim meeting of the Advisory Group on 14th July 2017 during which Fourth Street presented the draft and emerging conclusions and a final meeting on 6th September 2017

2 Where is the demand / supply gap?

2.1 Strategic context

A review of relevant public and third sector strategy documents has been undertaken (see Appendix 2 for detail) to reveal the objectives and the priorities that may influence or be influenced by a new entertainment venue. The following themes and issues are noted:

- Exeter's population will experience significant **growth** over the coming years (estimated¹ at 12.5% over 20 years)
- This growth needs to be complemented by **higher quality jobs** to drive greater economic growth and value, making the city more competitive and attractive to both employers and employees
- To attract and create these jobs, there is a need to **improve Exeter's reputation** locally, regionally and internationally
- A strong emphasis is placed on improving the **night-time economy**, for which the arts and culture sectors will play a vital role
- Retaining and developing Exeter's **unique character and identity** is crucial, and not allowing it to be smothered by a dominating venue or one not fit-for-purpose in Exeter's context
- The importance of **nurturing and developing** home grown talent, which can positively and directly influence the city's identity
- To aspire for **excellence**
- To achieve all the above will require the continuation and expansion of **partnerships and collaboration**

2.2 Exeter's arts and culture 'ecology'

Despite its population of 127,300², the performing arts scene in Exeter is prospering with an eclectic mix of venues, a dynamic range of organisations, large and small, considerable creative talent, the large body of related academics and students, and a healthy degree of competition and collaboration across the sector.

Compelling evidence indicates that Exeter has a more innovative culture and greater strength and depth in the performing arts sector than other, similarly sized UK-towns.

This is illustrated in Exeter being home to nine Arts Council England (ACE) *National Portfolio Organisations*, five of which relate directly to the performing arts sector. These are currently supported by annual ACE grants totalling £677k³ and largely focused on nurturing emerging talent and the

¹ Durham University estimates, 2016-2036

² Mid-2015 estimate

³ Arts Council England 2018-2022 National Portfolio Organisations (annual funding): Northcott Theatre (£125k), Exeter Phoenix (£126k) Kaleider (£110k), The Bike Shed Theatre (£75k) and Theatre Alibi (£242k). The other

production and presenting of small to mid-size arts productions. This is exemplified by *The Bike Shed Theatre* with its innovative immersive theatre offer; the *Northcott Theatre*, which has recently returned to co-producing; *Theatre Alibi's* contemporary storytelling; *Kaleider's* 'extraordinary live experiences' and studio space; and the *Exeter Phoenix*, anchored by its live music, film and visual arts programme and its Creative Hub network.

In addition to these arts-focused organisations, Exeter University⁴ and Exeter college are instrumental components of the city's arts and culture 'ecology', evidenced through their combination of leading education and research programmes, and by the constant seeding of talent – regularly achieving national acclaim⁵ and responsible for creating and partnering the city's arts and cultural organisations.

More generally, the city has strong collaborative values and for the arts and cultural sector this is evidenced by individual partnerships (often hidden from public view) as well as the public facing and formal arrangements borne out through the Exeter Cultural Partnership⁶, with the stated strategic aim of 'developing Exeter as a cultural vibrant city'.

However, while collaboration is generally acknowledged to yield positive results (particularly around programming, resourcing and providing stepping stones for emerging artists – and evidenced by the positive working of the Advisory Group), there is an obvious reluctance to share commercially sensitive and valuable data, which naturally restricts collaboration in areas such as joint marketing, booking and ticketing arrangements.

Overall, there is a strong consensus amongst the Advisory Group members that, should a new venue be developed, it is vital it does not smother these unique and innovative characteristics of Exeter's arts and culture ecology – and should therefore avoid being developed simply as a large *generic* or *mainstream* venue.

2.3 Review of venues

For larger 'live' events, the university's Great Hall offers a seated and standing capacity of 1,500 and 1,800 respectively. Over the years, it has hosted some of the biggest names in pop and rock; U2, Bob Marley, Pink Floyd, Razorlight and the Kaiser Chiefs. In more recent years, the university no longer programmes or prioritises it as a 'live' venue but hires it out (via Event Exeter) with the principal objective being on revenue generation. Despite this and its limited backstage provision, the Bournemouth Symphony Orchestra performs regular monthly concerts at the venue. A key issue to explore with the University as part of the next steps – at a strategic level – is the longer-term aims and priorities for the Great Hall.

In the city centre, the large part of the Cathedral's programme is dominated by classical music, for which it has a good acoustic and the obvious appeal of its architectural grandeur. But, the venue can, by its

four NPO's are Royal Albert Memorial Museum (£607m), Libraries Unlimited South West (£172k), Arts and Health South West (two funding streams @ £95k & £40k).

⁴ Drama department has c.500 students and is ranked top 3 in the UK

⁵ E.g. Punchdrunk, Radiohead, Alex Farquharson (Director of Tate Britain)

⁶ www.exeterculturalpartnership.org.uk

management team's own admission, be let down by its flat floor and columns that restrict some views and the limited ancillary facilities (i.e. no rehearsal or green room, only two toilets to serve the entire audience in a neighbouring building and limited catering capacity).

For gigs and dance music events, the Lemon Grove at the university's campus can cater for up to 800 or 1,200 capacities respectively, but these are principally promoted to the student market. Other than the occasional larger event staged at the Riverside Leisure Centre (which could be intensified albeit, as a secondary use of its space), there are no other permanent venues capable of hosting larger performances across Exeter.

At a much larger scale, and beyond the city boundary, WestPoint (7,500 capacity) at the Devon County Showground caters for the occasional arena concert or show but its programme focuses on consumer and trade exhibitions.

For its population size, Exeter is well served for venues at a small to medium scale with the *Bike Shed Theatre*, *Exeter Phoenix*, *Barnfield Theatre*, *Corn Exchange* and *Northcott Theatre* (see Section 2.5 for information on their programming). Similarly, it is well served by Westpoint, at a much larger, arena scale. Between these however – at the 1,000+ capacity scale – it is evident that the existing stock of venues have significant drawbacks (as noted above) arising from the combination of their individual missions (i.e. neither being prioritised, programmed nor promoted as public performance venues) and their physical constraints (i.e. originally designed for other purposes or the facilities have become out-dated).

The nearest larger venues in Plymouth⁷ and Bristol⁸ currently serve the Exeter and regional demand for larger scale theatre and 'live' events (and the market evidence suggests that the region is relatively well served by its existing venues, albeit they are inevitable more widely dispersed given the population density). This situation should continue to be monitored. The provenance and market strength of Plymouth's Theatre Royal, as an influential *producing*⁹ and *presenting* theatre (and heavily supporting as an ACE NPO¹⁰) is particularly important in respect of this study. It would be unrealistic to assume that a new venue in Exeter could be designed solely for, and sustained as, a venue for regional touring theatre, given this strength of nearby competition.

Similarly, one needs to be cautious about a new large venue designed principally for larger music and comedy events given the phase 2 plans for upgrading Colston Hall¹¹ and the Plymouth Pavilions (although there remains some uncertainty surrounding its long-term future).

⁷ Theatre Royal (1,320 capacity) and Pavilions (up to 3,500 capacity).

⁸ Colston Hall (1,834 seated show, 1,932 general admission show (standing), 2,069 for a classical concert)

⁹ <https://www.theatreroyal.com/your-visit/theatre-royal-plymouth-venues/production-and-learning-centre-2/>

¹⁰ £3,556,500 between 2015/16 and 2017/18

¹¹ £45m scheme to transform Colston Hall into an 'international standard concert facility and a National Centre for Entertainment, Education and Enterprise across the arts – music, comedy, theatre, dance and the visual arts'. As at June 2017, £30m is reported to have been raised and the plans target a completion by 2018.

2.4 Review market demand

A detailed assessment of the potential demand for a new entertainment venue in Exeter is contained in Appendix 3. The highlights drawn from this are summarised below.

- Overall, the population Exeter at only 129k, coupled with the relatively low density of population within the surrounding, mainly rural areas, presents one of the most significant challenges when considering the 'need' for a new entertainment venue. It is these factors that are considered of most relevance at this stage of assessment than the specific make-up, characteristics and propensities of the individual population segments. For the avoidance of doubt, the results of this market demand analysis do not suggest that a larger venue would be incapable of attracting the necessary size of audiences to sustain itself but rather, its position and programming must be carefully constructed in order to appeal to and attract from a wider area catchment, recognising the strength of competition from other venues in the region.
- The resident population radiating out from the centre of Exeter has been assessed in four discrete drive-times up to a 90 minute extremity. The total population within this 90 minute drive time is estimated to be 2.2 million. However, it should be noted that this is skewed by two highly-populated centres lying on the fringe; Bristol (part) and Plymouth. Both these larger metropolitan centres already possess several larger entertainment venues that will serve and attract their own surrounding resident audiences (this is considered in the supply-side analysis (see Section 2.4 and Appendix 4).

Area	Drive-time	Population
Immediate	0-15min	119,802
Local	15-30min	219,738
Regional	30-60min	851,111
Greater Regional	60-90min	1,023,021
Total		2,213,672

- The demographic analysis reveals that the population within the 'immediate' catchment area is generally younger than both the Great Britain (GB) average, as well as the other resident markets further out from Exeter. More specifically, the number of immediate residents aged between 18 and 29 years is considerably above the GB average, which is attributed in part to the large student population in Exeter.
- In contrast, 'local', 'regional' and 'greater regional' residents all have an older age profile than the GB average. In particular, there are fewer people than the national average in the 18-44 years age bracket, but much more significantly, far greater numbers of people than the GB average age in the 60+ years age range.
- The analysis shows that all drive-time segments are *less* ethnically diverse than the UK average (and predominantly white). In addition, the 'immediate' area is generally *more* ethnically diverse compared to the local, regional and greater regional markets, which again is assumed to reflect the large student population and its 'urban' setting.

- In terms of social grade, the immediate market (i.e. 15 minute drive-time) is broadly in line with the national average in terms of affluence and the 'AB' category. However, this catchment area has a higher proportion of residents within the 'C1' category, and a below average proportion of residents within the 'C2' and 'DE' categories. The results for the other catchment areas are also mixed, with no definitive trends regarding the level of affluence. For example:
 - **15-30 minute drive-time.** The population is broadly in line with the national average for the more affluent categories – 'AB' and 'C1' – however, a lower proportion of residents are within the 'DE' category.
 - **30-60 minute drive-time.** A significantly lower proportion of residents are within the 'AB' category, while a significantly higher proportion of residents are within the 'C2' category, indicating lower levels of prosperity. However, this is tempered by the fact the proportion of residents within 'DE' are in line with the national average.
 - **60-90 minute drive-time.** While residents are broadly in line with the national average for the 'AB' and 'C1' categories, a lower proportion of residents are within the 'DE' category.
- As a result, a certain degree of caution must be exercised when making generalised statements about the socio-economic profile of the resident catchment areas.
- The propensity to engage in a cultural activity tends to *increase* as the drive-time increases further away from Exeter. This indicates that there is a high degree of potential demand in the 'regional' and 'greater regional' areas, as the number of cultural visits in these areas is significantly higher than the average. However, this picture is likely to be distorted by the presence of more highly-concentrated population centres in these areas (e.g. Plymouth, Bristol), which results in increased participation due to a more intensive programming schedule and a higher volume and range of cultural / entertainment venues.
- Based on a review of ACORN classification for the population drive-times (see Section 3.1.4 of Appendix 3), the following insight has been drawn:
 - ACORN 'Groups': The immediate area (0-15 minute drive-time) is characterised by lower levels of affluence, demonstrated by the high concentrations of *Student Life* and *Starting Out* groups and relatively low concentrations of groups within *Affluent Achievers* or *Rising Prosperity*. As drive-time increases further away from Exeter, the population appears to possess greater levels of wealth and prosperity, driven by increases in the concentration of *Mature Money* and *Countryside Communities* groups.
 - ACORN 'Types': The more affluent and culturally aware types that typify higher levels of potential demand – *Retired and empty nesters* and *Upmarket downsizers* – appear in greater concentrations further out from Exeter, particularly within a 15-30 minute drive-time. There are a higher proportion of *Educated families in terraces* in the immediate

area, which are characterised by lower levels of wealth yet also have some interest in undertaking relevant leisure activities.

- The market demand analysis also contains an assessment of Audience Spectrum data times (see Section 3.1.5 of Appendix 3). From this the following is noted:
 - The 30mins drive-time catchment contains a population which is highly engaged and interested in arts and cultural activity when compared to the 90 mins and the South West and England more generally. This is illustrated by the higher proportion of people falling into the *Commuterland Culturebuff*, *Experience Seekers* and *Dormitory Dependable* categories (which typically have a stronger propensity than most other categories for engaging in arts and culture).

2.5 Review of arts programming

2.5.1 Programming across Exeter venues

The public programmes for the mid- to larger-scale venues across Exeter have been reviewed to assess the current city-wide performing arts offer, the balance of shows between venues and the make-up of individual venues. In summary:

- The **Exeter Phoenix** is estimated to host around 320 public events per annum¹² (excluding Film) and its programme is dominated by Music (63%). The music events are made-up of Jazz (2%), World (3%), Folk (12%), DJ / Club (18%) and Other (65%). 92% of all public events are professional / touring shows. Promoter demand for the Exeter Phoenix is understood to be around double its capacity through October to May, while during the summer months this falls away substantially because of the outdoor festivals scene (for which the Southwest has important heritage and reputation).
- The **Exeter Northcott** is estimated to host around 280 public events per annum and its programme is dominated by Theatre (81%), of which one-quarter is made up of pantomime and the other two-thirds, a mix of co-produced and touring work. An important shift recently has seen the theatre's return to producing with 20% of all tickets sold in the last season being either for its own co-produced work or those of its associate companies.
- The **Corn Exchange** is estimated to host around 380 events a year in total. Of those around 150 are stage performances and 150 other public events (such as participation dance). The remaining events are private hires. The stage performances are dominated by Comedy (24%), Music (21%) and Pantomime (26%). Of the 21% music programme, around one-third is made up of tribute bands.

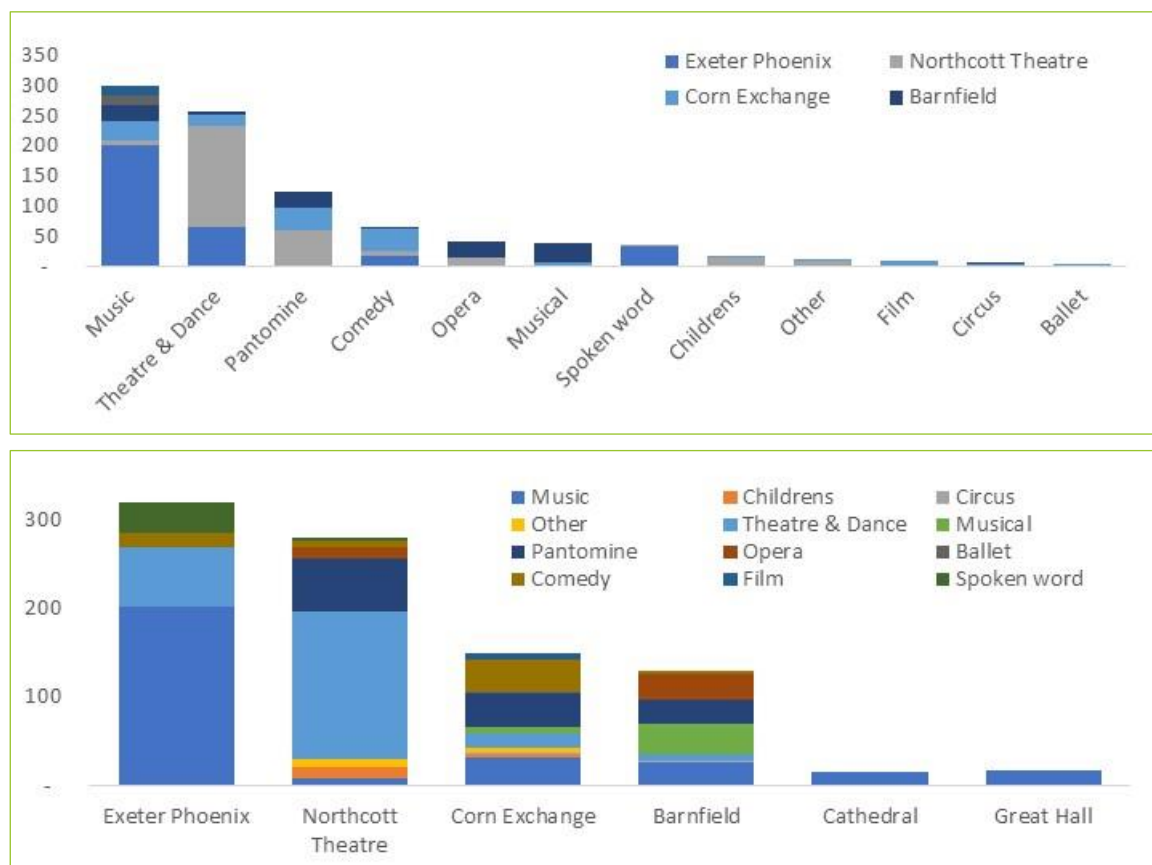
¹² Public events have been estimated based on the available programme making adjustments where appropriate for seasonal programming e.g. Pantomime.

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- The **Barnfield Theatre** is estimated to host around 130 public events per annum and its programme is mixed, hosting a large proportion of amateur and touring shows, including Musicals (26%), Opera (22%), Pantomime (21%) and Music (21%).
- **Exeter Cathedral** hosts around 15 public events per annum and its programme is focused on classical music with almost half being organ recitals (47%) and a quarter being choral (27%).
- **The Great Hall** host around 17 public events per annum and its programme is dominated by classical concerts performed by the Bournemouth Symphony Orchestra (70%).

The two charts in Figure 1 below illustrate the breakdown of estimated annual public events by venue and art form, showing the dominance (by volume) of the four larger venues and *Music*, *Theatre* and *Pantomime* shows (which are driven by the combination of artistic priorities and commercial objectives).

Figure 1. Estimated annual events by Art Form and Venue



Note: Exeter Phoenix excludes Film

2.5.2 Programming assumptions for a new entertainment venue

The earlier review of venues (Sections 2.3) confirmed that Exeter and its surrounding population are well served by small to mid-scale venues but less well served by larger venues within the city itself. In programming terms, this means that larger touring shows (theatre, music and comedy, in particular) tend

to bypass Exeter and are presented at larger venues in the surrounding region e.g. Bristol, Plymouth and Torquay.

The assessment of the current venue programmes (Section 2.5.1) confirms the dominance, by volume, of *music* and *theatre* (including pantomime) in Exeter but crucially, the general view of those who were consulted as part of this study, suggested that there is 'additional' demand for larger touring music and theatre shows. However, to sustain a significant volume of these types of shows would require audiences being attracted from a much wider geographic area (given Exeter's low relatively low population – see Appendix 3.1). This would therefore inevitably compete with other larger venues in the region, which are already well established (in terms of their brands, audiences, production and promoter networks etc.).

A new larger venue that seeks to establish a programme dominated by a single art form will struggle to attract sufficient content to sustain itself. Instead, the evidence indicates that a new larger venue should aim to present a more balanced programme i.e. similar to that currently presented at the Corn Exchange, albeit with shows capable of attracting larger audiences. The feedback from the Advisory Group members supports this proposition. This of course assumes that the Corn Exchange ceases to operate.

At this stage, paying consideration to both the market demand and supply sides, the evidence suggests that the 'public' programme for a larger new venue should be built around the three pillars of *Music*, *Comedy* and *Theatre* (including Pantomime), combining to make up around 80% of the programme. The remainder would include a variety of 'other' content including, but not limited to: *classical concerts*, *children's shows*, *spoken word*, *circus*, *opera* and *ballet*. This indicative programme balance is illustrated in the graphic below.

Figure 2. Indicative programming mix for a new entertainment venue



Whilst indicative, the anticipated programme for any venue is of great significance; it directly informs the choice of preferred location, eventual design brief, capital expenditure plan, business plan assumptions and the positioning of the venue as part of the city and region's overall venue and event offer.

A final consideration, which must be taken into account, is the long-term future of the Northcott Theatre. Although there has been no suggestion that it might cease to operate in the future, if it did (or if the theatre was expanded), then this could have a profound impact on the programming of a new larger venue and potentially, how it is developed and managed. Hence, as part of the next steps, it is recommended that the University be consulted – at a strategic level – on its longer-term aims and priorities¹³ for the Northcott and any associated development planning, and this will serve to mitigate potential programming risk.

¹³ Exeter University's Arts and Culture Strategy is being drafted with a targeted completion in July 2017

3 What are the key venue considerations?

3.1 Balance between *bespoke* and *proven* models

The case studies set out in Appendix 6 illustrate the breadth of choice there is when designing and developing a new venue of the scale being considered.

There is a risk of relating a design too strongly to a precedent that doesn't address the local requirements and needs carefully enough. Just because a venue works in one location does not mean it will automatically translate to another. The advantages of having a direct comparator venue at the design, construction and fit out stages may be outweighed by the sub-optimal financial performance of a venue poorly suited to the local market.

In contrast, if developing a truly bespoke facility, the risk and scale of cost and time overruns and not meeting the original brief are also high. For example; the Aeroacoustics System originally developed for the Royal Festival Hall was installed at Plymouth's Theatre Royal and took 1 year to commission but even then, after significant time and investment, was abandoned due to its complexity and erratic performance.

For Exeter, it is clear from the market evidence and opinions of the Advisory Group that this balance between proven and bespoke models is a particularly relevant issue. The prospective venue must balance dependability to deliver proven event types, with flexibility to adapt to new genres and without being overburdened with high construction costs.

As has been noted earlier, a new venue *must* avoid smothering Exeter's exciting arts and culture ecology and becoming too dominant, yet a venue of the scale being considered *will* need to be programmed from a strong commercial perspective, which in some cases will require the programme to target a more 'mass market' appeal.

3.2 Venue flexibility & acoustic

The initial consideration of programme set out in Section 2.5 proposes a mixed range of performance types, each with a slightly different set of venue requirements.

Attempting to cater in a single venue for a full spectrum of performing arts is simply not possible, even before one considers the potential brand confusion this would inevitably create. The different demands of staging and infrastructure, backstage and ancillary facilities, audience sight-lines and raking, seating and/or standing layouts, lighting and crucially, acoustics, are too varied and would lead to escalating costs and a facility full of compromise and complexity.

There are however, some types of performance that are compatible or at least, can achieve a *reasonable* and *desired* threshold of quality for each performance type, while some inevitable trade-offs are accepted. The performance types set out below, have been informed by the case study research, consultation with industry specialists and the Advisory Group:

- Drama and dance (natural acoustic and amplified) – but with a flexible staging that can accommodate a temporary proscenium and thrust formats. Based on feedback from the Advisory Group, the inclusion of a fly tower is considered essential for some programme components – which would restrict the option of a larger arena format.
- Opera and ballet (mostly natural acoustic but with some amplification) – where the thrust stage drops to reveal an orchestra pit
- Smaller classical music formats (for a natural acoustic) e.g. chamber music and soloists – although for this, the acoustic becomes most challenging and will demand physical adjustments to the auditorium and sound baffling (e.g. moveable ceilings at the Milton Keynes Theatre and Theatre Royal Plymouth; and sound baffles around the fly tower)
- Comedy (amplified) – where a 1,200-seat capacity is considered ideal for the Exeter market
- Musicals (amplified) – which would have similar demands to amplified drama performances
- Live (amplified) music – catering for a combination of seated and standing shows, with a flat-floor configuration of up to say, 2,000 to 2,500 capacity.
- Live classical (natural acoustic) music – catering for a range of smaller formats such as chamber music ensembles and soloists, but excluding larger orchestras formats. For this, the venue will need to have provision for adjusting the natural acoustic which may include the movement of partitions and ceilings (e.g. Milton Keynes, Theatre Royal Plymouth). To achieve a richer acoustic demanded by larger orchestras requires a longer reverberation time of 2, which becomes less compatible with the natural acoustic demands of drama where a reverberation time of 1 is desirable.

Notwithstanding the above, to build on Exeter’s innovative performing arts scene – notably, the immersive and more experimental theatre – a strong influence arising from this study is the desire for a new venue to attempt to be as flexible and adaptable as possible (within reason). It should be capable of hosting future imaginative shows and performances that no doubt will emerge at a larger scale in time. However, to justify its scale and audience capacity, it will need to cater effectively for the more traditional and prosaic performance types.

3.3 Get-in / get-out and turning the venue around

For incoming productions and in order to be able to programme the venue quite aggressively and optimise utilisation, the ability to get equipment in, out and moved around the venue swiftly and efficiently is important.

The less time and resource that is required, the less cost is involved and the more time is available to offer for events. A venue’s efficiency of get-in/get-out will vary according to its design, the venue equipment such as staging, seating, lighting etc and from site to site. All of this must be considered and should inform the site appraisal and selection, as well as the building design, capital expenditure, space utilisation and fit-out plans.

To achieve a good get-in/get-out requires suitable access for medium to large articulated vehicles and ideally, to provide for easy off-loading, loading and turning. Ideally, secure parking for multiple vehicles should be provided on-site but where this is restricted, additional dedicated spaces near to the venue will suffice.

Within the backstage, there should be sufficient space for loading and unloading and storage, allowing for incoming and outgoing performances to get-in and out, ideally in parallel, but certainly in a timescale that allows back-to-back tenancies.

The venue itself requires service space, with the food and beverage deliveries and logistics, as well as waste management facilities being the most obvious requirements.

The venue will have several event formats, and therefore careful consideration of how each of these is achieved and, critically, how the venue is turned around from one format to another – with minimal manpower and in the shortest time – must be central to the design brief.

These factors directly impact on how desirable the venue is from a promoter's perspective, as well as the costs of reconfiguring the venue to achieve optimal utilisation.

3.4 Venue revenues

As part of the outline business planning for a new venue, consideration of how it will generate income from event and non-event usage will be critical. This is an exacting process and the following points indicate the most important considerations:

- **Food and Beverage:** From both a customer service and commercial perspective, marrying the provision for food and beverage to audience requirements is central to a venue's success. This applies to events; for example, comedy and live music traditionally drive high alcohol sales. Some venues have missed this valuable opportunity by failing to design bars that have the capacity to provide the levels of service and commercial return that this demand supports. Consideration will also need to be paid to food and beverage facilities within the venue that service non-event use, to maximise commercial returns but avoid damaging existing trading and activity within the area.
- **Hospitality spaces** can provide very high yields at venues, particularly when the programme lends itself to interest from both organisations and individuals. Ensuring that a range of spaces, with a high degree of flexibility and appropriate specification will be important. Given the large backstage area that will inevitably be required for some types of events, consideration should be given to how the delineation between backstage and public/hospitality areas can be moveable to optimise use and revenues.
- **Merchandise sales** can be a useful income stream at events, with the venue usually taking a cut of the revenue in one form or another.
- **Ticket sales, fees and related uses** can be part of the venue provision, for example a combined ticket sales and Tourist Information Centre (TIC) desk. Whilst on-line sales will increasingly

dominate, there may be opportunities for cross-promotion of events across the city, which are best focussed on a face-to-face ticketing experience located in a large central facility.

Alternatively, Ticketing and TIC kiosks could be located within the venue.

- **Sponsors** may look for activation spaces and therefore, providing flexible areas within the design brief may prove invaluable in attracting and retaining such partners.
- **Additional income streams** are also important, for example, a public café, open on non-event days, which also provides catering for meetings etc. may be both financially viable and support a wider range of footfall driving activities. Hire income, from letting spaces within the facilities for a wide range of uses will diversify both income streams and potentially the audiences attending events at the venue. The mix of other activities and uses within the facility such as education, research and business could also aid the financial viability of the facility and reduce the reliance on a small number of income sources. Any new venue should facilitate and support innovative ways of attracting new audiences and sources of income.

4 Where should it be located?

4.1 Unanimous support for City Centre

During this study, a number of potential sites have been identified (see Section 4.4 below). The first critical question however, is whether a new entertainment venue should be located within the city centre or not.

The opinion of the advisory group, and those consulted who expressed a preference, is that a new venue, of the scale being considered, *must* be located within the city centre.

A common characteristic of the city centre that was expressed by consultees, and borne out by the range of strategies and policies designed to regenerate the city centre and stimulate positive change and growth, is the apparent '4pm exodus' that occurs daily and hinders the night-time economy. While the city centre appears bustling by daytime, the evening economy generally, is considered poor.

4.2 Regeneration Opportunity

In Exeter, the city centre has and continues to undergo significant transformation.

The Crown Estate's Princesshay development alone has had a profound impact on the city centre's retail offer, shifting its gravity eastwards on the south side of the original High Street axis. Princesshay phase 2 proposal, which was granted planning in March 2017, will continue this shift by adding further complementary retail, restaurants and cinema – on the site of the existing bus station and alongside the new council-led wet sports centre.

At the western end of the high street, the emergence and growth of Exeter's 'independent' offer around Fore Street (and home to the Bike Shed Theatre) has given this area a distinctive character and unique identity.

The business case for a new entertainment venue of the scale being considered could be significantly strengthened if its impact aids a broader set of objectives and priorities such as, supporting city centre regeneration and the evening economy more specifically. In fact, a new venue that doesn't achieve such wider impacts and instead, seeks to rely largely on a narrower arts and cultural focus, will almost certainly fail to justify its business case given the market challenges in Exeter.

This regeneration potential links directly to the unanimous view that a new venue should be located within the city centre (thus implying a link between the two) and is further borne out by evidence from other entertainment venue developments around the UK (see Appendix 6). However, while arts and cultural facilities are regularly cited for their regenerative effects, the benefits rarely materialise immediately and more typically take several years and are inextricably linked to other related changes thus being impossible to evidence a direct causal link.

4.3 City Centre sites

The city centre is undergoing transformational change resulting from major redevelopment. Princesshay, completed in 2007, is widely acknowledged for its positive impact on improving the city centre's retail offer – replacing its post-war predecessor. Princesshay Phase 2, which will add complementary retail, restaurants, cinema, an open-air amphitheatre and a new public leisure centre, was recently granted planning permission.

The Princesshay developments have and will continue to shift the gravity of the city centre north-eastwards – away from the traditional centre and the other two shopping centres (Guildhall and Harlequin).

However, worth noting is the recent investment in the Guildhall Shopping Centre, which has created the Queen Street Dining Quarter. This has built on the success of Princesshay and is adding further to the concentration of food and leisure in the city centre and significantly enhancing the overall offer.

To the southwest, the gradual redevelopment of Exeter's waterfront is adding a further pull away from the traditional city centre. Between these, remains the traditional high street with an eclectic mix of new and old, the cathedral and its historic surrounds, and the increasingly popular independent offer around the west quarter (e.g. Fore Street, South Street). The University's continuing growth, coupled with a shift in demand for modern student accommodation, are together driving a large volume of new city centre student accommodation.

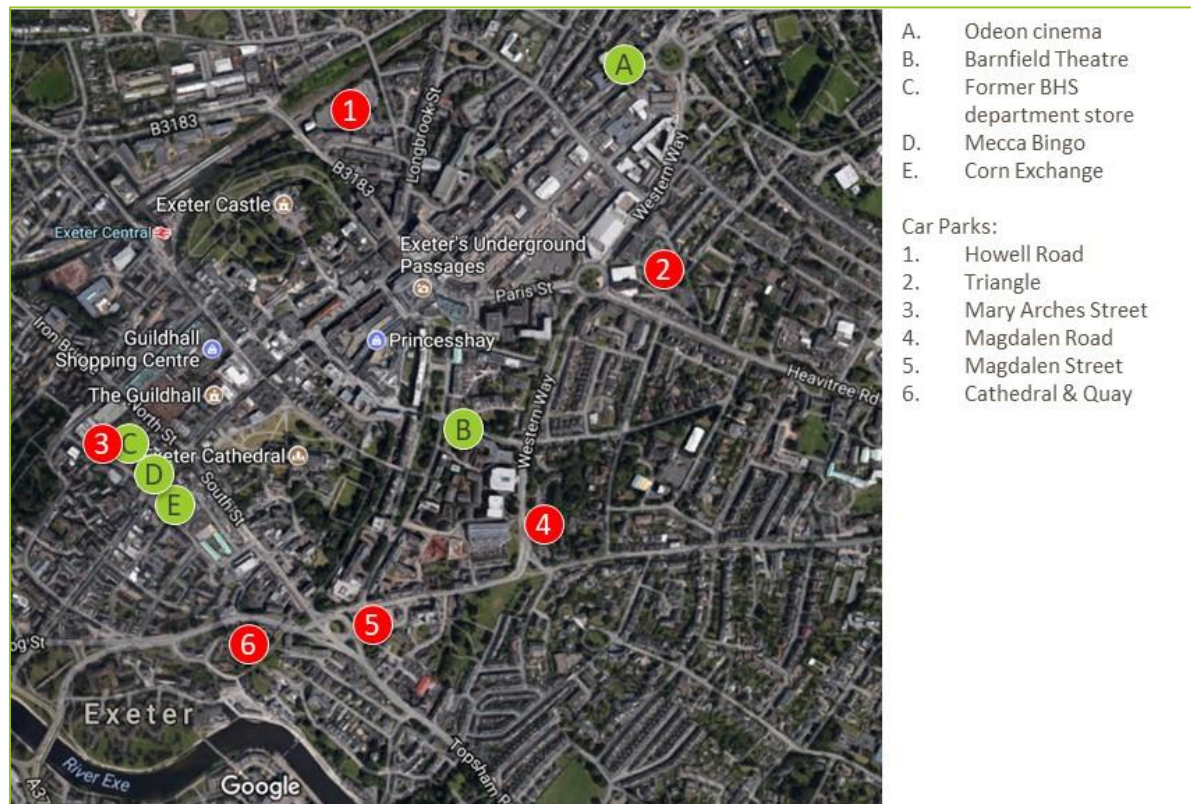
4.4 Review of city centre sites

Through the research and consultation process, eleven discrete sites across the city centre have been identified as having 'potential' for siting a new entertainment centre. It is important to note that some of these sites are not owned by the city council or other organisations represented on the Advisory Group and their owners have not been consulted during this initial site assessment exercise.

Exeter City Council owns large areas of the city centre, including car parks, open spaces and commercial premises, which have been reviewed as 'city centre sites'.

Many of the sites have been included in this review largely because of their scale and strategic location while in reality, their 'potential' may actually be very limited.

Figure 3. Map of 'Potential' Sites



A high-level assessment of each site has been undertaken and the key points are summarised below (more detailed analysis is contained in Appendix 7, Exeter Sites' Assessments). From this, a preferred site has been identified – The Corn Exchange – and the rationale which supports this, together with the recommended status of other sites, is presented in summarised in the table below.

As time passes however, the appeal of some of these sites may strengthen or weaken as their surrounding context changes and new sites become available.

At this stage therefore, while a preferred option has been identified, the option to consider other sites should also remain open.

Figure 4. Summary of Site Assessment

Site	Status	Summary Assessment
Odeon cinema, Sidwell Street	Discount	Discount option based on a combination of location (not central), regeneration impact (considered to have less immediate impact than other sites) and ownership (private)
Barnfield Theatre, Barnfield Road	Discount	Discount option on the basis of size (too small to host a 1,000+ seated venue)
Former BHS department store, Fore Street	Discount	Given the sale of the site and its development plans, this site should no longer be considered.

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Site	Status	Summary Assessment
Mecca Bingo, North Street	Discount	Discount option (as a stand-alone site) based on a combination of building listing (limiting design and programme flexibility) and ownership (private). However, the car park to its rear (Mary Arches Street) has also been identified as a potential site (noted below) and therefore, consideration has also been given to whether collectively, the two sites might offer greater potential. If the two sites could be married together, then this would warrant further assessment at a later stage.
Corn Exchange, Fore Street	Preferred	Considered to be the preferred option, assuming a redevelopment of the site, based on a combination of ownership (Exeter City Council), regeneration impact (contribution to Fore Street area and night time economy), location (central and complementary nearby offer) and site (limited apparent constraints)
Howell Road Car Park	Discount	Discount based on a combination of its location (periphery of city centre), regenerative impact (physical separation from city centre heart).
Triangle Car Park	Discount	Discount based on a combination of its location (periphery of city centre), regenerative impact (physical separation from city centre heart).
Mary Arches Street Car Park	Discount	Discount as a single isolated site but if linked to Mecca Bingo this could present a more compelling opportunity and may warrant further assessment at a later stage.
Magdalen Road Car Park	Discount	Discount based on a combination of its location (periphery of city centre), regenerative impact (physical separation from city centre heart).
Magdalen Street Park	Discount	Discount based on a combination of its location (periphery of city centre), regenerative impact (physical separation from city centre heart).
Cathedral & Quay Car Park	Retain / shortlist	Consider Cathedral & Quay as a fallback or alternative option to the Corn Exchange (based on a combination of its access and regenerative impact – being located between the city centre and waterfront). However, its location is considered less preferable to the Corn Exchange (peripheral to city centre retail and leisure)

5 How could it be developed and sustained?

5.1 A 'centre for arts'

Evidence indicates there is demand for a larger venue in Exeter and that its location should be city centre. As noted in Section 2.5, the programme for the venue should be mixed with a balance of music, comedy and theatre making up around 75%-80% of events.

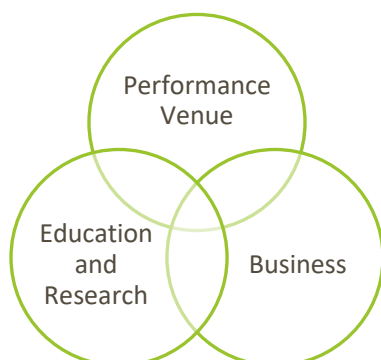
While the venue will be designed to satisfy this mixed event demand, its location within the city centre presents a significant regenerative opportunity and in particular, for the night-time economy, which currently suffers from an early evening exodus and a drinking culture, which deters a large swathe of potential visitors from spending time and money in certain areas of the city.

A new venue should also help to stimulate the day-time economy, not just through the event programming and a food and beverage offering designed to service the local area, but also, through the provision and co-location of other arts-related activities within the building. This would facilitate the necessary collaboration and growth within the local event eco system, whilst also providing a platform for a broader event output, appealing to different audiences within and around Exeter. To this end, consideration should be given to how resources that service and support the arts and events sector across the city (e.g. technical skills) can be most efficiently and effectively deployed and shared amongst stakeholders.

Historically, the university and college have succeeded in seeding new artists and arts-organisations, which have remained in the city and flown Exeter's flag nationally and internationally. However, for these fledgling businesses, the right space and infrastructure is often unaffordable and the necessary business support to nurture, develop and growth their ideas is not always co-ordinated or readily available.

There is therefore a strong case for the co-location and clustering of arts-related organisations, education and research, and business support alongside the main performance space and ancillary facilities.

Figure 5. Co-location of Arts-related Functions



Crucially, the point at which these three functions overlap stimulates additional value and economies of scale resulting from their co-location. To this end, one should explore the opportunity of broadening the scope of the venue from arts performance to being a *Centre for the Arts* albeit, without diluting the offer

and probably building towards this ambition progressively rather than attempting to create it in a single phase.

Finally, through the co-location and clustering of activities, the potential for broadening and deepening engagement with the community and harder-to-reach individuals will be amplified – which ultimately, will produce a richer offer and resonate more strongly with Exeter’s arts and culture ecology.

Clearly, the university and college and other partners within the city will be crucial to developing and realising such a proposition. But, through dialogue with the Advisory Group there is definite interest and appetite to explore this and develop a centre that becomes more than just a venue.

5.2 Funding

Large auditoria, with the exception of arenas, are rarely privately financed in the UK since they offer limited (if any) financial return. Instead, they rely on a cocktail of funding with large contributions typically derived from public, lottery and third sector sources (see Appendix 6 for case studies).

The National Lottery has been a mainstay of capital grants for arts centres and performance venues since it was formed in 1996 – being routed through the *Millennium Commission*, *Arts Council*, *Heritage Lottery Fund* and the *Big Lottery*.

Local Authorities are also regular supporters typically linking their contributions to the wider regeneration aims and accessibility to a broader cultural offer for the local population, rather than the artistic merits *per se* but also, crucially, providing the leverage for external grant funding. This contribution often takes the form of an allocation and/or donation of significant land and property assets. It is also important to note that Exeter City Council currently supports a number of entertainment venues across the city, amounting to an annual contribution of around £280k.

For Exeter, and noting the opportunity to cluster education, research and business facilities around a new venue, then the university and college should be potential key partners. It is important to note that no dialogue directly addressing this has been undertaken during the course of this study and therefore, no commitments have been made nor should be assumed. As part of the next steps, this would be a natural area for discussion and exploration with senior representatives of the respective organisations as the concept evolves and the viability assessment progresses.

Fundraising from private donations, trusts and foundations is also very common for new venues and one would expect this to be the case here too – particularly if the remit of the venue is broadened to embrace education, research and business activities.

Although debt finance is unlikely, Local Authorities are increasingly using prudential borrowing for a wider set of applications. There may be justification, for certain aspects of the scheme, where robust long-term income streams can be identified and ring-fenced, that meet prudential borrowing requirements.

Finally, sponsorship and naming rights may provide a key funding resolution either as part of the capital project or in terms of the venue’s operational programming.

A concept study¹⁴ for a replacement venue on the Corn Exchange prepared in 2015 – offering a seated theatre capacity of around 900 – had an estimated capital budget of £28m. The cost for a new, larger venue of the nature will almost certainly cost more than this and could be substantially higher.

Based on research gathered from other completed performance venues¹⁵, a reasonable estimate for this stage of planning for a new entertainment venue (assuming a 1,200-seat capacity and built in a single phase) would be between £40m and £55m (excluding land, site clearance and preparation, preliminaries and external works).

For a new venue in Exeter, like most other examples, it is assumed it will require a mixed funding strategy. To this end, it is important to note the following:

- Arts Council England are currently reviewing their future capital programme (with the last programme having come to an end). This happens routinely and although there is no confirmed future commitment, it is widely expected that a new capital programme will be established. However, it is highly unlikely that ACE would support a new venue development if it were being developed at odds, or in direct competition with, any other ACE-funded facility or organisation within its catchment. This is a crucial issue and further supports the concept for building on Exeter's unique arts ecology, which has at its core, a strong emphasis on the grass-roots and innovative producing arts scene and aiming to be a 'regional centre' with a strong and distinct purpose.
- If a new entertainment venue were to be developed on the site of the existing Corn Exchange then Exeter City Council, as the owner, could offer this as a contribution towards its delivery.
- One needs to be realistic about the scale and timing for a significant public-sector funding commitment towards a new venue and Exeter City Council has affirmed from the outset that a new facility would need to be financially sustainable and not become a burden on the public purse. That said, its business case will be significantly strengthened by linking to the city's regeneration agenda and aiding inwards investment through the positive signals it can communicate to the wider market about Exeter's cultural offer and place-brand.

An important lesson learnt from the last 20 years of investment across the UK's arts and cultural sector is the relative ease with which capital funding can often be secured, compared to the ongoing revenue requirements needed to sustain the longer-term operation and successful programming of a facility. In this regard, discussions around capital funding should never be divorced from the revenue side of the business (which will inevitably require some form of subsidy to be sustained, particularly in the early years as the venue strives to establish itself in the event market). Furthermore, it is accepted that an innovative business model would need to be established that delivers on the mission related objectives while also

¹⁴ Theatre for Exeter Development Group

¹⁵ Spon's Architects' and Builders' Price Book, AECOM

having sufficient scope and capacity to act commercially and with an entrepreneurial flair – characteristics that are clearly evident across Exeter’s arts and cultural economy.

For the existing venues across the city, subsidy is commonplace but comes in various forms (which is not uncommon across the sector and recent research¹⁶ has demonstrated the complex range of interdependencies between public and private finance in British theatres). The Arts Council England National Portfolio grants provide critical revenue streams to support the Exeter Phoenix, Northcott Theatre and Bike Shed Theatre, as do a number of city council grants. Reflecting this, and the experience of Kings Place in London (which has received no public subsidy), the concept of endowing a new facility through commercial property should be considered and is explored in Section 5.3 below.

5.3 Commercial property market

For many cultural venues, the challenge of constantly raising sufficient revenue funding to support the ongoing development of the artistic programme and cover operational costs is a far greater challenge than securing the capital investment required to build the facility in the first place. Those that can, from the outset, secure longer-term revenue streams, are unquestionably more financially secure and benefit from avoiding the challenging hand-to-mouth existence.

Ideally, such organisations are endowed either through an investment fund or commercial property. Kings Place (see Appendix 6 for case study) in London, which received no public funding, is underpinned operationally by the revenues generated by the seven floors of commercial office development built over the basement auditoria and galleries, together with a gifted 99yr lease at a peppercorn rent.

In Exeter, there is a very limited supply of Grade A business space in the city centre and no new space coming forward, with recent developments focusing on the outskirts at the business and science parks, with close links to the motorway and airport. This lack of supply in the city centre is in part, a reflection of the limited demand¹⁷. However, as the Met Office’s relocation has proven, and with the substantial population growth projected, future demand will change. Indeed, Exeter’s prime office rents have reportedly reached record levels at £19.50/sq.ft. Furthermore, improvements to the night-time and cultural offer that a new venue will stimulate, will no doubt positively shift perceptions of the city centre and in doing so, help to encourage new occupiers to locate there.

With working patterns changing nationally (e.g. greater flexibility and mobility), the nature of the office space is also shifting. In a relatively short period of time, the UK market has evolved from there being only a few large serviced office providers (e.g. Regis, MWB) to a multitude of flexible workspace options – and this pattern is not only affecting small businesses but also medium and larger scale organisations. For

¹⁶ <http://www.artscouncil.org.uk/publication/interdependence-public-and-private-finance-british-theatre>

¹⁷ Lambert Smith Hampton Regional Property Report 2016/17 stated: Supply has fallen to 225,000 sq ft, representing an availability rate of 6.9%, the lowest since 2010, with the majority of good quality space located out of town; There is no grade A space available in the city centre; the main opportunities for new development are at St Modwen’s Skypark and Exeter Science Park; Exeter prime rents reached a new record level of £19.50 per sq ft, with out of town rents growing by 11.4% in 2015 on the back of strong demand for space in the business park market.

a city the size of Exeter, where SME's will be critical to the future economy, there may be an opportunity to develop and integrate a unique workspace environment, which brings together arts organisations by linking together the academic, research and business functions. There are examples of this already present in Exeter in various forms and one would not want to upset or compromise these but rather build on their success and ideally nurture their further development and impact.

A property endowment need not be constrained to office assets but could be supported by a range of other commercial property types, depending on the demand in Exeter.

5.4 Meanwhile use / interim measures

The existing venues and cultural offer across the city will provide a vital foundation from which to build upon both in terms of programming as well as audience development. However, the step-change from Exeter's current offer to that demanded by a larger venue will be significant and will take time bed-in and mature – typically years, rather than months. Importantly, event promoters will take a keen interest in the demonstrable ability to sell more tickets in the Exeter market, in order to given them confidence and establish Exeter on the circuit for larger events.

This challenge will be particularly acute if a new venue were to be developed on the site of the existing Corn Exchange, as it would mean a period of at least 12-24 months between the closure of the old venue and the opening of the new one.

To address both of these issues (i.e. accelerating audience development and maintaining programme continuity while a venue is inactive) a meanwhile or temporary venue might be considered as well as the possibility of intensifying activity of other venues.

This could take one of several forms. Either, through a series of events and festivals specifically designed to build the programming capacity and audience interest in advance of the new venue launching or, through the construction of a bespoke temporary venue within the city, which could host a combination of new and displaced content (i.e. from the Corn Exchange). Finding a suitable site may be the biggest challenge but could include 'found spaces', brownfield sites, parks and open spaces across the city.

There are many examples that illustrate the huge advances recently in the design and technical innovation of temporary structures. Three examples, which illustrate the variety of offer include: the 600 capacity temporary opera house set in grounds of Garsington estate in Buckinghamshire; Boxpark in Croydon, with a standing capacity of 2,000, located on a brownfield development site adjacent to the mainline station; and Nussli's temporary concert theatre¹⁸ set up in 2016 in Bern, Switzerland.

¹⁸ <https://www.youtube.com/watch?v=-UoVZ7w6t60>

New Entertainment Venue (Exeter): Needs Assessment

Figure 6. Garsington Opera Pavilion (left), Boxpark (right) and Temporary Concert Hall Bern (bottom)



Appendices

1 List of Consultees

New Entertainment Venue Advisory Group members:

- Cllr Rosie Denham (Chair of Advisory Group), Lead Councillor for Economy and Culture, Exeter City Council
- Dave Lewis, Exeter Corn Exchange (Events, Facilities & Markets Manager)
- Peter Goodwin, Theatre for Exeter (Chair)
- Patrick Cunningham, Exeter Phoenix (Director)
- Mike Carson, Exeter City Council (City Surveyor)
- Paul Jepson, Exeter Northcott Theatre (Artistic & Executive Director)
- Laurence Blyth Exeter Cathedral (Marketing Manager)
- Richard Fletcher, The Two Moors Festival (Trustee)
- Professor Stephen Hodge, Drama Department, University of Exeter
- Martin Thomas, Exeter Cultural Partnership (Culture Director)
- Craig Bulley, Exeter Business Improvement District (CEO)
- Mark Barretto, Exeter Business Improvement District (Manager)
- Nigel Paul, Exeter College (Head of Drama & Performing)

Other consultees:

- Adrian Vinken, Theatre Royal Plymouth (Chief Executive)
- Ceri Johnson, Arts Council England (Exeter)
- Stephen Hetherington, HQ Theatres Trust (Chairman)
- Nikki Sved, Theatre Alibi (Artistic Director)
- Seth Honnor (Artistic Director) and Peter Vanderford (General Manager), Kaleider
- Rachel Wieck, Exeter Music Group (EMG) Symphony Orchestra
- Sam Partridge, Exeter City Council (Senior Estates Surveyor)
- Steve Sitch (Chairman) and Tom Kearnes (Manager), Barnfield Theatre
- David Lockwood, Bike Shed Theatre (Director/CEO)

2 Strategic Context Review

Arts Council England Strategy 2010-2020		
<i>Description</i>	<i>Objectives</i>	<i>Relevant Priorities</i>
A ten-year strategy for the arts and culture sector to thrive and be excellent, striving to engage the public and creating the right conditions for this to be achieved whilst focusing investment where it has the greatest impact	Create the conditions in which great art and culture can be presented and produced, thriving excellence in celebrated in arts, museums and libraries	Encourage collaborative working to unlock the full social and economic potential of arts and culture across England, whilst reflecting the diversity of contemporary England and attracting international acclaim, positioning England as a centre of creative excellence, attracting visitors, promoting national interests, and contributing to the nation's prosperity and sense of identity
	Everyone has the opportunity to experience and to be inspired by the arts, museums and libraries	Continued support for an enhanced range of quality arts which has reached more people through touring and digital distribution. Invest in artists and organisations that ensure their high-quality work, collections, exhibitions and programmes reach as large and diverse an audience as possible
	The arts, museums and libraries are resilient and sustainable environmentally	Encourage cultural organisations to strengthen the role they play in their local community
	The leadership and workforce in the arts museums, and libraries are diverse and appropriately skilled	Make entry routes into employment, and opportunities for people to further their careers, fairer and more accessible to all. Provide young people with opportunities to gain employment and progress in arts and culture. Investing in arts organisations that are committed to the development of artistic talent
	Every child and young person has the opportunity to experience the richness of the arts, museums and libraries, to gain from it either as audiences or as people with a talent to pursue	To support and nourish that talent and ensure that the public understands and values the contribution made to our society by artists of all disciplines. Invest in arts organisations, museums and libraries that focus on creating high-quality arts and cultural learning experiences for, by and with children and young people

New Entertainment Venue (Exeter): Needs Assessment

Exeter and Heart of Devon Shared Economic Strategy 2017-20		
Description	Objectives	Relevant Priorities
A joint agenda across four councils making up the EHOD sub-region. providing a framework to work together to effectively and efficiently improve and develop collective growth ambitions, priorities, and future approach to support economic growth and development in the EHOD area.	Increasing high-quality jobs, attracting and retaining investment, unlocking and enabling development as well as improving productivity skills, qualifications and employability	Exeter recognised as the core city and key regional driver for the EHOD economy
	Lack of physically available and deliverable employment land to accommodate different levels of growth requirement	Exeter described as an area with high quality of life, rich cultural heritage, natural landscape and a variety of urban centres and thriving market towns and small communities
	Focus on inward investment and attracting new, quality jobs, as well as supporting and working with existing businesses to help them grow	Using tourism to promote inward investment and workforce relocation. Ensuring young and skilled labour stay in the region as the 65+ age group is growing as a proportion of the overall population
	The Chancellor has committed to delivering at least £7.2bn of investment in transport in the south west and a step change in digital connectivity (January 2015)	A303, A30 and A358 improvement planned. 90% of premises with access to superfast broadband by Dec 2016, phase 2 of NGA broadband in progress

New Entertainment Venue (Exeter): Needs Assessment

Greater Exeter Strategic Plan 2017-20		
Description	Objectives	Relevant Priorities
The Greater Exeter Strategic Plan will set out strategic policies and proposals for building and land use in the Exeter area up to 2040, in partnership with Devon County	Have a joined-up vision and aspirations for the area	One of the key assets of the area, highly valued by residents is the quality of the natural environment and historic and cultural heritage
	Meet the areas housing needs in the right locations	
	Secure economic growth and increased prosperity	Greater Exeter has a good level of employment, however wages are low compared to national averages. To improve the choice of jobs and the wages people receive, there is a need to maximise on current assets and ensure workforce is appropriately skilled and productive <ul style="list-style-type: none"> • More and better paid jobs • New investment • Building on specialist expertise • Growing existing industries
	Provide transport and infrastructure improvements needed to support sustainable growth	
	Conserve and enhance the area's environment	

Exeter Business Improvement District 2015-20		
Description	Objectives	Relevant Priorities
Sets out how Exeter will continue to prosper until 2020. The activities outlined in the strategy are intended to enhance the City Centre with a more effective approach to management of Retail, Tourism and Cultural activities and events in Exeter	Improving trading conditions for businesses	Encompasses a website with up to date information, networking meetings for sharing good practice.
	Improving the competitiveness of the Local Area	Ensuring Exeter is seen as more than simply a traditional shopping location
	Unlocking essential funding to enhance the marketing, competitiveness, safety, accessibility, maintenance and cleanliness of the City Centre	Working together with Exeter Cultural Partnership and Visit Exeter
	Reducing the operating costs of business in that area	Offering staff discount on bus fares and car parking discount

New Entertainment Venue (Exeter): Needs Assessment

Exeter Cultural Partnership- Collaboration, Culture and Creativity 2017		
Description	Objectives	Relevant Priorities
Identifies the importance of cultural sector in Exeter, builds on collaborative aspect of Exeter Cultural Action plan 2013-15	Developing the visitor economy with National promotion of Exeter's cultural heritage	Exeter's position as the economic engine for Devon will be strengthened by growing the quality of cultural opportunities. Exeter as a creative cluster will continue to grow; it will thrive with added investment, nurturing local talent and attracting external talent
	Nurturing and developing talent	
	Ensuring relevance for people of Exeter and ensuring everyday participation in culture is available to all	
	Better sharing of resources and intelligence to make more of what makes the city attractive as a place in which to live, work and learn	

A City Centre Strategy for Exeter 2013-22		
Description	Objectives	Relevant Priorities
A ten-year strategy for the continued success of the City Centre	A sustainable, resilient and competitive City Centre	Encourage more visitors and maximise their 'dwell time', and ensure that the experience that all City Centre users get is varied and first-class
	A vibrant centre which offers attractions for all	Ensuring that the City Centre has an exciting and diverse cultural brand, becoming a City Centre that has a reputation for exciting and unique events throughout the year and during day and night
	A welcoming and safe evening and night-time environment offering attractions for all	Increase the number of city Centre cafes and restaurants and outside seating, connect the day-time and evening economy to hold more people in the City Centre post 6pm
	A better first impression	Excellent quality, sustainability and accessibility of the built environment
	A clean, well maintained and safe environment	The importance of street maintenance and cleanliness with a focus on partnership working to drive down crime rates

New Entertainment Venue (Exeter): Needs Assessment

Exeter Core Strategy 2012-26		
Description	Objectives	Relevant Priorities
Sets the vision, objectives and strategy for spatial development of the city up to 2026	Mitigate and adapt to climate change	
	Provide decent homes for all	Requirement of 12,000 new houses by 2026
	Develop the potential for economic and commercial development	Providing easy access to jobs and community facilities within the urban extensions to the east and south-west. Maintaining a vital and viable mix of uses in the City Centre and delivering development to enhance Exeter's position as a premier retail and cultural destination, enhancing Exeter's regional and sub-regional status and sphere of influence. Demand for more retail development to meet the needs of a growing population and maintain Exeter's competitive position
	Achieve a step change in use of sustainable transport	
	Provide and enhance retail, cultural and tourist facilities	
	Provision of facilities to meet diverse community needs	The need for upgrading of cultural facilities to keep pace with scale and nature of demand. Impact of a growing population on the city's heritage, emphasising the importance of Exeter's heritage and the key role it plays in the economy and prosperity of the city.
	Promote development that contributes to a healthy population	
	Protect and enhance the city's character	
	Achieve excellence in design	Continue to enhance the Quay and Canal area as a centre for tourism and recreation.
	Provide infrastructure to deliver high quality development	

New Entertainment Venue (Exeter): Needs Assessment

Exeter Visitor Strategy 2012-16		
Description	Objectives	Relevant Priorities
Strategy to further develop the visitor economy in order to create and safe guard employment, with an intent to increase employment and visitor expenditure by minimum 5% by 2016	Encourage and support market led investment in the visitor economy in Exeter; encompassing retail, food & drink, the arts, visitor attractions, accommodation and transport	The night-time economy in Exeter is important in drawing people to visit and stay in the city overnight. Economy encompasses restaurants, theatres, cinemas, bars, clubs and other cultural venues; all of which play a role in the Exeter night time economy, heavily supported by the University population
	Develop the visitor experience within Exeter to make the most of existing assets, individually and jointly and so that the sector provides year-round jobs and contributes to a vibrant economy	Produce and implement sector development plans, specific to tourism and food & drink, to support the development and creation of businesses and jobs. Ensure that there is strong support for the tourism and food & drink sector within the Heart of the South West Local Enterprise Partnership for the EHOD area
	Raise skill levels of the existing visitor workforce and prepare those with the potential for entering employment in the sector	
	Develop more effective and targeted visitor marketing of Exeter locally, regionally, nationally and internationally	Promote Exeter through the use of social networking, viral marketing, smartphone apps and new technologies, whilst providing timely accurate and efficient information on Exeter for visitors, online and through other media sources. Develop and implement a plan for the coordinated promotion of cultural and visitor attractions and venues (including the Museum) to attract more visitors and exploit their income earning potential
	Build on work already undertaken to further develop the Heart of Devon Tourism Partnership, to secure additional funding, implement additional marketing of the area and broaden its business development activities	Work with the organisers of large scale events in the Heart of Devon (such as the Food & Drink, County Show, Folk and other Festivals) in the promotion of the event locally, regionally and nationally

New Entertainment Venue (Exeter): Needs Assessment

Place Marketing Strategy Exeter Economy 2012-16		
<i>Description</i>	<i>Objectives</i>	<i>Relevant Priorities</i>
To establish and reinforce Exeter's reputation as the regional capital and principal economy south west of Bristol for attracting investment, successful businesses and skilled workers	Secure commercial and public sector investment to reinforce Exeter's position as one of the main "power houses" of the South West economy	There is currently no readily identifiable iconic or internationally known buildings, products or services. There is a need for the promotion of visible and hidden brands in Exeter
	Reinforce the area's reputation for having a leading combination of retail, heritage and cultural experiences in an outstanding environment	
	Attract new employers and particularly more knowledge-based businesses and entrepreneurs into the city's economy	Sectors which contribute to Exeter's regional capital reputation and grow Exeter's economy are; Professional, Scientific and Technology sectors, retail sector and the public sector
	Attract and retain skilled workers and graduates	Attraction of additional skilled workers and increase of retention of graduates

New Entertainment Venue (Exeter): Needs Assessment

Exeter Cultural Action Plan 2013-15		
<i>Description</i>	<i>Objectives</i>	<i>Relevant Priorities</i>
A live working document which outlines the strategic actions and activities intended to improve the cultural sector in Exeter	To develop a vibrant cultural economy - Exeter as a cultural destination	Development of internal networking events to enable different parts of the cultural sector to join up more effectively
	To develop cultural opportunities and experiences	Develop and support more opportunities for cultural programmes connected to the well-being agenda such as ageing, dementia, homelessness and social exclusion
	To enable wide and diverse engagement with the cultural sector	To develop a better and more qualified pool of volunteers interested in cultural events. This will help support larger scale events generated by small organisations with limited infrastructures. It will also provide a central place to access volunteers.
	To build a stronger, more confident cultural sector	Develop a structured programme for progression routes for young people and cultural workers within the city that includes internships, mentoring, apprenticeships, master classes and discussion forums. Key partners include University of Exeter (UoE) and Exeter College

3 Market Demand Analysis

This section includes a review of the market demand, covering:

- The **resident population** within 90 minute drive time¹⁹ of Exeter City Centre. For this, we have reviewed the volume, demographics and relevant cultural and leisure propensities.
- The **domestic tourist market** (i.e. overnight visitors) – although this is relatively brief given the limited impact this should have on a new entertainment venue.

3.1 Resident Market

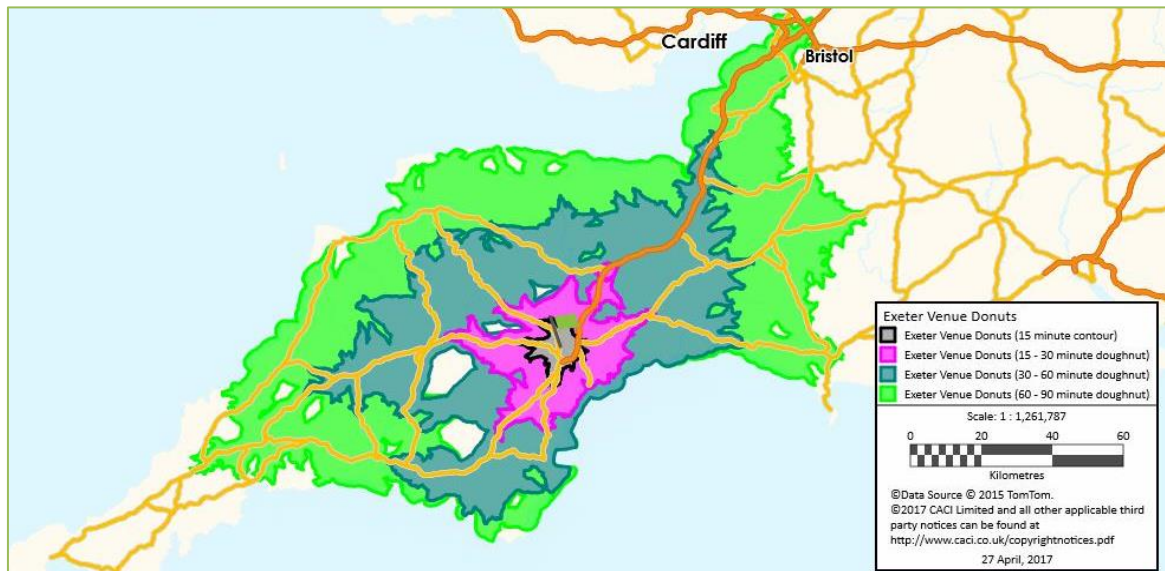
For the purpose of our study, we have disaggregated the resident market into four separate catchment areas, which have been categorised according to varying ‘drive-times’ from Exeter city centre (note: the drive time metric is used to define a specific area. It does not signify the primary mode of transport used by residents or exclude other modes of transport, i.e. public transport):

1. **‘Immediate’ area** (i.e. Exeter and its immediate surrounding hinterland) – within a 15-minute drive-time from the proposed location of the new Entertainment Venue
2. **‘Local’ area** (reaching Teignmouth, Newton Abbot, Moretonhampstead, Coppleston, Tiverton, Honiton, Exmouth) – within a 15-30-minute drive-time
3. **‘Regional’ area** (reaching Torbay, Salcombe, Plymouth, Launceston, Greater Torrington, Winsford, Burnham-on-Sea, Bridport) – within a 30-60-minute drive-time
4. **‘Greater Regional’ area** (reaching St Austell, White Cross, Wadebridge, Bristol, Wincanton, Weymouth) – within a 60-90-minute drive-time

The overall resident market, as defined by all residents within the ‘Greater Regional’ market (i.e. 90-minute drive-time), is illustrated in Figure 7 below.

¹⁹ Drive time has been used as a means of defining a catchment of residents for a given a set of parameters. This is not intended to promote car-born travel nor exclude other forms of transport. It is worth noting that a direct train journey from Exeter to Bristol or Exeter to Plymouth is approximately 60minutes (excluding travel time getting to/from the stations at either end).

Figure 7: Resident Catchment Area within a 90-minute Drive-time from Exeter Entertainment Venue



Using the estimated resident population figures for all four catchment areas, the resident market totals approximately 2.2 million people (see Figure 8). However, this is skewed by two highly-populated centres lying on the fringe of the 'Greater Regional' area; Bristol (part) and Plymouth. While this demand analysis examines the propensity of the population to consume relevant cultural, leisure and entertainment activities, these larger metropolitan centres already possess several larger entertainment venues that will serve and attract their own surrounding resident audiences. In the supply-side analysis (see Section 4) the existing and future stock of entertainment venues in these areas is considered and will help to inform whether there is an under- or over-supply of venues in relation to demand.

Figure 8: Resident Population

Area	Drive-time	Population
Immediate	0-15min	119,802
Local	15-30min	219,738
Regional	30-60min	851,111
Greater Regional	60-90min	1,023,021
Total		2,213,672

The remainder of this section summarises the demographic, cultural and socio-economic profile for each resident catchment area, with a focus on the following key metrics:

- **Age profile.** The age profile of the resident market is particularly significant in the context of demand for an entertainment venue and types of programming. Firstly, different age brackets are attracted to different types of events (e.g. music concerts vs exhibitions). Secondly, specific types of age brackets, particularly those not working full-time, tend to spend more time on leisure, cultural and entertainment activities.

- **Social grading.** The social grading of residents identifies the relative level of affluence and wealth, which again has implications for the demand to consume cultural, leisure and entertainment activities. Generally speaking, more affluent residents will have higher levels of disposable income and will be more willing to invest and spend in relevant activities. In contrast, less affluent residents will have greater price sensitivity and this will influence the type of events and frequency of attendance.
- **Cultural visits.** The propensity of residents to engage in a 'cultural visit' is another useful guide for the general interest levels for a variety of cultural activities (e.g. museums, art galleries / exhibitions, theatre, cinema). As such, it will help to identify potential consumer demand for an entertainment venue.

All statistical information outlined below (in Sections 3.1.1, 3.1.2, 3.1.3) is based on the 2011 census.

3.1.1 Demographic Analysis (i.e. age profile – ONS)

The demographic analysis reveals that the population within the 'immediate' catchment area is generally younger than both the Great Britain (GB) average, as well as the other resident markets further out from Exeter. This is evident in Figure 9, which compares the age profile of the resident population segments against the average (index = 100)²⁰. According to the graph, the number of immediate residents aged between 18 and 29 years is considerably above the GB average, which is attributed in part to the large student population in Exeter.

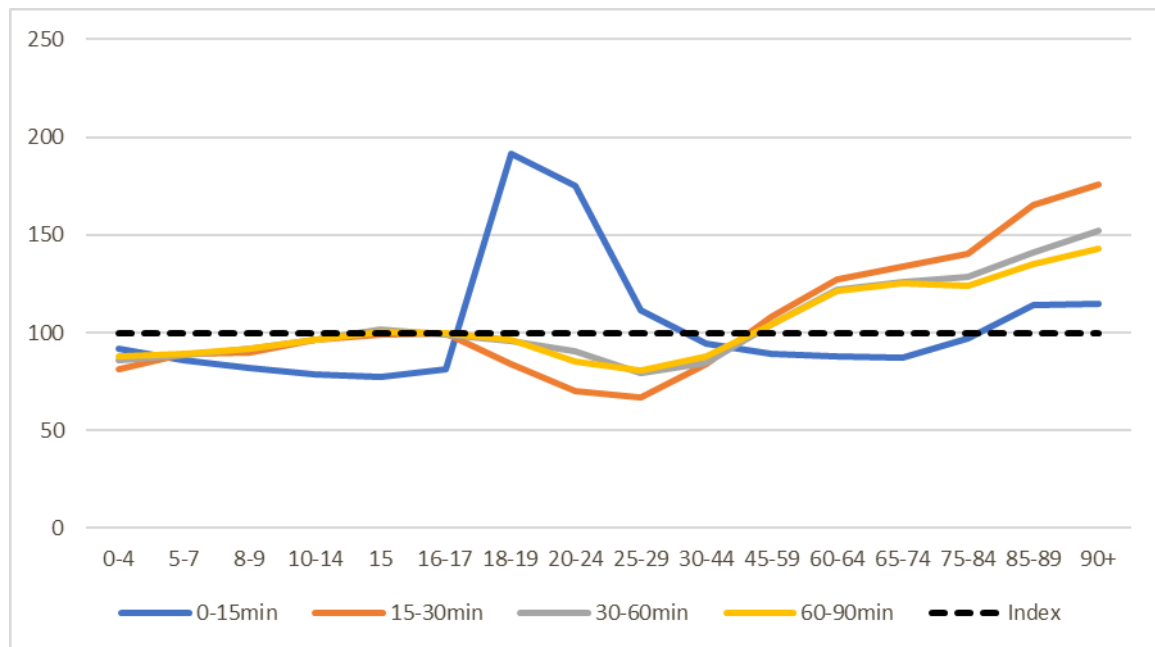
In contrast, 'local', 'regional' and 'greater regional' residents all have an older age profile than the GB average. In particular, there are fewer people than the national average in the 18-44 years age bracket, but much more significantly, far greater numbers of people than the GB average age in the 60+ years age range. The lower than average 18-44 year old demographic, those most likely to have young families, may have some influence on programming.

As a result, the resident market in general is dominated by two age brackets (18-29yrs and 60+yrs) that, as research suggests, tend to spend more time on leisure, cultural and entertainment activities (over and above the national average). Therefore, the propensity to engage with an entertainment venue should be relatively high when compared to the GB average.

However, the key differences in the market will lie with the types of programming being offered, as each age bracket will be attracted to different activities. The types (and range) of programming being offered to these different markets is examined in greater detail in the supply analysis in Section 4 below.

²⁰ The index of 100 resembles the Great Britain base. Therefore, all values above 100 reflect data that is higher than the base while values below 100 reflects data that is lower than the base.

Figure 9: Population Age Profile, variance above / below the GB average



For the sake of a complete demographic analysis, we also assessed the ethnic profile of each resident catchment area. Our analysis shows that all drive-time segments are *less* ethnically diverse than the UK average (and predominantly white). In addition, the ‘immediate’ area is generally *more* ethnically diverse compared to the local, regional and greater regional markets, which again is assumed to reflect the large student population and its ‘urban’ setting.

3.1.2 Socio-economic Analysis (i.e. social grading – ONS)

As mentioned above, understanding the socio-economic profile of residents is another important factor for predicting likely market demand, as it helps identify the levels of disposable income and willingness of residents to invest in leisure, cultural and entertainment activities.

Figure 1. ACORN social grade descriptions

Social Grade	Description	% HRP* population (UK)
AB	Higher & intermediate managerial, administrative, professional occupations	22.17
C1	Supervisory, clerical & junior managerial, administrative, professional occupations	30.84
C2	Skilled manual occupations	20.94
DE	Semi-skilled & unskilled manual occupations, Unemployed and lowest grade occupations	26.05

*Household Reference Persons (HRP) aged 16 to 64

The analysis of social gradings (see Figure 10) for each drive-time provides a broad assessment of the population at a high-level. It does not consider the finer detail of the population that make up each social grade, and therefore, does not illustrate some of the specific demographic and socio-economic nuances. As such, while these findings provide an indication of the socio-economic status of the population, we should not draw in-depth conclusions from this. More definitive, specific conclusions can be reached through analysis in Section 3.1.4, which examines the population in greater detail.

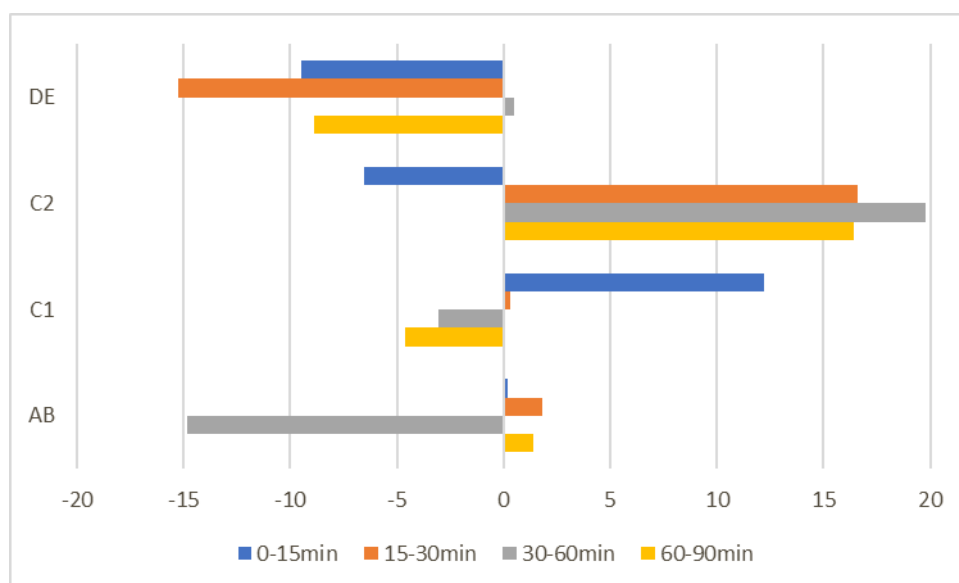
The table below demonstrates that the immediate market (i.e. 15 minute drive-time) is broadly in line with the national average in terms of affluence and the 'AB' category. However, this catchment area has a higher proportion of residents within the 'C1' category, and a below average proportion of residents within the 'C2' and 'DE' categories.

The results for the other catchment areas are also mixed, with no definitive trends regarding the level of affluence. For example:

- **15-30 minute drive-time.** The population is broadly in line with the national average for the more affluent categories – 'AB' and 'C1' – however, a lower proportion of residents are within the 'DE' category.
- **30-60 minute drive-time.** A significantly lower proportion of residents are within the 'AB' category, while a significantly higher proportion of residents are within the 'C2' category, indicating lower levels of prosperity. However, this is tempered by the fact the proportion of residents within 'DE' are in line with the national average.
- **60-90 minute drive-time.** While residents are broadly in line with the national average for the 'AB' and 'C1' categories, a lower proportion of residents are within the 'DE' category.

As a result, a certain degree of caution must be exercised when making generalised statements about the socio-economic profile of the resident catchment areas.

Figure 10: Social Grade, variance above / below the GB average



Note: The GB average is equivalent to a value of '0' on the x-axis. Therefore, all values above '0' equal higher than average, while all values below '0' equal lower than average.

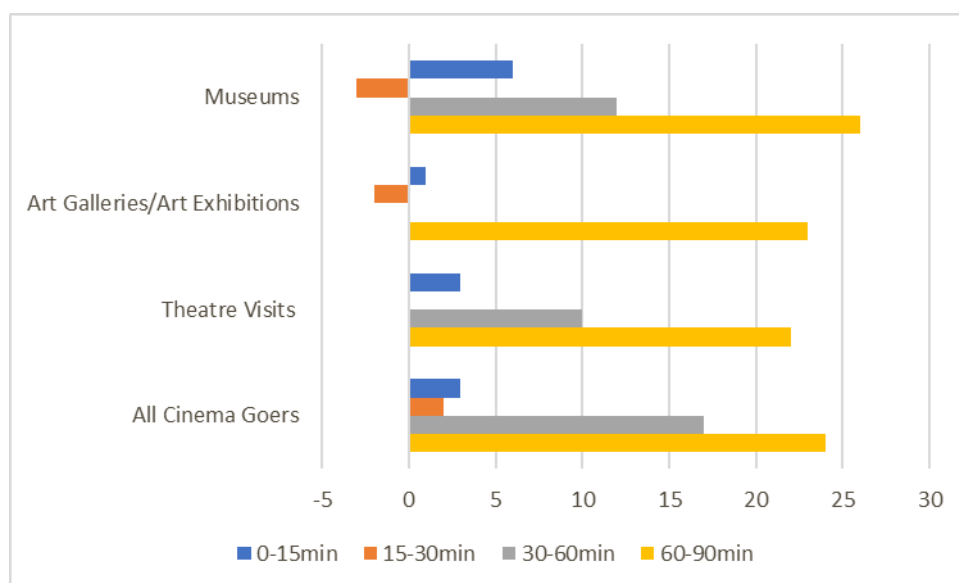
3.1.3 Propensity of Cultural 'Visits' (ACORN)

The third critical metric examined is the propensity of residents to engage in a 'cultural visit', which is a reference to various types of entertainment and leisure activities. In this section, we analysed the four most popular UK cultural activities – museums, art galleries / exhibitions, theatre visits, cinema – for each drive-time (see Figure 11).

As mentioned above, this analysis provides a useful guide for the general interest levels towards a variety of cultural activities, which helps identify the existing (and potential) demand for an entertainment venue.

According to the graph, the propensity to engage in a cultural activity tends to *increase* as the drive-time increases further away from Exeter. This indicates that there is a high degree of potential demand in the 'regional' and 'greater regional' areas, as the number of cultural visits in these areas is significantly higher than the average. However, this picture is likely to be distorted by the presence of more highly-concentrated population centres in these areas (e.g. Plymouth, Bristol), which results in increased participation due to a more intensive programming schedule and a higher volume and range of cultural / entertainment venues.

Figure 11: Cultural Visits, variance above / below the GB average, ACORN



Note: The GB average is equivalent to a value of '0' on the x-axis. Therefore, all values above '0' represent the given percent above the GB average, while all values below '0' represent the given percent below the average.

3.1.4 Acorn Classification (CACI)

To get a more comprehensive understanding of the resident market, including key behaviours and statistics, each drive-time area has also been assessed using Acorn data (developed by CACI Limited).

Acorn is a segmentation tool (distinct from Census) that categorises the population (including households, postcodes and neighbourhoods) into demographic types. The benefit of Acorn data is that it provides an insight into significant social factors and population behaviour, which allows a better understanding of consumers and the people that may engage with a new entertainment venue and its programme.

Note: the ONS and CACI data cannot be directly compared as they are derived from distinct data sources.

Acorn Categories

This section categorises the population within each drive-time area according to different Acorn demographic categories, each of which is defined in the table below:

Figure 12: Description of ACORN Categories

CATEGORY	DESCRIPTION
1. AFFLUENT ACHIEVERS	These are some of the most financially successful people in the UK. They live in wealthy, high status rural, semi-rural and suburban areas of the country. Middle aged or older people, the 'baby-boomer' generation, predominate with many empty nesters and wealthy retired. Some neighbourhoods contain large numbers of well-off families with school age children, particularly the more suburban locations.
2. RISING PROSPERITY	These are generally younger, well educated, and mostly prosperous people living in our major towns and cities. Most are singles or couples, some yet to start a family, others with younger children. Often these are highly educated younger professionals moving up the career ladder.
3. COMFORTABLE COMMUNITIES	This category contains much of middle-of-the-road Britain, whether in the suburbs, smaller towns or the countryside. All lifestages are represented in this category. Many areas have mostly stable families and empty nesters, especially in suburban or semi-rural locations. There are also comfortably off pensioners, living in retirement areas around the coast or in the countryside and sometimes younger couples just starting out on their lives together.
4. FINANCIALLY STRETCHED	This category contains a mix of traditional areas of Britain. Housing is often terraced or semi-detached, a mix of lower value owner occupied housing and homes rented from the council or housing associations, including social housing developments specifically for the elderly. This category also includes student term-time areas. There tends to be fewer traditional married couples than usual and more single parents, single, separated and divorced people than average.
5. URBAN ADVERSITY	This category contains the most deprived areas of large and small towns and cities across the UK. Household incomes are low, nearly always below the national average. The level of people having difficulties with debt or having been refused credit approaches double the national average. The numbers claiming Jobseeker's Allowance and other benefits is well above the national average.
6. NOT PRIVATE HOUSEHOLDS	These are postcodes where the bulk of the residents are not living in private households

Of particular importance to this study, in terms of measuring potential demand for an entertainment venue, are the **Affluent Achievers** and the **Rising Prosperity** categories. According to the Acorn classifications, *Affluent Achievers* are generally healthy, wealthy and confident consumers of cultural, leisure and entertainment activities, while the *Rising Prosperity* category is comprised of younger, well-educated and mostly prosperous people likely to go to the theatre, cinema and generally engage in the culture and nightlife of a given town or city.

In addition, the **Comfortable Communities** category also demonstrates some importance to the study, as this refers to middle-class and 'stable' residents who also appreciate music and film activities in their leisure time.

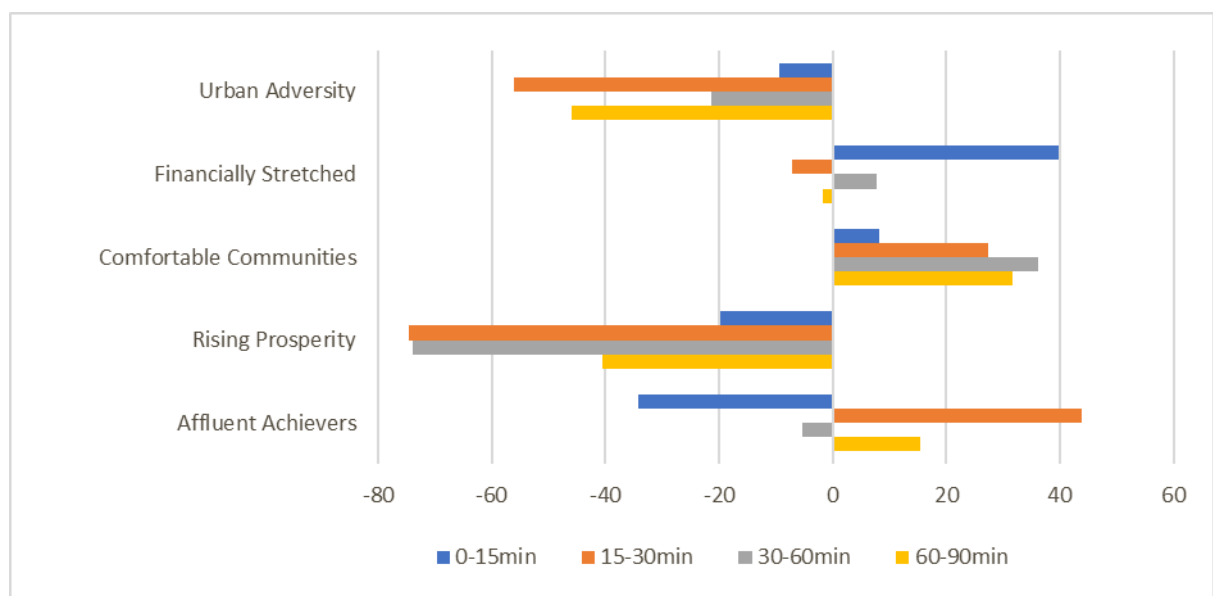
Figure 13 illustrates the proportion of the population in each Acorn category for each drive-time area compared to the GB base. According to this chart, the immediate catchment area (0-15 minute drive-time) is under-represented in both *Affluent Achievers* and *Rising Prosperity*, which could have an adverse impact on the consumer demand for activities offered by a new entertainment venue. This is exacerbated by the above average proportion of *Financially Stretched* residents – again, assumed to be partly driven by the large student population – who typically have less disposable income to invest in culture, leisure and entertainment activities and can be less engaged, depending on the nature of the offer.

New Entertainment Venue (Exeter): Needs Assessment

In addition, as drive-time increases away from Exeter, particularly the local catchment area, there is a higher proportion of *Affluent Achievers* compared to the GB average. As such, potential demand for entertainment venue activities and programmes are likely to increase further out.

However, these results are slightly mixed, as demonstrated by the above average proportions of *Comfortable Communities* across all drive-times, which indicates a higher propensity to consume music and film-related activities.

Figure 13: Acorn Population Profile, by Category



Note: This excludes the 'not private households' category, as it is not statistically significant. The GB average is equivalent to a value of '0' on the x-axis. Therefore, values above '0' represent the given percent above the GB average, while all values below '0' represent the given percent below the average.

Acorn Groups

In addition, Figure 14 below provides a more targeted analysis of the concentration of different Acorn *groups* within each category. This enables a clearer, more comprehensive and more accurate picture of the population demographics for each drive-time area.

Figure 14: Acorn Population Profile, Indexed by Group (n.b. the darker the shading, the greater the concentration)

CATEGORY	GROUP	0-15min	15-30min	30-60min	60-90min
1. AFFLUENT ACHIEVERS	1.A Lavish Lifestyles	7	11	9	42
	1.B Executive Wealth	53	113	65	95
	1.C Mature Money	91	205	147	154
2. RISING PROSPERITY	2.D City Sophisticates	39	2	4	49
	2.E Career Climbers	103	39	38	65
3. COMFORTABLE COMMUNITIES	3.F Countryside Communities	36	219	244	284
	3.G Successful Suburbs	76	169	103	115
	3.H Steady Neighbourhoods	100	45	86	52
	3.I Comfortable Seniors	140	174	161	137
	3.J Starting Out	256	74	121	101
4. FINANCIALLY STRETCHED	4.K Student Life	589	6	100	62
	4.L Modest Means	81	115	124	103
	4.M Striving Families	87	108	105	106
	4.N Poorer Pensioners	69	80	88	98
5. URBAN ADVERSITY	5.O Young Hardship	82	96	134	82
	5.P Struggling Estates	55	22	49	31
	5.Q Difficult Circumstances	159	21	65	60

Note: This excludes the 'not private households' category, as it is not statistically significant. The GB average is equivalent to a value of '100'. Therefore, values above '100' are higher than the GB average, while all values below '100' are lower than the GB average.

From this analysis, focusing only on groups with an index greater than 200 (i.e. more than double the national average), the following insight is drawn:

- The immediate area (0-15 minute drive-time) is characterised by lower levels of affluence, demonstrated by the high concentrations of *Student Life* and *Starting Out* groups and relatively low concentrations of groups within *Affluent Achievers* or *Rising Prosperity*.
- As drive-time increases further away from Exeter, the population appears to possess greater levels of wealth and prosperity, driven by increases in the concentration of *Mature Money* and *Countryside Communities* groups.

This supports the analysis outlined above in Figure 13, whereby residents proximate to Exeter city centre can generally be characterised by a lower propensity to engage in activities provided by an entertainment venue; in contrast, residents further out from Exeter appear to possess a greater propensity to engage in such activities, demonstrated by their tendency to invest more time and resources in leisure-related entertainment activities.

Acorn Types

We have also identified the relevant Acorn population *types* that help inform the potential demand for an entertainment venue. This enables an even clearer, more comprehensive and more accurate picture of the population demographics for each area to assess the propensity to consume relevant leisure, culture and entertainment activities.

Figure 15 below details five Acorn types that are of interest to this study – and also statistically significant in terms of population size – while a description of each type is outlined in Figure 16.

According to this analysis, again focusing only on types with an index greater than 200, similar conclusions can be reached, notably:

- The more affluent and culturally aware types that typify higher levels of potential demand – *Retired and empty nesters* and *Upmarket downsizers* – appear in greater concentrations further out from Exeter, particularly within a 15-30 minute drive-time.
- There are a higher proportion of *Educated families in terraces* in the immediate area, which are characterised by lower levels of wealth yet also have some interest in undertaking relevant leisure activities.

Figure 15: Acorn Population Profile, Relevant Types (n.b. the darker the shading, the greater the concentration)

CATEGORY	GROUP	TYPE	0-15min	15-30min	30-60min	60-90min
AFFLUENT ACHIEVERS	Mature Money	Retired and empty nesters	72	335	249	262
		Upmarket downsizers	120	262	205	187
RISING PROSPERITY	Career Climbers	First time buyers in small, modern	152	34	31	65
COMFORTABLE COMMUNITIES	Comfortable Seniors	Older people, neat and tidy	136	155	152	132
	Starting Out	Educated families in terraces	446	42	151	89

Note: We have only included population types that are 'statistically significant' (e.g. comprise at least 1% of total population within a catchment area)

The GB average is equivalent to a value of '100'. Therefore, values above '100' are higher than the GB average, while all values below '100' are lower than the GB average.

Figure 16: Description of Acorn Categories

TYPE	DESCRIPTION
Retired and empty nesters	These streets are typically dominated by older people, with the majority of the population usually aged over 55. Approaching half of the households might be retired, mostly supported by private pensions. It is more usual that, prior to retirement, many will have had senior managerial or professional occupations. Those still in work might have incomes a good deal higher than the average while the retired might have a pension income below the average UK worker. Leisure time might involve gardening, wildlife, or arts and crafts.
Upmarket downsizers	A significant number of these small flats are owned by pensioners with younger professionals and managers usually owning the rest of the housing. These upmarket flats are valued above the national average house price. Prior to retirement the pensioners were often professionals and managers, many achieving good educational qualifications in an era when fewer people went to university. Some typical interests of these people might be wine, antiques, cultural events, walking and photography.
First time buyers in small, modern homes	Singles and couples in their twenties and thirties are typical of these areas. They will own or rent the small flats that form the majority of the housing. Many of these people have professional or white-collar careers and their incomes are above average. Since this demographic type belongs to the <i>Rising Prosperity</i> category, they like to eat out in restaurants, go to the theatre and cinema and make the most of the culture and nightlife of the big city.
Older people, neat and tidy neighbourhoods	Many of these people have, or had before their retirement, white-collar, skilled or semi-skilled jobs. Incomes are generally average, or lower, although a few households may be earning more. In addition to significant savings accounts these older people tend to have a range of investments, ISAs, shares, unit trusts, National Savings. As a result outgoings can be less than average and spending power may be higher than suggested by the average incomes. More usual leisure interests might include gardening, wildlife, travel, arts and crafts.
Educated families in terraces, young children	These are younger couples generally at earlier stages of their careers. Some have started a family and these streets tend to have young rather than school age children. Household incomes may be above the average. Occupations tend to be white-collar, junior managerial or professional. They are moderately frequent users of the internet, although some might prefer active lifestyles with evening social and leisure activities. In addition to arranging financial services more common purchases include cinema and theatre tickets, music and films.

3.1.5 'Audience Agency' insight

The Audience Agency collects and provides data which tracks existing and potential audiences for arts, entertainment and cultural activities. There are several different methods of analysis used, based on available data such as TGI Leisure (Target Group Index), Mosaic 6 profiles, Experian and BMRB (British Market Research Bureau).

Further to this, a number of different research methods are used, such as; the Audience Finder Survey and the Audience Finder Box Office Data.

Taken together, these offer a useful and reliably audited picture of the potential for attendance and participation for any given area.

An extra analysis has been commissioned as part of this study, providing data on the following four catchment areas, with the 'Local' area and 'Greater Regional' area as defined in Section 2.1.

5. **'Local' area** (reaching Teignmouth, Newton Abbot, Moretonhampstead, Coppleston, Tiverton, Honiton, Exmouth) – within a 30-minute drive-time
6. **'Greater Regional' area** (reaching St Austell, White Cross, Wadebridge, Bristol, Wincanton, Weymouth) – within a 90-minute drive-time
7. **South West** (reaching Gloucester, Swindon, Salisbury, Bournemouth, Poole)

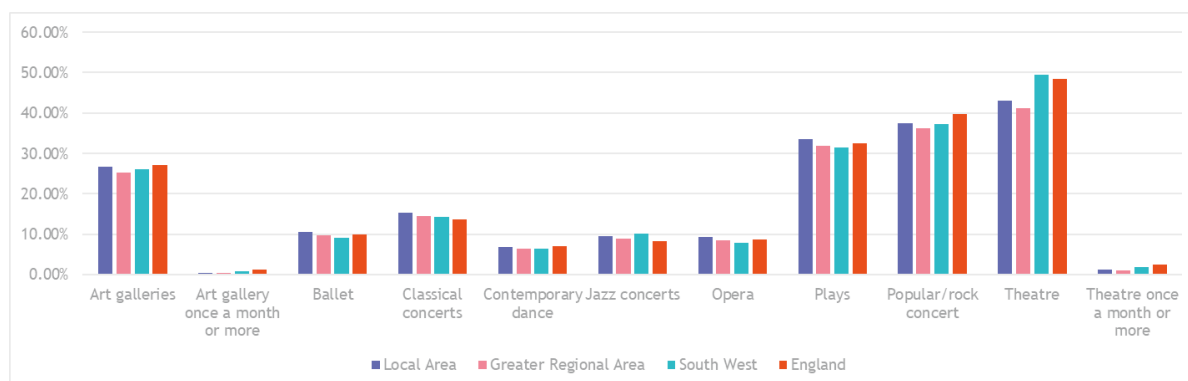
8. England (used as a reference for the National Average)

It is important to note that whilst the ACORN data used in Section 2 used drivetime doughnuts to separate the catchment areas, the Audience Agency uses drivetime circles, which means the data for each catchment area is included in the broader catchment area, e.g. 'Greater Regional' area encompasses data for the 'Local area' and the 'South West' encompasses data for the 'Greater Regional area and the 'Local area' but ensures there are no double counts of data.

As expected, in absolute terms there is a significantly higher count for each category discussed below as the geographical area expands. Areas are therefore assessed on a percentage level in order to draw insightful comparisons and discussions below. The data and insight is based on adults over the age of 15 and attendances for the past 12 months.

Figure 17 shows the recorded arts attendances for the four catchment areas. Theatre is the most attended art form in all four areas, followed by Popular/rock concert, Plays and Art Galleries. However, the percentage of people who attend theatre once a month or more is relatively low. Audiences in the Local Area attended more Ballet, Classical Concerts, Contemporary Dance, Jazz and Plays when comparing with the other three catchment areas.

Figure 17: Arts Attendance



Audience Spectrum Analysis

The Audience Spectrum Analysis indicates the types of attenders and participants of arts and cultural events.

The three largest groups for all four catchments are Dormitory Dependables, Trips & Treats and Home & Heritage. Detailed descriptions of these categories can be seen in Figure 19. Interestingly, the Local Area catchment contains a population which is highly engaged and interested in arts and cultural activity when compared to the other three catchment areas. Figure 18 shows there is a higher percentage of people in the Local Area who fall in the Commuterland Culturebuff, Experience Seekers and Dormitory Dependable categories in comparison to the Greater Regional, South West and England. Furthermore, there is a higher proportion of Metroculturals in the Local area (0.54%) than the Greater area (0.13%) – although the actual size of this population is small in comparison to others.

Figure 18: Audience Spectrum Analysis



Figure 19: Audience Spectrum Segment Description

Audience Spectrum segment	Engagement Rank	Brief Profile description and interests
Metroculturals	1	Highly active socially and passionate about arts and culture. They are confident and knowledgeable in their preferences, diverse in age and background but united by their high-levels of education, well-paid jobs, liberal outlook and active lifestyles
Commuterland Culturebuffs	2	Affluent and professional consumers of culture, with broad tastes but a leaning towards heritage and more classical or traditional offerings. Often mature families or retirees they tend to be frequent attenders, willing to travel and pay for premium experiences.
Experience Seekers	3	Highly active, diverse, social and ambitious, engaging with arts on a regular basis. This is made of students, recent graduates and those in the early to mid-stages of their career who tend to live close to city centres. They are mostly in search of new things to do and have disposable income to spend on a variety of leisure activities
Dormitory Dependables	4	Suburban and small towns interest in heritage activities and mainstream arts. Many are thriving, well off mature couples or busy older families. Their life-stage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family or social outing than an integral part of their lifestyle
Trips & Treats	5	Mainstream arts and popular culture influenced by children, family and friends. While this group may not view arts and culture as a passion, they are reasonably culturally active, despite being particularly busy with a wide range of leisure interests
Home & Heritage	6	Rural areas and small town, day-time activities and historical events. This is made up of a more mature group that is generally conservative in their tastes.
Up Our Street	7	Modest in habits and means, popular arts, entertainment and museums. Many are older and have some health issues.
Facebook Families	8	Younger suburban and semi-urban, enjoy live music, eating out and pantomime and often go out as a family.

Audience Spectrum segment	Engagement Rank	Brief Profile description and interests
Kaleidoscope Creativity	9	Mixed age, living circumstances, resources and cultural backgrounds. They have low level engagement but do attend free local events, outdoor arts and festivals
Heydays	10	Older, less engaged in arts and cultural activity. If they do engage it is likely to be in crafts, knitting, painting organized by their sheltered housing, church group or community library
Unclassified	11	Those which did not fall into any of the above categories or did not disclose information to allow them to be categorized.

Audience Engagement Indicators

The Audience Agency provides recommended ways of engaging with these likely groups of attenders, including programme preferences, environment, pricing structures and advertising response. The following indications for the top six groups who are most engaged with arts and culture may be useful to inform current planning for the new entertainment venue in Exeter.

How to engage	Programme Preferences	Environment
Metroculturals (0.54% of Local Area)	The most open-minded of all segments, Metroculturals are the best prospects for any kind of experimental work. With wide and informed tastes they are obvious targets for more obscure or niche cultural offerings. However, as people with highly developed critical faculties they can be demanding. It is important to acknowledge their very wide ranging tastes, from early music to digital art. They appreciate that their refined interests are known and that these are recognised and inform communications directly to them. Those in the group that are avid cultural consumers are likely to wield a good deal of influence on their peer networks. Their engagement with, and good opinion of, an event or exhibition in its early stages could be crucial to its long-term success in terms of audience engagement. They are the small group of “innovators” in the cultural market place that help to drive the tastes of early adopters and the early majority.	Environment is important to all audiences and participants, but it may be the least important to Metroculturals amongst all the segments. For them, the art is the thing, indoors, outdoors, all weather – they will follow their interests. Nevertheless, this group have large amounts of disposable income and propensity to give resources to the cultural sector, e.g. they respond very well to appeals to spend money in the non-profit, high-quality cafes and shops of cultural institutions.
Commuterland Culturebuffs (13.23% of Local Area)	Programme offerings such as plays, musicals, opera, ballet and classical music are core artistic choices. Guarantees of quality are important so classic or traditional productions and established performers and companies are popular. The endorsement of well-known and respected artists or experts will be well received. They are also open to artforms such as contemporary dance and jazz, literary events, video/electronic arts and crafts, but these are generally not as well attended as more traditional artforms.	There is a strong social motivation behind their arts attending, so the opportunity to share food and drink in pleasant café/restaurant surroundings at the events themselves will be a benefit. High quality facilities and customer service would be important features to promote. Families tend to be older, but there are significant numbers for whom it would be worth foregrounding any Family Friendly features.

New Entertainment Venue (Exeter): Needs Assessment

How to engage	Programme Preferences	Environment
Experience Seekers (10.79% of Local Area)	Open to most things, their cultural engagement will cross genres and artforms, indoors or out, familiar or alternative, contemporary or historical. Loyal only to the idea of going out and engaging with new things, their social networks (on and offline) will drive their choices, as well as some spontaneous or more random decisions. For example, unusual combinations may grab their attention – roof top cinema, late night openings, site-specific, music in the grounds of heritage sites, specific street festivals. If there's an element of cultural specificity, taking part or immersion, this may form a larger part of the attraction. They are unlikely to want to miss out on the latest 'blockbuster' whether at a theatre, cinema, museum, gallery or must-see heritage site, but are less likely to be seen at pantomimes, or other family-orientated activities. They will make a bee-line for live music, exhibitions, plays/drama and musicals.	For this group the whole experience should be considered – food, drink, ambience, service, facilities. Site-specific work in unusual venues, experiential or immersive offers from outdoor to pop-up may all engage if they offer new experiences and opportunities to socialise. This group above all are looking for vibrant atmospheres to enjoy experiences with their friends and colleagues.
Dormitory Dependables (17.51% of Local Area)	Live music is a chief interest of Dormitory Dependables, with an emphasis on the popular or mainstream. They attend rock and pop events more than any other group, with classical or choral music less popular than average. As their preference for the popular suggests, pantomime, musicals, live dance events and street arts are also relatively sought after. A large number also attend plays and drama, but are not likely to do so more than once or twice a year. There are a large proportion of families with children; so family friendly programme choices form an important part of the mix.	As reasons for attending the arts tend to revolve around finding opportunities to relax, socialise and be entertained – often by way of a special treat – the surroundings need to be mindful of providing suitable facilities and ambience to fulfil this need.
Trips & Treats (22.35% of Local Area)	Programme offerings such as plays, musicals, opera, ballet and classical music are core artistic choices. Guarantees of quality are important so classic or traditional productions and established performers and companies are popular. The endorsement of well-known and respected artists or experts will be well received. They are also open to art forms such as contemporary dance and jazz, literary events, video/electronic arts and crafts, but these are generally not as well attended as more traditional art forms	There is a strong social motivation behind their arts attending, so the opportunity to share food and drink in pleasant café/restaurant surroundings at the events themselves will be a benefit. High quality facilities and customer service would be important features to promote.
Home & Heritage (17.39% of Local Area)	Annual events such as pantomime, carnival or circus and street arts will engage them, alongside branded shows, live bands or blockbuster exhibitions. At a local level it may be possible to support them with a more 'risky' or unexpected offer, but this will involve a certain amount of handholding – which may be effective through an initially participative route	At the younger end the environment needs to be family friendly, at the older end the environment would need space and opportunities for socialising – whether in a bar, restaurant, foyer or outside area

3.2 Tourist Market

In addition to the resident population, a new entertainment venue could capitalise on tourist visits to Exeter and Devon more generally. However, given the scale of tourism and its seasonality in particular, the resident market will always be of greater significance to its long-term success. For instance, Exeter has a local population of 219,738 and had on average 2.05 million domestic tourists visiting between 2013 and 2015. There were, however, only 103,000 overseas tourists visiting between 2013 and 2015. Moreover, tourists are less likely to casually attend events unless it is central to their visit. Set out below are the recent figures reported by Visit Britain for domestic and inbound (overseas) tourism.

3.2.1 Domestic tourism

Figure 20 below categorises overnight domestic tourists, in terms of volume and value, according to the main purpose of travel: Holiday, Visiting Friends or Relatives (VFR) or Business. Overall, looking at the 3-year average (from 2013-2015), an average total of 460,000 annual trips were made to the area, resulting in around 1.6 million nights stayed and total spend of £64 million.

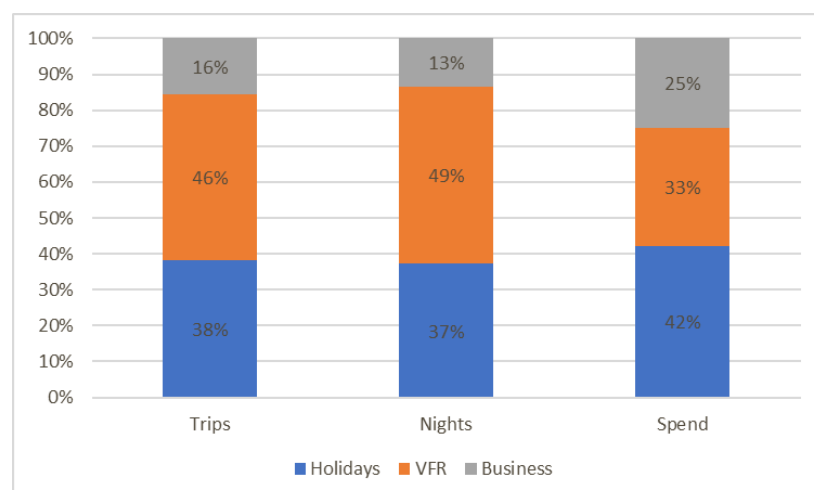
Figure 20: Volume and Value of Domestic Trips, Exeter (3-year Average, 2013-2015)

Location (millions)	All Tourism			Holidays			VFR			Business		
	Trips	Nights	Spend	Trips	Nights	Spend	Trips	Nights	Spend	Trips	Nights	Spend
Exeter	0.46	1.59	£64	0.18	0.59	£27	0.21	0.79	£21	0.07	0.21	£16
Percentage of all tourism	100%	100%	100%	38%	37%	42%	46%	49%	33%	16%	13%	25%

Source: Great Britain Tourism Survey 2015

The distribution of domestic tourists to Exeter – illustrated in Figure 21 – shows that the majority of overnight trips were for VFR purposes (46%), with around 38% visiting for a holiday and 16% travelling on business. VFR tourists account for the largest number of nights (49%) but holidays account for the largest proportion of spend (42%). Worth noting is that for VFR tourism, their hosts can often be the most influential decision maker in terms of things they do when visiting.

Figure 21: Distribution of Domestic Tourist Market, Exeter (3-year Average, 2013-2015)



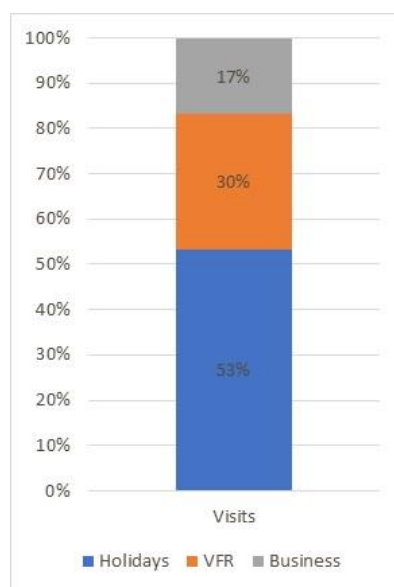
Source: Great Britain Tourism Survey 2015

3.2.2 Inbound (overseas) tourism

For inbound (overseas) tourism, an average annual total of 103,000 visits were made to Exeter between 2013 and 2015. In 2015, inbound visits posted a year-on-year increase of 31% to 120,000. Broadly speaking therefore, overseas tourism accounts for around 20% of all tourism (including domestic trips) to Exeter.

Of the inbound tourism, holidays accounted for the greatest proportion (53%), followed by VFR (30%) and finally business (17%).

Figure 22: Distribution of Inbound (overseas) Tourist Visits, Exeter (3-year Average, 2013-2015)



4 Market Supply Analysis

This section is both in response to the council's brief and has the purpose of providing market context for the study. Furthermore, it ensures that any decisions are informed by the objective appraisal based on data and an understanding of the current market supply.

In this section, we have reviewed the following supply-side aspects of the market:

- A summary of changes made to the Arts Council England National Portfolio 2018-22
- A review of existing venues operating in the South West (broadly aligning with the 90-minute drive-time catchment within the demand analysis)
- A note on those entertainment venues within the South West proposing to expand or renovate their facilities
- A summary of multi-site Theatre operators and the venues operated by them in the South West
- A review of broadcasting theatres and their links to facilities in the South West
- A brief analysis of 1000+ capacity theatre venues from across the UK
- Comparator insight and best practice gleaned from a selection of venues

4.1 Arts Council England: National Portfolio 2018-22

ACE's *National Portfolio* for 2018-22 was announced on 27 June 2018 with the following points of interest being noted for Exeter:

- No change to annual funding for the five NPOs in Exeter (totalling £677k pa)
- No change to Plymouth Theatre Royal (£1.19m/annum)
- A total of ninety-five NPOs in the South West (up two on the previous portfolio) with:
 - 26% annual funding increase from £17.9m to £22.5m (excluding museums and libraries)
 - 23 organisations have dropped out; 25 organisations have entered the portfolio; 7 NPOs have received grant increases (4 being theatre); funding for 63 NPOs remains unchanged.

4.2 Venues in the South West (c.90-minute drive-time)

Below we have analysed a broad range of entertainment venues operating in the South West deemed to be 'comparable' to a new entertainment venue in Exeter either in terms of size or the nature of programme i.e. either 1,000+ capacity and/or includes relevant artistic or cultural programming.

Broadly speaking, these correspond to the 90-minute drive-time distance from Exeter as applied to demand-side analysis above. However, it includes a number of exceptions, such as Poole Lighthouse and Bournemouth International Centre, as these are significant entertainment venues and lay on the cusp of the 90-minute boundary.

Below are some initial observations derived from the analysis.

New Entertainment Venue (Exeter): Needs Assessment

- Of the sixty-six venues analysed, 25% of venues have a capacity of 1,000+ indoor theatre-style seating, four of which are within 45 miles of Exeter. The closest, Westpoint Arena (on the outskirts of Exeter) was built in 2009, has an indoor seating capacity for 6,000 people and is used for concerts, exhibitions and national shows (although it is noted that for the majority of its programme it would not be directly comparable to a new entertainment venue being considered). In addition, Westpoint offers free on-site parking for 1.5 hours, has a café and is hired out for conferences, meetings and weddings.
- Music events were the most popular type of events being hosted at fifty-four venues. This was followed by plays (35 venues), comedy (33 venues), dance (33 venues), musicals (24 venues), pantomime (22 venues), film (20 venues) and exhibitions (14 venues). Forty-three venues (65%) were also regularly used for other purposes such as community events, spoken word, talks and other special interest events e.g. cocktail classes.
- Forty-one venues have been renovated since the year 2000 (two of which were either newly built or repurposed after 2000). In addition, eleven venues are either in the process of, or have plans to redevelop or renovate their venue. These are noted in Section 4.3 below.
- 90% venues have at least one *Food and Beverage* facility available on site, with approximately three quarters of the venues having at least a *Bar* on site.
- Almost a quarter of the venues have an *Art Gallery* exhibiting work of local artists with an additional two venues displaying on-screen exhibitions of art from around the world.
- One third of venues have a *Cinema or Screening Facilities* showing the latest blockbuster movies, old classics or live relayed theatre performances broadcast by operators such as the National Theatre Live and the Royal Shakespeare Company.
- All venues have been made accessible to wheelchair users with some venues also catering to people in need of audio assistance.
- The North Devon's Theatres' Trust which operates the Queens Theatre Barnstaple and Landmark Ilfracombe entered administration in 2017. Following their closure, they have recently re-opened under the management of Parkwood Leisure (on a short-term arrangement). The community and council are understood to be exploring solutions for their longer-term operation. While the venues and their facilities have been included in the table they have been excluded from the figures reported above.
- An interesting observation from a capital funding perspective is that a few of the Theatres offer the opportunity to 'Sponsor a Seat', allowing anyone to pay a fee to have a named plaque on a seat in the auditorium for a range of between £150 and £250. The plaque typically carries the name or initials of the person for a minimum of 5 years or for the lifetime of the seat.

New Entertainment Venue (Exeter): Needs Assessment

Figure 23. Venues in the South West (c.90-minute drive-time)

Venue	Type	Year Established	Distance from Exeter (Miles)	Main Auditorium / space Theatre Style Seated Capacity	Play	Musical	Music Event	Stand-up Comedy	Cinema/ Broadcasts	Dance	Exhibition	Pantomime	Other	Art Gallery	On-Site Parking	Venue Hire	Café	Bar	Bistro	Restaurant	Renovated after 2000	Renovation Plans
IN EXETER																						
The Great Hall University of Exeter	Concert Hall		-	1,435																		
Riverside Leisure Centre	Leisure Centre		-	1,200																		
Exeter Cathedral	Cathedral	1340	-	1,000																		
Sandy Park	Conf / Banq centre		-	800																		
Corn Exchange Exeter	Multipurpose		-	500																		
St Peter's School	School		-	500																	1	
Exeter Northcott Theatre	Theatre	1967	-	460																		
Exeter Barnfield Theatre	Theatre	1972	-	288																		
Exeter Phoenix	Multipurpose	1911	-	270																		
The Cavern	Live Music Venue	1991	-	**220																		
America Hall, Exeter	Community Centre	1952	-	200																		
Cygnat Theatre	Theatre	1980	-	100																		
The Bike Shed Theatre	Theatre	2010	-	50																	1	
Royal Albert Memorial Museum	Museum	2011*	-																		1	
Lemon Grove University of Exeter	Music/Events		-																			
BEYOND EXETER																						
Westpoint Arena	Events venue	2009	6	6,000																		
BIC - Windsor Hall, Bournemouth	Events venue	1984	84	4,012																		
Colston Hall, Bristol	Events venue	1951	81	2,075																		
Bristol Hippodrome	Theatre	1912	81	1,951																		
BIC - Purbeck Hall, Bournemouth	Events venue	1984	84	1,700																		
O2 Academy, Bristol	Events venue	2001	81	**1,600																	1	
The Lighthouse - Concert Hall, Poole	Arts centre	1978	79	1,500																		
Princess Theatre Torquay	Theatre	1961	23	1,491																		
Bournemouth Pavilion	Theatre	1920	84	1,458																		
Plymouth Theatre Royal - The Lyric	Theatre	1982	45	1,320																		
BIC - Solent Hall, Bournemouth	Events venue	1984	84	1,300																		
BIC - Tregonwell Hall, Bournemouth	Events venue	1984	84	1,100																		
Pavilion Theatre, Weymouth	Theatre	1958	67	988																		
Hall for Cornwall	Events venue	1997	87	969																		
Octagon Theatre, Yeovil	Theatre	1988	51	850																		
Queens Barnstaple	Theatre	1993	45	700																		
The Lighthouse - Theatre, Poole	Arts centre	1978	79	669																		
Babbacombe Theatre, Torquay	Theatre	1939	23	600																		
Exmouth Pavilion	Theatre		13	550																		
Bridport Electric Palace	Arts Centre	1926	45	500																		
Landmark, Ilfracombe	Theatre	1998	58	480																		
Bristol Old Vic	Theatre	1766	81	450																		
Langstone Cliff Hotel, Dawlish	Hotel and Conf	1946	13	400																		
Axminster Guildhall	Guildhall	1931	32	400																		
The Brewhouse, Taunton	Events venue	1977	33	350																		
Plymouth Athenaeum	Theatre	1812	45	340																		
Devonport Playhouse, Plymouth	Theatre	1987	46	321																		
Tiverton Community Arts Centre & High School	Arts Centre	2012	16	311																		
Honiton Beehive	Arts centre	2015	22	300																	1	
Dorchester Arts Centre	Arts Centre		61	300																		
The Exchange, Dorset	Arts Centre	2005	71	300																		
Manor Pavilion Theatre, Sidmouth	Arts Centre		16	277																		
Newton Abbot Racecourse	Conf Centre		17	250																		
Dame Hannahs at Seale Hayne, Newton Abbot	Conf and Music	2010	17	250																	1	
Seaton Gateway	Theatre	2011	24	250										2							1	
The Bay Theatre Weymouth College	Theatre		66	250																		
Exeter Racecourse	Conference Centre		8	250																		
Plough Arts Centre, Torrington	Arts Centre	1974	44	240																		
Marine Theatre, Lyme Regis	Theatre	1930	38	220																		
Pavilions Teignmouth	Arts centre	2016	15	218										2							1	
The House at Plymouth University	Theatre	2014	44	214																		
Bridport Arts Centre	Arts Centre	1973	44	194																		
Alexandra Cinema, Newton Abbot	Cinema	1871	17	186																		
Tiverton New Hall	Town Hall	1970s	15	182																		
Plymouth Theatre Royal - The Drum	Theatre	1982	48	175																		
Shaftesbury Theatre, Dawlish	Theatre	1959	13	141																		
Barbican Theatre, Plymouth	Theatre	1980	45	140																		
Powderham Castle, Kenton	Castle	1600s	8	120																		
Teignmouth Players	Theatre	1984	15	50																		
Plymouth Theatre Royal - The Lab	Theatre	2013	49	50																	1	
Escot Park – Beautiful Days, Ottery St Mary	Outdoor festival	2003	13																		1	

Notes:

* The Royal Albert Memorial Museum was originally built in 1868 but converted to a museum in 2011, and is now also used as a venue

** Standing only venue

1 denotes venues which were built or re-purposed after the year 2000

2 denotes venues which offer on-screen exhibitions of art from around the world

"Conf" stands for Conference, "Banq" stands for Banqueting

4.3 Proposed Venue Expansions and Renovations

Several venues in the South West are either in the process of or have plans to be renovated and/or expanded, some as a result of successful grant applications. This section provides an understanding of how the supply of venues is evolving to maintain, service or grow this market. The following excerpts have been taken from their respective websites and latest news pages and are organised based on their proximity to Exeter city centre.

Exeter Barnfield Theatre (0 Miles, 286 seating capacity)

The building is owned by Exeter City Council and leased to Barnfield Theatre Limited who run the theatre. In January 2007, it received £200,000 to refurbish its interior. The front of house main foyer was lightly updated in 2015. An ambition to expand the facility up to 1,000 seats have been proposed.

Boat Shed Theatre – Exeter 2020 (0 Miles from Exeter, 250 people seating capacity)

Exeter Canal and Quay Trust granted a two-year exclusivity deal to the Bike Shed Theatre to raise funds to create a lively arts hub, which will open seven days a week from 8.30am to midnight at Maclaines Warehouse along the canal basin opposite Haven Banks Outdoor Education Centre. The plans propose to turn the derelict warehouses at Exeter Quay into a £4m creative space, which will include a new theatre (250 capacity), live music hall, cafe/bar, bakery and indoor market.

To turn the project into reality, an estimated £3m of grant funding is being sought. The Heritage Lottery Fund and European Regional Development Fund are targeted.

The plans include adding a sloping glass-based extension facing Bar Venezia, which will be the cafe/bar and replicates what the oldest warehouse looked like when it was built. The second floor will house a 250-seat theatre with balcony and a moveable, non-raised stage, as well as a large space for music and comedy, and a co-working space for creative companies such as artists, graphic designers and jewellery makers.

The top floor will be a dedicated rehearsal space open to professionals, amateurs and students. To make the best of its location, booths and private balconies facing the water will be available for hire.

The ambition is to launch the venue by 2020.

£25,000 has been crowdfunded to support a pop-up venue on the site during the summer of 2017.

Sandy Park (0 Miles, 400 seating capacity)

Home to Exeter Chiefs Rugby Club, plans were approved to increase the ground capacity to hold up to 20,600. A redevelopment was undertaken and completed in 2014 with a spend of £10 million which increased the grounds capacity to 12,500. Plans are now in train for further expansion and development, proposing additional event, conference and banqueting capacity with a target completion in 2018.

Exeter Cathedral School – Kalendar Hall (0 Miles from Exeter, 200 Capacity)

Kalendar Hall is the home of Music and Drama departments for Exeter Cathedral school. Most school drama productions are performed in the main hall of this building. In addition to the schools' usage, the main hall is used by various community groups for dance, fitness and music.

The proposal, approved in January 2014 (but which has since lapsed), is for the 1950s hall to be demolished and rebuilt with a 200 seat theatre for school performances and public theatre productions, an office for school staff and 8 music practice rooms for pupils. The hall will have bleacher seating so that it can be closed to form studio teaching space. There would also be two retail units on the ground floor facing on to South Street.

The building will consist of four floors:

- 1) Lower Ground Floor – two retail units
- 2) Ground Floor – main theatre space, staff room with technician's office/box office, a small changing room with shower
- 3) First Floor – upper level of theatre which has a lighting and sound control room. The area can be separated with an acoustic partition to provide a lecture space
- 4) Second Floor – main teaching classroom, 8 music practice rooms, office for music staff

The site constraints dictate that the theatre must have a main elevation facing South Street. In order to maintain the 'black box' a solid front panel has been designed. This helps to deal with the noise from South Street entering the theatre space, as well as providing thermal mass.

The design includes a wall consisting of a series of overlapping glass boxes. The panel is configured from an apparently random array of boxes that break up the elevation. During the day, the facade appears as a series of white polycarbonate boxes of differing sizes and thicknesses which adds interest to the facade. At night, the facade takes on a different persona, with coloured lights behind the boxes illuminating the facade with a continually changing wash of colour. The lighting system can be linked to what is going on inside the theatre. The arrangement of boxes has been generated from a specific piece of music - the school song. Any piece of music can be used for the front facade and each piece would yield different results. The school song has been used to further increase the building's link to the site, which has been used for musical purposes for many centuries.

Shaftesbury Theatre, Dawlish (13 Miles, 141 seating capacity)

Redevelopment took place to provide wheelchair access in the Theatre. Phase I was undertaken between 1995-2005 and Phase II between 2007-2009 with a total of £200,000 spent. Funding came from grant applications to Lottery Heritage fund, £30,000 from the town council and £15,000 from Ugbrook Environmental. Phase III was completed in 2016 and extended the fly tower 10m above the roof, adding new dressing rooms and offices with a £5 million spend.

Junction 27 of the M5, near Tiverton Services (17 miles)

£200m redevelopment proposed (planning application 2017 end). Plans for a surf lagoon and lifestyle outlet village to include major retail development and a 'Gateway to Devon' attraction that might also offer a new venue with a theatre.

Seaton Gateway, Seaton (24 Miles, 250 seating capacity)

The management team have recently applied for funding and if successful are hopeful to complete a full refurbishment programme including expansion ambitions.

The Brewhouse, Taunton (33 Miles, 350 seating capacity)

In 2005, Arts Council England announced that it would cut regular funding to The Brewhouse from 2006, following a drop in artistic output. In 2009, ongoing under-funding, combined with the impact of the recession and a subsequent threat of cuts meant the venue was once again in danger of closure.

With support from its stakeholders, The Brewhouse overcame these immediate funding concerns and in March 2010 it was announced that the organisation had been awarded £487,500 from Arts Council England's Sustain fund to allow it to continue to programme arts and participatory activities during the economic downturn. After entering administration in 2013 it re-opened a year later in 2014.

A feasibility study by ArtsService recommends the current site be expanded to create a 600 to 750 seat auditorium, a larger gallery space and arthouse cinema with improved bar and catering provision as part of a new 'Coal Orchard' – Taunton's cultural quarter. In 2015 The Brewhouse launched Lights-Camera-Action crowd-funding campaign to raise money to install a new cinema at The Brewhouse.

Hardy Theatre - Dorchester Maltings (60 Miles, 450 seating capacity)

The Dorchester Arts and Maltings Arts, a charitable body are proposing a £8.75 million plan to repurpose an old brewery building. The creation of their new plans has been supported by the Dorchester Town Council, West Dorset District Council and the Duchy of Cornwall.

The proposals for the centre include the 450 seat "Hardy Theatre" with a flexible main auditorium, a 130-capacity studio and a cafe-bar, as well as offices and backstage facilities. It will house a Mash Tun studio, Dorset visual arts gallery, arts and crafts studios, Dorchester dance and ballet club, studio bar and arts book shop. It is hoped to be used for amateur and professional national touring repertory theatres, music, dance and comedy, schools use, public and private sector conferencing.

For instance, the Dorchester Youth Theatre (DYT) are regular users of the Corn Exchange but welcome the opportunity to perform in a purpose-built venue. The corn exchange doesn't provide sufficient storage space for set and props and doesn't have a backstage area – limiting the types of production that can be put on. In the past Dorchester Youth Theatre have worked with a professional touring company, Angel Exit, and have also performed at Poole Lighthouse, Theatre Royal Plymouth and were in the final ten companies selected from hundreds across the UK, to perform at the National Theatre in London as part of its Connections Festival in 2013.

The plans incorporate commercial activities to provide an income stream for the venue and make it largely self-sufficient, including a large open-air screen (cinema) on the square.

The project and aims to be completed by 2020.

Bristol Old Vic (81 Miles, 450 seating capacity)

The Bristol Old Vic was rebuilt in 1970-72.

In 2009 a plan was developed to raise £25,000,000 to fully refurbish the theatre; the first phase of works (£19m) of rebuilding the Georgian auditorium was completed in 2012 to award-winning acclaim. This included increasing seating capacity and providing up to ten flexible performance spaces.

Besides the main Theatre Royal auditorium, the complex includes the Studio theatre and the Side Stage, Paint Shop, rehearsal room and Basement performance areas. A fundraising campaign for the planned refurbishment was assisted by appearances from, among others, Richard Briers, Stephanie Cole, Judi Dench, Prunella Scales, Patrick Stewart and Timothy West. £5.3 million was provided by the Arts Council. Tom Morris has cited as inspiration the Théâtre des Bouffes du Nord in Paris. The main auditorium gained an optional thrust stage, and an increase in seating to 540. The Side Stage area was redeveloped, with additional capacity of 250, creating the option of a separate second auditorium.

Plans are being developed to complete the 2009 proposals.

Colston Hall (81 Miles, 2,075 seating capacity)

£45 million renovation starting 2018-2020. The transformation will form Phase Two of Bristol's biggest ever redevelopment programme in the arts sector. The first stage involved the construction of the £20 million foyer space, which opened in 2009. Phase Two is planned to start in 2018 – the Hall's 150th anniversary – and be completed by 2020.

In September 2014, Colston Hall launched the 'Thank You for the Music appeal', which set a target to raise £45m to transform the hall into an international standard concert facility and a National Centre for Entertainment, Education and Enterprise across the arts – music, comedy, theatre, dance and the visual arts. So far, over £30m has been raised, including £10m from Bristol City Council, £5m from HM Treasury, £10m from Arts Council England (the largest single capital award made by ACE in the South West), and most recently in November 2016, £4.75m from the Heritage Lottery Fund.

As part of the redevelopment, the Trust is also aiming to set new standards for music accessibility, creating the UK's first National Centre for Advanced Training for young musicians with special educational needs and disabilities (SEND). A third venue will be built in the cellars, alongside world-class education spaces for young people. The entire venue will also be made fully accessible for audiences, performers and staff. Plans for the transformation of Colston Hall can be viewed online and a public consultation survey was open until Friday 24 February 2017.

O2 Academy Bristol (81 Miles, 2,000 seating capacity)

Partial demolition of the former Bristol Entertainment Centre with redevelopment above the O2 Academy (to be retained) to provide 442 student bedrooms, internal courtyard, extension at the ground floor to accommodate a cafe, change of use of the existing car park to leisure use, external alterations to the existing O2 Academy and improvements to the adjoining public footpath (including landscaping).

Hall for Cornwall (87 Miles, 969 seating capacity)

The Hall for Cornwall has plans to increase capacity to 1,262 with a spend of £19.8 million. The ambition is that the project will mean the venue is the choice for producers and practitioners who wish to showcase excellent work in Cornwall and the South West.

It received £5 million from Arts Council England in 2016. It is expected that work will not get underway until mid to late 2017, with construction anticipated to take 18 months.

The Hall for Cornwall (HfC) intends to redesign the auditorium with the addition of 250 seats and build a new entrance, cafes and bars. The venue has been breaking even financially and needs to expand to sustain itself over the longer-term. An increase in size from 965 seats to 1,262 seats could increase annual audiences from 180,000 to 200,000 and annual profits by about £450,000, according to a report prepared by Cornwall Council, which owns the Grade II* building. The report states HfC has 'essentially been running a break-even, subsidised business model' and needs to increase annual profits by at least £400,000 'to be resilient and competitive with venues in Bristol and Plymouth'.

Cornwall Council said HfC employs 90 staff and generates more than £16m per annum for the Cornish economy. The redevelopment is planned to start in late 2017 and the venue would be closed for up to 15 months for construction work. Hall for Cornwall must raise £18.3 million to complete the project, which it is hoped will be funded through a combination of public and private sources. It is thought that the theatre will also change its name as part of the process.

£2million was awarded from central government in March 2016 and planning permission has also now been secured, following an extensive public consultation earlier this year.

In August, initial support was granted from the Heritage Lottery Fund (HLF) for the Revealing City Hall: One Building. The HLF project is a significant part of the proposed redevelopment which, alongside a new theatre auditorium and an ERDF funded QuayWorks creative business hub, will aim to conserve and reinvigorate the Grade II City Hall site, unveiling its 350-year history through an activity programme that will reveal previously untold stories of the building, the surrounding Truro area, its people and communities.

5 UK Theatres & Operators

5.1 UK Theatre / Arts Centres (+1,000 seats)

Presented below are the auditoria of principally ‘presenting theatres’ with a capacity of over 1,000 seats across the UK. Note, these have been ordered alphabetically by region. This is provided as it was part of the scope of works and it offers a simple method of comparing Exeter with other national locations.

Figure 24: Auditoria of Principally Presenting Theatres with a Capacity of over 1,000 Seats, UK

Venue	Operator	City	County	Region	Capacity (Seated)	Population within 30km (approx. 30mins travel-time)
Derngate Theatre	Northampton Theatres Trust Ltd	Northampton	Northamptonshire	East Midlands	1,200	913,531
Theatre Royal Nottingham	Nottingham City Council	Nottingham	Nottinghamshire	East Midlands	1,186	1,667,350
Norwich Theatre Royal	Norwich Theatre Royal	Norwich	Norfolk	East of England	1,308	568,505
New Wimbledon Theatre	Ambassadors Theatre Group	London	Greater London	Greater London	1,670	8,273,472
Sunderland Empire	Ambassadors Theatre Group	Sunderland	Tyne and Wear	North East	2,000	1,623,382
Manchester Opera House	Ambassadors Theatre Group	Manchester	Greater Manchester	North West	1,920	3,305,797
Manchester Palace Theatre	Ambassadors Theatre Group	Manchester	Greater Manchester	North West	1,955	3,305,797
Liverpool Empire	Ambassadors Theatre Group	Liverpool	Merseyside	North West	2,350	2,132,962
Grand Opera House Belfast	Grand Opera House Belfast	Belfast	Belfast	Northern Ireland	1,063	873,589
His Majesty's Theatre	His Majesty's Theatre	Aberdeen	Aberdeen	Scotland	1,470	315,551
King's Theatre	Festival City Theatres Trust	Edinburgh	Edinburgh	Scotland	1,350	1,005,971
Festival Theatre Edinburgh	Festival City Theatres Trust	Edinburgh	Edinburgh	Scotland	1,915	1,005,971
Edinburgh Playhouse	Ambassadors Theatre Group	Edinburgh	Edinburgh	Scotland	3,059	1,005,971
Glasgow Theatre Royal	Ambassadors Theatre Group	Glasgow	Glasgow	Scotland	1,541	1,704,375
Glasgow King's Theatre	Ambassadors Theatre Group	Glasgow	Glasgow	Scotland	1,785	1,704,375
Aylesbury Waterside Theatre	Ambassadors Theatre Group	Aylesbury	Buckinghamshire	South East	1,200	1,252,350
Milton Keynes Theatre	Ambassadors Theatre Group	Milton Keynes	Buckinghamshire	South East	1,400	1,205,024
Mayflower Theatre	Mayflower Theatre	Southampton	Hampshire	South East	2,300	1,247,257
Main House Marlowe	Marlowe Theatre	Canterbury	Kent	South East	1,200	641,322

New Entertainment Venue (Exeter): Needs Assessment

Venue	Operator	City	County	Region	Capacity (Seated)	Population within 30km (approx. 30mins travel-time)
Oxford New Theatre	Ambassadors Theatre Group	Oxford	Oxfordshire	South East	1,800	688,187
New Victoria Theatre Woking	Ambassadors Theatre Group	Woking	Surrey	South East	1,300	2,997,282
Bristol Hippodrome	Ambassadors Theatre Group	Bristol	Bristol	South West	1,951	1,221,013
Theatre Royal Plymouth	Theatre Royal Plymouth	Plymouth	Devon	South West	1,320	380,031
Princess Theatre Torquay	Ambassadors Theatre Group	Torquay	Devon	South West	1,491	450,919
Venue Cymru	Venue Cymru	Llandudno	Clwyd	Wales	1,450	85,857
New Theatre Cardiff	St. David's Hall & New Theatre Cardiff	Cardiff	South Glamorgan	Wales	1,144	1,300,213
Donald Gordon Theatre	Wales Millennium Centre	Cardiff	South Glamorgan	Wales	1,900	1,297,685
Theatre Royal Newcastle	Theatre Royal Newcastle	Newcastle	Staffordshire	West Midlands	1,294	1,545,800
Stoke Regent Theatre	Ambassadors Theatre Group	Stoke-on-Trent	Staffordshire	West Midlands	1,600	942,256
Birmingham New Alexandra	Ambassadors Theatre Group	Birmingham	West Midlands	West Midlands	1,347	3,335,831
Main House Birmingham Hippodrome	Birmingham Hippodrome	Birmingham	West Midlands	West Midlands	1,850	3,335,831
Wolverhampton Grand Theatre	Wolverhampton Grand Theatre	Wolverhampton	West Midlands	West Midlands	1,200	2,722,231
Hull New Theatre	Hull New Theatre	Hull	East Riding of Yorkshire	Yorkshire and the Humber	1,159	662,303
Lyceum	Sheffield Theatres Trust Ltd	Sheffield	South Yorkshire	Yorkshire and the Humber	1,068	1,796,831
Main House (Alhambra)	Bradford Theatres	Bradford	West Yorkshire	Yorkshire and the Humber	1,456	2,202,558
Leeds Grand Theatre & Opera House Ltd	Leeds Grand Theatre & Opera House Ltd	Leeds	West Yorkshire	Yorkshire and the Humber	1,550	2,074,803

Source: UK Theatre venue ticket sales benchmarking analysis, UK Theatre, November 2015

5.2 National (UK) Theatre Operators

Theatres across the UK are operated by a range of different organisations – some directly managed by the public sector, many by charitable trusts and some by the private sector. The majority are independently managed, with an increasing number of those publicly owned being transferred and operated by third parties.

A brief summary is presented below of three notable theatre operators trading in the UK, each of which has multiple venues within their portfolio as well as venues within the south west (as listed). This background information provides some insights into how the theatre economy functions and possible barriers to entry. We are not recommending the operations of any venue is outsourced or that partners are found, though of course this may be considered as part of future appraisals.

5.2.1 BH Live

- Leisure and event operator and social enterprise based in Bournemouth
- Total income in 2015/16 of £27.4m of which £7.8m was generated through BH Enterprises trading activities
- Portfolio includes venues across Dorset, Hampshire, Oxfordshire, Kent and London
- Business includes its own ticketing platform: bhlivetickets
- Originated from its operation of the Bournemouth International Centre (BIC), home to four events halls, and the Bournemouth Pavilion – primarily for theatre
- Staged 113 shows at the Bournemouth International Centre and 310 at the Bournemouth Pavilion with 530,000 tickets sold through bhlivetickets
- Bournemouth International Centre was renovated in 2004 and Bournemouth Pavilion was refurbished in 2007.

Venue	Location	Seated Capacity	Show Type
Windsor Hall	BIC	4,012	Dance, Concert, Musicals, Comedy, Music, Exhibition
Purbeck Hall	BIC	1,700	Combined outdoor events and exhibitions
Solent Hall	BIC	1,300	Concert, Exhibition
Tregonwell Hall	BIC	1,100	Conference, Exhibition
Bournemouth Pavilion	Bournemouth Pavilion	1,458	Theatre, Conference hall, Musicals, Dance, Pantomime, Concerts, Music, Comedy

5.2.2 Ambassador Theatre Group (ATG)

- ATG owns and operates a total of 46 venues of which 25 are located in the UK and the remainder in the USA and Australia
- Global turnover of £185m in 2015 (including share of co-production)
- Business has its own theatre ticket platform: ATG Tickets.
- ATG's production activities expanded with the launch of Theatre Royal Brighton Productions and the formation of producing partnerships with award-winning directors Jerry Mitchell and Jamie Lloyd in 2011 and 2012.
- In 2011, ATG TheatreCard, the UK's largest paid-for theatre membership scheme was launched.
- ATG has invested more than £3 million from 2012-14 on VIP lounges and bars at its theatres.

Venue	Location	Seated Capacity	Show Type
Princess Theatre	Torquay	1,431	Theatre, Musicals, Opera, Ballet, Comedy, Concert
Bristol Hippodrome	Bristol	1,951	Theatre, Musicals, Ballet, Concert, Pantomime

5.2.3 HQ Theatres

- HQ Theatres and hospitality is a UK operator of regional theatres, restaurants and other cultural venues.
- HQ Theatres and Hospitality Ltd has various subsidiaries including (t/o for YE 2016): HQ Hospitality Ltd – catering services (t/o £10m); HQ Theatres Ltd – Theatre Management (t/o £1.5m); ten individual theatre operating subsidiaries and HQ Theatres Trust – charitable company (t/o £800k).
- Operates 12 cultural and theatre venues in the UK with two in the South West:
 - Wyvern Theatre, Swindon (t/o £2.7m YE 2016)
 - Swindon Arts Centre, Swindon

5.3 Broadcasting Theatres

Summarised below are two notable ‘broadcasting theatres’.

Broadcasting theatres are those that formulate stage productions in-house and relay them to cinemas, theatres and event venues worldwide. They aim to give a cinematic experience for popular theatre productions and performances by top award-winning actors in the theatre industry.

There has been much debate as to whether broadcasting theatres act as a complement or substitute to local theatres, with research from Nesta in 2014 reporting that sales of theatre tickets among people with access to NT Live rose by 6.4% per year and had no negative impact on regional theatre ticket sales outside of London. Other research suggests that live broadcasts can impact the repertoire of local theatre, as attendance to live broadcasts of a play may mean that local production of the same play is not then attended and thus cancelled or not pursued.

We have included this in our research because it represents both an opportunity for a new venue, but also, potentially a threat which already influences the theatre market.

5.3.1 Royal Shakespeare Company (RSC)

The RSC is a British theatre company based in Stratford-upon-Avon, England. Live Theatre takes place in Stratford-upon-Avon and is broadcasted to a range of venues across the UK. Every year at least one production goes on tour to schools and theatres and live screenings of all shows are broadcasted to cinemas and theatres across the UK as and when they are staged. The following table shows a list of venues and their proximity to Exeter that the RSC broadcasts live theatre to.

Figure 25. RSC Broadcast Venues

Venue	Location	From Exeter (miles)
Exeter Picturehouse	Exeter	0
Scott Cinemas	Exmouth	8.8
Pavilions Teignmouth	Teignmouth	12.2
Scott Cinemas	Sidmouth	13.3
Vue Cinemas	Torbay	17.6
Central Cinema	Torquay	19.7
The Gateway Seaton	Seaton	20.4
New Carlton Cinema	Okehampton	20.5
The Watermark	Ivybridge	28.4
Odeon	Taunton	28.6
The Brewhouse Theatre and Arts Centre	Taunton	28.6
The Plough Arts Centre	Great Torrington	30.9
Merlin Cinemas, Kings	Kingsbridge	31.8
Scott Cinemas	Barnstaple	33.7
Electric Palace Bridport	Bridport	34
Vue Cinemas	Plymouth	35.6
The Mcmillan Theatre	Bridgwater	37.3
Landmark Theatre	Ilfracombe	42.3
Embassy	Ilfracombe	42.3
North Devon Theatre	Ilfracombe	42.3
Cineworld	Yeovil	42.5
Odeon	Weston Super Mare	49.6
Strode Theatre	Wells	51.1
Wells Film Centre	Wells	51.1
Curzon cinema & arts	Clevedon	57.6
The regal Cinema	Wadebridge	58.7
Vue Cinemas	Bristol	66
Scott Cinemas	Bristol	66
Everyman	Bristol	66
Cineworld	Bristol	66
Odeon	Bristol	66
Vue Cinemas	Bristol	66
Showcase	Bristol	66

5.3.2 National Theatre Live (NT Live)

National Theatre Live (NT Live) broadcasts performances of stage productions to cinemas, venues and art centres all over the world. The first broadcast was of *Phèdre* in June 2009 was seen by more than 50,000 people. With close-ups and camera movement, it is marketed as ‘a cinematic take on the theatre experience’. The following table shows recommended venues suggested by NT Live’s website when searching for venues close to Exeter that offer broadcasted screenings of NT Live stage productions.

Figure 26. NT Live Venues Close to Exeter which offer broadcasted screenings

Venue	Type	Location	From Exeter (miles)
Exeter Picturehouse	Cinema	Exeter	0
Exeter Vue	Cinema	Exeter	0
Exeter Odeon	Cinema	Exeter	0

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Venue	Type	Location	From Exeter (miles)
Pavilions Teignmouth	Theatre, Cinema, Comedy, Music, Dance	Teignmouth	12
Scott Cinemas - The Radway Cinema	Cinema	Sidmouth	13
Tivoli Cinema Tiverton	Cinema	Tiverton	13
Scott Cinemas Exmouth	Cinema	Newton Abbot	13.5
Central Cinema	Cinema	Torquay	17.5
Torbay Vue	Cinema	Torbay	19.5
The Barn Cinema	Cinema	Totnes	20
New Carlton Cinema	Cinema	Okehampton	20.5
The Gateway	Theatre	Seaton	20.5
Wellesley Cinema	Cinema	Wellington	22
Flavel Arts Centre	Cinema, Music, Concert, Comedy	Dartmouth	25.5
The Brewhouse Theatre & Arts Centre	Theatre, Arts Centre	Taunton	28
The Watermark	Cinema, Theatre, Music, Musical, Concert, Comedy, Spoken Word	Ivybridge	28.5
Taunton Odeon	Cinema	Taunton	29
Tavistock Wharf	Theatre, Cinema, Art Gallery, Live Music	Tavistock	29.5
The Plough Arts Centre	Theatre, Cinema, Art Gallery	Great Torrington	31
Kings Kingsbridge	Cinema	Kingsbridge	31.5
Scott Cinemas - The Central Cinema	Cinema	Barnstaple	34
Electric Palace	Theatre	Bridport	34.5
Plymouth Vue	Cinema	Plymouth	35.5
Plymouth Arts Centre	Contemporary art, independent cinema	Plymouth	36
The McMilan Theatre	Theatre	Bridgwater	37

6 Venue Case Studies

This section highlights a number of case studies, derived from the *Advisory Group's recommendations* and the study research, which provide comparable benchmarks for a potential new venue in Exeter.

The information covered by these case studies includes: programme offer, food and beverage facilities, flexibility, quality of acoustics and cost / funding. This provides some examples of functioning facilities which will help to translate the theoretical discussions about a venue into observable examples which can inform future thinking and decisions. Figure 27 provides a summary of the case studies for which a more detailed description of each case study can be found below.


Figure 27 Summary of Case Studies

Theatre Name	Seating	Drama	Concert/ Music	Stand-up Comedy	Children's show	Dance	Pantomime	Musical	Opera	Café/Bar/Restaurant	Flexibility	Acoustics	Cost/Funding
The Apex	500	✓	✓	✓	✓	✓	✓	✗	✓	C	✓	✓	£18.6m, St Edmundsbury Borough Council
The Coliseum	550	✓	✓	✓	✓	✓	✗	✓	✗	✓	✓	✗	£21m, £7.1m from ACE
The Marlowe	1,200	✓	✓	✓	✗	✓	✗	✓	✓	R	✓	✗	£25.6m (2008 values), £17m from Canterbury City Council, £4.2m from fundraising campaign
Kings Place	415	✓	✓	✓	✓	✓	✗	✓	✓	✗	✗	✓	Venue is integrated within £100m property development. Lease of venue gifted by property developer Peter Millican for 99yr lease for peppercorn rent.
Storyhouse Chester	800	✓	✓	✗	✗	✗	✗	✓	✓	CBR	✓	✗	£37m, £32.5m from Cheshire West and Chester council, £3m capital funding grant from ACE, £600,000 from MBNA, £1m from trust and foundations
The Dome	1,200	✓	✓	✓	✗	✗	✗	✗	✗	B	✗	✓	Owners Jenny Davies and Sean Finnerty, total cost unknown but £45K from crowdfunding website
Tregonwell Hall, BIC	1,000	✗	✗	✗	✗	✗	✗	✗	✗	CB	✓	✗	BIC – £22m expansion and redevelopment in 2003; co-funded by the South West Regional Development Agency
Wales Millennium Centre	1,900	✗	✗	✓	✓	✓	✗	✓	✓	CBR	✗	✓	£124.2m, £31.7m Lottery funding, £37m National Assembly for Wales, £10.4m by Arts Council Wales, £10m donation by Donald Gordon, £13.5m loan from HSBC, remaining funding from sponsorship deal with Principally Building Society



New Entertainment Venue (Exeter): Needs Assessment

Theatre Name	Seating	Drama	Concert/ Music	Stand-up Comedy	Children's show	Dance	Pantomime	Musical	Opera	Café/Bar/Restaurant	Flexibility	Acoustics	Cost/Funding
Warwick Arts Centre	1,200	✓	✓	✓	✓	✓	✓	✗	✗	✗	✗	✗	£6.9m, £5.65m from University of Warwick through a number of major trusts and foundations, £1.25m from public fundraising
Snape Maltings	832	✓	✓	✓	✓	✓	✗	✗	✓	BR	✗	✓	£14m investment from Aldeburgh Music
Saffron Hall	740	✓	✓	✗	✗	✓	✗	✗	✗	✗	✗	✓	£10m, £9m from local charity donor
The Royal and Derngate	1,200	✓	✓	✓	✓	✓	✗	✗	✓	✗	✓	✗	£14.5m, £1.6 from HLF, £2.6 from East Midlands Development agency and Northampton Partnership, £1m from partnership funding by the theatre's development team
Gordon Craig Theatre	501, 1,200	✓	✓	✓	✓	✓	✓	✓	✗	BR	✓	✓	Funding from Stevenage Borough Council, West Gate Stevenage
Cambridge Corn Exchange	1,849	✗	✓	✓	✓	✓	✗	✓	✗	B	✗	✗	Grant aided by ACE, Eastern Arts Board, Eastern Orchestral Board and New Audiences Fund, Cambridge City Council
Birmingham Symphony Hall	2,262	✗	✓	✓	✗	✓	✗	✓	✗	CB	✓	✓	£30m European funding as part of the ICC, plans for a £10m extension as part of the Government's Midlands Engine Strategy

The Apex, Bury	
	<p>500 Seating, 750 Standing</p> <p>It is well known for a diverse programme of live music and events;</p> <ul style="list-style-type: none"> ➤ Drama ➤ Concert/Music ➤ Stand-up Comedy ➤ Children's Show ➤ Opera ➤ Dance ➤ Pantomime <p>The "Fat Cat Comedy Club" which moved from the Corn Exchange and has been sold out since moving to the Apex</p>
Facilities	<p>The foyer of the building serves as an extension to the new public square at the centre of the Arc development, with the Auditorium articulated as a freestanding crafted brick box within the overall building block. Dressing and changing facilities are provided for performers, a finishing kitchen and bars serve events, and a conference room and green rooms (with dance floor) provide a range of uses that are helping to establish the Apex as a vital hub of local cultural activities.</p> <p>The Gallery, based on the first floor holds a range of regularly-changing exhibitions featuring works by emerging and established artists, as well as engaging with West Suffolk's various art groups and offering an opportunity to schools and the wider community to display work in a professional environment. All works are for sale, unless otherwise stated.</p> <p>Sodexo Prestige operates Aspretto, a 24 seat, ethically focused café in the Apex in Bury St Edmunds, as part of the caterer's £7m contract with the St Edmundsbury Collection. Sodexo Prestige invested around £40,000 in the café as part of the seven-year deal with St Edmundsbury Borough Council to provide hospitality and catering at the Apex, the Athenaeum and Abbey Gardens. Event catering at Moyse's Hall Museum is also included in the agreement.</p>
Flexibility	<p>The Auditorium includes seating on two balcony levels and, at ground floor, the orchestra pit lifts permitting a number of performance arrangements to be realised. Ground floor seating is fixed to floating air-bearing wagons to facilitate rearrangement, and may be transferred to the basement, via the orchestra pit lift, for storage when not required. The envisaged arrangements include raked theatre-style seating, sunken 'promenade' floor, flat floor, and 'in-the-round' (raked seating on top of the flat floor). Technical gallery functions are accommodated out of sight, within the roof-space.</p>
Acoustics	<p>The treatment of the bricks allows for an enhanced sound quality. The solidity of the thick white oak fronts minimizes undesirable audible resonance. Doubly-curved panels are laminated from solid timber, their geometry and horizontal slots helping to control reflections. Slotted panels at the eaves provide acoustic absorption where reflections might combine detrimentally. Ground floor boarding and soffit boarding in the Auditorium are fixed to plywood substrates that are resiliently supported to beneficially absorb low frequencies.</p>
Cost/ Financial	<p>With a value of £18.6million, the cost of the building almost doubled since it was first being planned by St Edmundsbury Borough Council. The Apex opened in 2011 and is part of the Arc Shopping Centre development.</p>

The Coliseum, Oldham	
	 <p>524 Seating, 3 levels</p> <p>It is a regular producing theatre, offering the following show types from in house and touring productions;</p> <ul style="list-style-type: none"> ➤ Drama ➤ Concert/Music ➤ Musical ➤ Stand-up Comedy ➤ Children's Show ➤ Dance ➤ Pantomime <p>The theatre produces a new festive production each year attracting audiences of over 35,000 from across the North West of England, as well as further afield</p>
Facilities	Oldham Coliseum Theatre's Main House has a classic proscenium arch stage with a permanent fore stage and a fly tower. The theatre also has a Studio with a more intimate capacity of 50 seats and has 5 dressing rooms (total capacity 20).
Flexibility	The orchestra pit is located underneath the fore stage but seats need to be removed to accommodate it.
Refurbishment	<p>The Coliseum was recently renovated in 2012 at a cost of £2million. It received almost £21,000 for new lighting and sound equipment from a charitable company set up by Viridor - Greater Manchester's waste and recycling service, and 10 per cent was donated by Oldham engineering firm Pilgrim International, a long-time supporter of the theatre. The refurbishment included a new bar, two education studios and a central heating system. This refurbishment extended the building's lifespan by 10 years. Without refurbishment, the alternative would have been to close the building down entirely in 2012 until a new site was found – this would have left Oldham without a professional theatre and live entertainment venue. The theatre now plans to move to a new site in the "cultural quarter" by 2020 allowing for better connections to peer organisations like the Oldham gallery, heritage and arts centre and the library. Proposals for the centre have been drawn up by Oldham Coliseum Theatre in conjunction with Oldham Council and have been submitted for planning permission.</p> <p>The new theatre will have a 550 seat main auditorium and a 175 seat flexible studio which would become the new home for the Coliseum productions. It is also hoped the Coliseum's current building will remain open as a music venue or a restaurant, possibly in affiliation with the new arts centre.</p> <p>A bid was made for £4 million from the Heritage Lottery Fund, with a separate bid made to Arts Council England for £5 million. Through Oldham Council, the Coliseum has been approved a grant of £7.1m from Arts Council England.</p> <p>The new £25m Oldham Coliseum Theatre will be a dynamic cultural hub for the whole community and home to a rich and varied artistic programme. It will provide exceptional professional theatre production and a forum for people to create and learn together. Aiming to be a major driver in the economic and social regeneration of Oldham, providing a public space accessible to all.</p>



The Marlowe, Kent	
	 <p>Reopened in 2011 after an extensive rebuild. 1,200 seats</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concert ➤ Musical ➤ Stand-up Comedy ➤ Opera ➤ Dance <p>Visits from NT, RSC, Glyndebourne Touring Opera, Matthew Bourne's New Adventures and the Philharmonia Orchestra</p>
Facilities	<p>Located on the first floor of the theatre, The Marlowe Studio is the second auditorium, and plays host to a wide range of performances, gigs, workshops and other events. The Studio is a place for some of the most exciting and adventurous theatre, comedy and music being produced in Britain today.</p> <p>A highly flexible and adaptable space, with a capacity of between 150 on a retractable seating bank, and 300 for a standing event, the studio can also be set out cabaret style, with round tables and chairs.</p> <p>Facing the River Stour is the Green Room restaurant, which offers informal dining with locally sourced food. In addition, there is a bar on each of the three floors, giving the audience the opportunity for pre-show or interval drinks.</p>
Cost	£25.6m (2008 values), £17m from Canterbury City Council, £4.2m from fundraising campaign

Kings Place, London		
	<p>2 concert halls, 415 seating 2 galleries Commercial office space</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concert ➤ Children's Show ➤ Musical ➤ Stand-up Comedy ➤ Opera ➤ Dance <p>Visits from NT, RSC, Glyndebourne Touring Opera, Matthew Bourne's New Adventures and the Philharmonia Orchestra</p>	
Facilities	<p>Waterfront restaurant, café and bar</p> <p>Kings Place has two major spaces designed specifically for the display of visual arts, Pangolin London and Kings Place Gallery. Both galleries required state-of-the-art environmental specification (i.e. temperature control, lighting) as well as the flexibility in load bearing and display systems to facilitate regularly changing displays and touring exhibitions.</p> <p>All seven levels above ground floor at Kings Place are commercial office space. Each floor is designed so that companies occupying the offices can bring together as many people as they can on one level, with the aim to promoting staff interaction in a more creative environment. Kings Place has exceptionally large floor areas, with good access to external and internal vistas and natural light.</p>	
Hall 1		<p>With 415 fixed seating capacity (302 stalls plus 113 balcony), Hall One is Kings Place's main auditorium and is suitable for concerts, talks, screenings, recording & broadcasting. Hall One is both classic and elegant as a music room and can provide the 21st century live music experience which often involves visual and sound effects. The equipment for this is all hidden away in an attic above the hall, but can then be discretely dropped into position when needed through traps in the ceiling. The seats in the hall were sourced from Italy and were fully tested in an acoustics laboratory. The design was then developed as a result of the tests to make sure the seats absorbed the right amount of sound.</p>
Hall 2		<p>Hall Two has a 250 standing, 200 theatre - and 84 cabaret-style capacity. It is used for rehearsal, education, small performances and for the resident orchestras to experiment and develop new compositions. As a result, the hall had to be a very flexible design, not just physically, but acoustically. The architectural form is visually simple but has panels and materials which scatter and absorb just enough of the sound to provide a very neutral acoustic, suitable for the anticipated broad variety of events.</p>


New Entertainment Venue (Exeter): Needs Assessment


Acoustics	<p>The Kings Place building is positioned right next to King’s Cross, a major transport hub. This meant the challenge of keeping out noise from trains and traffic. For music playing, quiet is incredibly important since it allows the players and audience to hear all the detail of the music and the last note fading into nothing.</p> <p>All of the music spaces are buried in the basement of the building, away from the street noise. The recital hall itself is supported on rubber pads, leaving it floating within the building, to completely protect it from unwanted noise.</p> <p>As a building full of music making, Arup Acoustics also had to design the rehearsal and practice rooms so that the amplified jazz band in one room did not disturb the lute ensemble in the next room. This was achieved by constructing each music space as a separate box within the main building and using specific materials including timber panels and doors which are exceptionally heavy and at least 50mm thick solid wood. Visitors in the foyer can see into the rooms through large deeply glazed windows.</p>
Cost	<p>The entire development cost c.£100m. The arts venues were subsequently gifted by property developer Peter Millican to the Kings Place foundation on a 99yr lease for a peppercorn rent.</p>


Storyhouse, Chester

		<p>It includes two theatres (800 seat and 150 seat), a cinema, library, restaurant and two bars.</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concert ➤ Musical ➤ Opera
Stage 1	<p>The larger theatre is an 800-seat “proscenium arch” stage. With state-of-the-art facilities, its auditorium spreads across three tiers: stalls, circle and gallery. This same theatre converts into a 500-seat “thrust” stage. In this format, the auditorium spreads across two tiers – circle and gallery – with new pit seating putting the audience right in amongst the action.</p>	
Stage 2	<p>On top of the building sits the Studio theatre. This 150-seat “black-box” theatre is a flexible, fully-equipped performance, rehearsal or workshop space. The Studio is designed to be full of work local creative companies, individuals and organisations make. The Studio sits next to a glass-fronted bar with panoramic views across the city.</p>	
Library		<p>The library spreads right through the building, with family-friendly library activity happening across all Storyhouse’s spaces. Extensive book-stock covers the walls throughout the old Odeon and a new children’s area offers opportunities for wet-play, arts and crafts activity and storytelling. New study areas offer opportunities for studying, learning and research.</p>
Cost	<p>Storyhouse is Chester’s new £37 million cultural centre, £32.5m from Cheshire West and Chester council, £3m capital funding grant from ACE, £600,000 from MBNA, £1m from trust and foundations</p>	

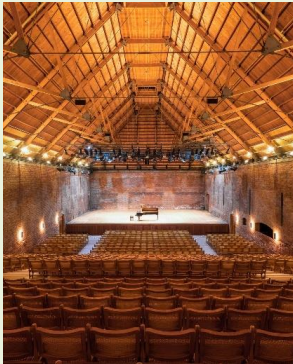

The Dome, Grand Central Hall, Liverpool		
		<p>Reopened in 2011 after major refurbishment</p> <p>1,200 seat venue</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concert ➤ Stand-up Comedy ➤ Variety Nights
Facilities	<p>The Dome offers theatre-style seating on two levels with 500 fixed circle seats and an option of 700 standing or 500 seating downstairs in the stalls.</p> <p>It has a huge working pipe organ, installed in 1907, which acts as a backdrop behind the main stage.</p> <p>There is a hi-tech lighting and sound system, two bars, catering facilities and an in-house promotions and production team.</p>	
Cost	Owners Jenny Davies and Sean Finnerty, total cost unknown but £45K from crowdfunding website	


Tregonwell Hall, BIC, Bournemouth		
		<p>Reopened in 2011 after major refurbishment</p> <p>1,100 seat venue</p> <p>Tregonwell Hall Bar provides an extra 80m2 for up to 100 delegates</p> <p>Exhibitions</p> <p>Conferences</p>
Facilities	<p>Sound proof partition walling can separate the 'under balcony' space, providing greater flexibility and additional breakout area as required. A range of high class facilities including quality sound and lighting systems, projection, booths for simultaneous interpretation, an infra-red hearing system, WIFI and RF television distribution outlets are available.</p> <p>More specifically, a Bose PA system surrounds the proscenium arch controlled by a Yamaha LS9 Mixer. The system is mainly designed for speech, making it very suitable for conference presentations. Audio feeds can be routed to control rooms in other halls.</p> <p>Stage lighting is a basic generic lighting rig consisting of CP62 Parcans and a selection of fresnels and profiles. The system is designed to give a basic wash on stage. An ETC Congo Junior Desk controls 66 dimmers. There are two motorised front lighting trusses for easy rigging and de-rigging of equipment. House lights are controlled by DMX. Metal halide floodlighting is also available for exhibitions.</p>	
Cost	BIC – £22m expansion and redevelopment in 2003; co-funded by the South West Regional Development Agency	


Wales Millennium Centre, Cardiff		
		<p>Reopened in 2011 after major refurbishment</p> <p>1,900 seat lyric theatre</p> <p>253 seat studio</p> <ul style="list-style-type: none"> ➤ Musicals ➤ Opera ➤ Dance ➤ Stand-up Comedy ➤ Children's Shows ➤ Circus
Facilities	Bar, restaurant and café	
Construction	<p>The construction of the centre formed part of the of the Cardiff Bay regeneration programme undertaken by Cardiff Bay Development Corporation. The brief was to regenerate and link Cardiff city centre with the waterfront.</p> <p>Separating the design of the structure from the design of the acoustic and architectural enclosures, the team embarked on what was to be a unique building programme, allowing construction from the inside out. This innovative approach allowed for refinements in architectural and acoustic design to take place whilst allowing work on the structural frame to start and indeed finish on time.</p>	
Funding	£124.2m, £31.7m Lottery funding, £37m National Assembly for Wales, £10.4m by Arts Council Wales, £10m donation by Donald Gordon, £13.5m loan from HSBC, remaining funding from sponsorship deal with Principally Building Society	


Warwick Arts Centre, Coventry	
	 <p>Reopened in 2009 after a 10 month refurbishment costing £6.9m 1,200 seat music and conference venue run by Warwick Conferences</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concerts ➤ Opera ➤ Dance ➤ Stand-up Comedy ➤ Children's Shows
Facilities	<p>To ensure that Warwick Conferences could continue to offer its clients a world-class auditorium and concert hall venue fit for the 21st century, the extension and redevelopment project (devised by Architects Design Partnership) has added a host of new features and improvements. Among the enhancements are an improved main entrance, which contrasts with the solidity of the locally-sourced red sandstone of the building – inspired by local landmarks Kenilworth Castle and Sir Basil Spence's Coventry Cathedral.</p> <p>New seating, which is not only more comfortable but offers improved sightlines, combined with improved acoustics (designed by arts specialists and acoustic experts Acoustic Dimensions) and a new beech floor, that seamlessly links with the new beech stage, are also among the changes. In addition to a new rehearsal room and dressing rooms for performers, the new main stage on which they will perform now incorporates four motorised elevators, which can be used to set the level stage apart from the auditorium floor up to a height of 1,400mm.</p> <p>However, perhaps the most dramatic of all the improvements is the open roof space, which is equipped with special new lighting that can create a range of effects that emphasise the scale of the landmark venue.</p>
Cost	<p>Funding of the redevelopment project was raised in part by The University of Warwick, through the assistance of a number of major trusts and foundations – which contributed around £5.65 million. The remaining £1.25 million of the £6.9 million project came from a public fundraising campaign launched by the singer Lesley Garrett.</p>


New Entertainment Venue (Exeter): Needs Assessment


<h2>Snape Maltings, Suffolk</h2>	
	<p>832 seat venue opened in 1967</p> <p>Primarily used for concerts, the concert hall is host to Aldeburgh Festival of Music and Arts as well as the Snape Proms</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concerts ➤ Opera ➤ Dance ➤ Stand-up Comedy ➤ Children's Shows
<h3>Facilities</h3>	 <p>The "Creative Campus" at Snape Maltings has four performance venues (from 70 to 830 capacity) and over 20 rehearsal and public spaces</p>
<h3>Cost</h3>	<p>In 2006 Alderburgh Music purchased the lease of Snape Maltings Concert Hall and invested £14m in new studios and rehearsal spaces which came into use in 2009.</p>

Saffron Hall, Saffron Walden	
	 <p>740 seat concert hall with retractable seating, built on the ground of Saffron Walden Country High School</p> <p>The venue houses the independently run Saffron Screen</p> <ul style="list-style-type: none"> ➤ Drama ➤ Music/Concerts ➤ Dance ➤ Opera <p>Resident Orchestra: Britten Sinfonia</p> <p>Other Artists: London Philharmonic Orchestra, Maxim Vengerov, Penguin Café, Nicola Benedetti, Courtney Pine and the Sixteen</p>
Facilities	Café and bar facilities and parking for 400 cars.
Flexibility	Either side of the stage area are curtains and panels which can be moved into position to make a theatre stage
Acoustics	The entire Hall is wood-lined, and although nominally rectangular, it's not a shoebox. It is more square than the longer hall designs that are more common for new halls, and many of the sides and corners – around the back of the stage and the back of the auditorium, are offset to give a more rounded feel. The acoustic gives the orchestral sound just the right amount of space, a resonance with an enriching but never distracting warmth. The primary virtue is how natural the hall allows the orchestra to sound. It isn't one of those venues that draws attention to itself with a signature sound; the performers always come first. The Moving wooden ceiling panels allow the acoustics to be adjusted to suit a particular event – drama, choral or orchestral - a total of 15 separate acoustic states can be supported.
Cost	The £10m venue is believed to be the largest private direct donation to a British state school where 90% of this was a gift from an anonymous local donor with a passion for music through local charity, The Yellow Car Charitable Trust

The Royal and Derngate Theatre, Northampton		
		<p>The Royal Theatre, 583 seats The Derngate, 1,200 seat multipurpose space</p> <ul style="list-style-type: none"> ➤ Drama ➤ Stand-up Comedy ➤ Opera ➤ Children's Shows ➤ Music/Concert ➤ Dance ➤ Musicals
Facilities	<p>It also has an underground space used for community and family focused work. The venue houses a youth theatre and hosts various different types of performances. It has won a number of awards including being shortlisted for the 2016 Regional Theatre of the Year Award.</p> <p>There is a double purchase counterweight set for flying and acoustic ceiling reflectors as well as state of the art lighting techniques which allow the colour of the interior to be changed</p>	
Flexibility	<p>The venue has 3 main formats:</p> <ul style="list-style-type: none"> ➤ Concert (For seated Classical / Pop / Rock concerts) ➤ Lyric (Theatre style with proscenium arch) ➤ Standing (Litedeck stage – 12m Wide x 9.7m Deep x 1m High) <p>Note: There is a reduced capacity version of the Lyric format which has the upper circle draped off using custom supplied standard black serge cloth. This format can be used to create a more intimate space and reduces the seating capacity by around 305 seats (exact number is dependent on seat holds applied). This format prevents use of follow-spots due to their position at the rear of the upper circle.</p> <p>Rows A to D have to be removed to be able to use the orchestra pit.</p>	
Cost	<p>The Royal Theatre and the Derngate Theatre were originally two entities that became a combined organisation run by the Northampton Theatres Trust in 1999. In 2005, both theatres closed for an 18-month redevelopment. The total cost, £14.5 million, was received from various outlets, including £1.6m from the Heritage Lottery Fund, £2.6m from the East Midlands Development Agency and Northampton Partnership and almost £1m from partnership funding by the theatres' development team. The redevelopment merged and totally refurbished both venues.</p> <p>Moreover, it has now developed a charity to provide not-for-profit management services whilst also establishing another charity to operate the Corby Cube theatre in Corby</p>	

Gordon Craig Theatre, Stevenage	
	<p>501 Seat Theatre 1,200 Seat concert hall</p> <ul style="list-style-type: none"> ➤ Drama ➤ Stand-up Comedy ➤ Pantomime ➤ Children's Shows ➤ Music/Concert ➤ Dance ➤ Musicals <p>In house production since 2011, producing large scale musicals and plays every year</p>
	<p>Facilities Being situated in a Leisure centre, it is a huge rectangular building with flat roof, covered with very large cream tiles. Relief is provided by thin blue and yellow horizontal bands round the building and by two grey towers each a third of the way down, one the theatre fly tower and the other containing the ventilation system for the building. The theatre has a proscenium arch, flat floor, thrust stage and a black harlequin cascade dance floor. Further to this the Orchestral pit accommodates a maximum of 20 musicians. The theatre is also notable for the popular and playable 1932 Christie Theatre Organ.</p> <p>The exterior is not out of place in its surroundings and has good access from the road and railway station; a walkway passes through the building at second-floor level, providing access, which proves a masterful marketing design, since through the internal glass walls, the art gallery/exhibition space, which is most inviting, can be viewed from above.</p> <p>The foyers and refreshment areas are fitted throughout with quality theatre carpet. It is a modern, fully-equipped touring house with fourteen dressing rooms and a Bistro, and has an intimate atmosphere; it is also used for cinema, as well as offering venue hire.</p>
Flexibility	<p>The complex comprises a large gymnasium, totally adaptable, which with retractable and loose seating can be transformed into a 1200-seat concert hall, rehearsal rooms and performance areas, bars, a restaurant, and ancillary rooms for conferencing</p>

Cambridge Corn Exchange		
		<p>1,849 seat theatre</p> <ul style="list-style-type: none"> ➤ Music/Concert ➤ Stand-up Comedy ➤ Children's Shows ➤ Dance ➤ Musicals
Facilities	<p>6 dressing rooms of various sizes and facilities.</p> <p>There is however no flying facility as it is a listed building.</p> <p>The venue has ample storage space, with their Steinway grand piano stored behind the stage in a sealed room with controlled temperature. There is also a chair store - the passage through to backstage is often piled high with flight cases, instrument cases, stacked seating and crowd-control barriers.</p>	
Kings Room	<p>The Kings room, which was formerly the caretaker's apartment when the building was first built, is now a function room, often used for pre-concert talks and for meetings. This room is available for hire and is the ideal venue for small, intimate meetings, training sessions and presentations. The room seats up to 30 people theatre-style or alternatively is the ideal room for 'round-the-table' discussions. The space is also ideal for over-head presentations or flip-chart discussions (all necessary equipment provided). The room is situated directly above the main entrance of the venue and overlooks the main public area (The Schering Room).</p>	
Flexibility	<p>The stage is adjustable and has three possible sizes, with each segment raised and lowered hydraulically</p>	

Birmingham Symphony Hall		
		<p>2,262 seat auditorium</p> <ul style="list-style-type: none"> ➤ Stand-up Comedy ➤ Music/Concert ➤ Dance ➤ Musicals ➤ Home to City of Birmingham Symphony Orchestra
Facilities	<p>A bespoke balustrade system using the latest LED technology has been specially developed to bring cabaret-style events and conferences to life.</p> <p>The foyers are spread over several levels and can be hired out for drinks receptions, networking areas and buffet points. There are also facilities for production offices, speaker rooms and dressing rooms</p> <p>Backstage facilities for performers at Symphony Hall were an integral part of the design and briefly comprise:</p> <ul style="list-style-type: none"> ➤ A climate-controlled Piano Store housing a selection of grand pianos from which pianists may choose their preferred instrument. ➤ An Artists' Bar at stage level where performers can relax before a performance ➤ A fully-accessible individual dressing room at stage level with an adapted en suite bathroom suitable for disabled performers. ➤ Six individual dressing rooms on the level above the stage, all with en suite facilities, sofas and armchairs. One of these rooms is the personal dressing room of the Principal Conductor of the CBSO, the others are used by performers as required. Four orchestra rooms capable of accommodating up to 120 musicians total. ➤ Two offices for the use of orchestra managers or tour managers, situated on the level above the stage. ➤ Four large communal dressing rooms on the level below the stage accommodating 120 people in total. 	
Flexibility	<p>The venue boasts great flexibility, with the use of several spaces and an innovative stage (The Next Stage). The stage can be extended using over 300 stage decks to create a floating tiered floor over the entire stalls seating area of the Symphony Hall. This provides 600sqm of floor area, allowing the hall to be used for a vast array of private events. Another option is to sink the stalls below the ground to form an orchestral pit. The wooden bank of staging on the platform (the 'risers') can also be moved off stage to create a large flat stage suitable for dance, pop concerts or conference presentations.</p>	

Acoustics	<p>The “shoebox” shaped hall was designed for acoustic excellence and the architecture was built around the acoustic design. An acoustic test demonstrated that if a pin was dropped on stage, the sound could be heard from anywhere in the Hall.</p> <p>Acoustic adjustments within the auditorium are made by physical means and no electronics are employed.</p> <p>One design innovation is the reverberation chamber – a 12,700 cubic metre void which is equivalent to about 50% of the volume of the Hall itself. It envelops the platform end of Hall in a U shape and links with additional chambers that run along the sides of the Hall at high level. A series of huge, concrete doors each weighing one tonne, open from the Hall and can be adjusted to create the required degree of ‘echo’.</p> <p>The visually striking acoustic canopy suspended above the stage is fully variable in height; it can be lowered to about 10 metres above the platform effectively creating a smaller space to focus the sound of a small number of players. Conversely, for a symphony orchestra, an expansive sound is achieved by raising the canopy to the roof, often used with the reverberation chamber.</p> <p>For events using amplification, a series of acoustic panels situated around the Hall are utilised in conjunction with a huge curtain of tightly woven fabric which is hung from ceiling to floor at the rear of the platform. These absorb much of the sound energy, reducing the reverberation so that amplified music and speech can be heard more clearly.</p> <p>On certain upper wall areas there are power-operated acoustic banners which can be lowered. On other lower wall areas there are manually operated acoustically absorbent panels against the walls.</p>
Costs	<p>Completed at a cost of £30 million, the hall's interior was modelled upon the Musikverein in Vienna and the Concertgebouw in Amsterdam. It was evident that such an ambitious project could not be financed solely by Birmingham City Council and there was little chance of central government funding. However, Birmingham had been designated an area for development which opened the door to European funding. The International Convention Centre was developed at a cost of £180 million including a grant of £50 million from the European Community.</p> <p>Plans for a £10m extension as part of the Government’s Midlands Engine Strategy</p>

7 Exeter Sites' Assessments

Odeon Cinema, Sidwell Street

- The Odeon is the oldest cinema operating in Exeter
- The site is privately owned
- Located on Sidwell St, the Odeon was opened in 1937 and narrowly avoided serious WW2 bomb damage despite neighbouring buildings being demolished
- Today, it has four cinema screens and ancillary facilities
- The completion of the Princesshay phase 2 is anticipated to have a significant impact on the Odeon's trading performance
- At this stage, the future of the Odeon site remains uncertain
- With its location at the north-eastern end of Sidwell street, the site is physically disjointed from the main city centre, and this will remain the case even after the completion of Princesshay phase 2
- However, the relocated bus station will be closer to the Odeon site, meaning it is well served by this means of public transport



Recommendation: Discount option based on a combination of *location* (not central), *regeneration impact* (considered to have less immediate impact than other sites) and *ownership* (private)

Former BHS Store, Fore Street

- British Homes Stores (commonly known as BHS) was sold in 2015 and entered administration in 2016.
- Having fallen into the hands of the receiver, the store has subsequently been acquired and a planning application has been granted and the works are now underway.



Recommendation: Given the sale of the site and its development plans, this site should no longer be considered.

Mecca Bingo, North Street

- Original designed and built (1930s) as the 1,449 seat Gaumont Cinema
- Following the demise of cinema and ceiling repairs resulting from bomb damage, Mecca Leisure (formally Rank) have operated bingo from the venue since 1963
- Situated on north street, it is located adjacent to a large multi-story car park and close to the central retail and leisure amenities
- The building is Grade II listed, principally relating to its internal features and frontage
- Mecca leisure is understood to have implemented a sale and leaseback with the lease coming to an end in 2021
- The future of the site remains uncertain



Recommendation: Discount option based on a combination of *building listing* (limiting design and programme flexibility) and *ownership* (private). However, the car park to its rear (Mary Arches Street) has also been identified as a potential site (noted below) and therefore, consideration has also been given to whether collectively, the two sites might offer greater potential. If the two sites could be married together, then this would warrant further assessment at a later stage.

Barnfield Theatre, Barnfield Road

- The original Barnfield Hall (built in the late 19th century) was converted into a theatre by the Exeter Library Society in 1972
- Located near to the city centre on Barnfield Road, Southernhay
- Building is owned by Exeter City Council and leased to Barnfield Theatre Limited
- The auditorium has a capacity of 289
- Its programme focuses on amateur theatre
- The Clifford room (seated capacity of 80), located on the ground floor, offers a flexible space and is used as a studio theatre, rehearsal and teaching space, meetings and conferences
- £200,000 was invested in the auditorium in 2007 and a redecoration of the bar and foyer was completed in 2015
- The trust has an ambition to overhaul the venue and increase its capacity to 600 seated and 1,000 standing



Recommendation: Discount option on the basis of size (too small to host a 1,000+ seated venue)

Corn Exchange, Fore Street

- The Corn Exchange is a 1960s multi-purpose venue located on the corner of Fore Street and Market Street
- The immediate area around the venue has a 'independent' retail character (and near to the Bike Shed theatre) but is known for its evening pub and night-time drinking culture
- The venue has a maximum capacity of 500, governed by fire exits rather than available space (which could reach 800) – in theatre format, the venue has 236 raked seats and 264 flat seats.
- The raked seating unit is retractable so the main auditorium is flexible and can be converted to host various event formats e.g. seating, standing only, cabaret – either using the main stage or a temporary side stage, dance venue with perimeter seating and a central dance floor etc.
- It has a traditional proscenium arch stage
- Its current programme includes a mix of musicals, drama, comedy, music and dance events
- There is a large bar area adjoining the main auditorium as well as two meeting rooms, three dressing rooms, a kitchen (although rarely used to its full capacity) and office accommodation
- The building itself and its interiors are relatively tired but satisfy its current programme
- Backstage facilities are adequate but present some limitations for larger productions
- A change in levels between the entrance and auditorium are overcome by stairs, passenger and goods lifts
- The venue is owned and operated by Exeter City Council
- The building includes a number of retail units and a car park, generating an income of c.£300,000 pa



Recommendation: Considered to be the preferred option, assuming a redevelopment of the site, based on a combination of *ownership* (Exeter City Council), *regeneration impact* (contribution to Fore Street area and night time economy), *location* (central and complementary nearby offer) and *site* (limited apparent constraints)

Various Car Parks

- Exeter City Council owns six car parks: *Howell Road, Triangle, Mary Arches Street, Magdalen Road, Magdalen Street and Cathedral & Quay*.
- *Howell Road (1)*: Despite being a large site and located near to Central Station, it is peripheral to the city centre's retail and leisure heart and would therefore operate in greater isolation and is considered to have less regenerative potential than other sites.
- *Triangle (2)*: Despite being a large site and located near to Central Station, it is peripheral to the city centre's retail and leisure heart (and being behind Jury's Inn it will remain physically separate even after the completion of Princesshay phase 2). It would therefore operate in greater isolation and is considered to have less regenerative potential than other sites.
- *Mary Arches Street (3)*: located just north (say, 150m) of Fore Street and therefore could have a positive regenerative impact in this area. Site lies at the rear of the Mecca Bingo so in theory could be physical connected and present a single development opportunity - but there is no certainty of this given the private ownership of the Mecca site. While the car park site alone is approximately equal in size to the Corn Exchange site, it has a number of physical constraints including its irregular shape and access arrangements, and potential archaeological interest. The site could however benefit from the adjacent multi-storey car park.
- *Magdalen Road (4), Magdalen Street (5) and Cathedral & Quay (6)*: all of these sites are located on the periphery of the city centre retail and leisure heart and physically separated by main roads. While this may reduce their regenerative impact, their connection to the road network means they are likely to have good access. Level changes across the *Cathedral & Quay* site could be both a hindrance or a benefit and its location could help to forge better links between the city centre and waterfront (being adjacent to the existing pedestrian bridge). At this stage it is assumed that the car park (c.400 spaces) would be retained requiring a new venue to be built over it and therefore requiring significant structural intervention.



Recommendation:

Discount *Howell Road, Triangle and, Magdalen Road and Magdalen Street* based on a combination of their location (periphery of city centre), regenerative impact (physical separation from city centre heart).

Discount *Mary Arches Street* as a single isolated site but if linked to Mecca Bingo this could present a more compelling opportunity.

Consider *Cathedral & Quay* as a fallback or alternative option to the Corn Exchange (based on a combination of its access and regenerative impact – being located between the city centre and waterfront). However, its location is considered less preferable to the Corn Exchange (peripheral to city centre retail and leisure).

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Final

REPORT TO:-

PLACE SCRUTINY COMMITTEE 9th November 2017
EXECUTIVE 14th November 2017
COUNCIL – 19th December 2017

Report of: Principal Project Manager, Strategic Infrastructure Planning, City Development

Title: MITIGATING THE IMPACTS OF DEVELOPMENT ON PROTECTED HABITATS

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

- 1.1 Along with its Greater Exeter partner authorities, the City Council is legally required to mitigate the impacts of development in its area on protected habitats, i.e. the Exe Estuary, Dawlish Warren, and the East Devon Pebblebed Heaths. In catering to population growth, new dwellings increase the pressure on protected habitats, and measures must be taken to mitigate these impacts. These include on-site measures to reduce visitor pressures, as well as the implementation of Suitable Alternative Natural Greenspace (SANGs), the purpose of which is to provide potential visitors to the protected habitats with an alternative greenspace to visit, thus reducing the pressure on the protected habitats. If the impacts of development on protected habitats are not mitigated, Exeter City Council would not be fulfilling its legal obligations, and Natural England may decide to intervene to place a block on development.
- 1.2 The mitigation measures relating to the Exe Estuary, Dawlish Warren, and the East Devon Pebblebed Heaths are contained in the South East Devon European Site Mitigation Strategy (SEDESMS - Table 26), which was published in June 2014, and subsequently endorsed by the South East Devon Habitats Regulations Executive Committee (SEDHREC) on 29th June 2016, subject to further work being undertaken to re-evaluate costs, and to confirm overall SANGs requirements and delivery approaches. This work has now been completed. A number of the assumptions which underpinned the SEDHREC as originally drafted were revisited during the course of this work.
- 1.3 Mitigation measures and associated costs have now been finalised. Overall SEDESMS implementation costs have been refined and reduced from £23,553,767 to £15,456,264, a considerable overall cost saving. However, these costs must be apportioned between fewer dwellings as a result of the aforementioned revisit of a number of the assumptions underpinning the SEDESMS. There is consequently a need to revisit and increase the amount that is top-sliced from the Community Infrastructure Levy receipts from each dwelling in each of the three partner authorities' areas, and each of the partner authorities also needs to revisit any high level CIL

commitment to habitats mitigation. (ECC Executive made a high level commitment of £2 million for habitats mitigation at its meeting on 10th February 2015). Each of the partner authorities now needs to approve the implementation of these revised per dwelling contributions, as endorsed by the SEDHREC at its meeting on 27th July 2017, and as detailed in Appendix 1 to this report. These revised contributions will be top-sliced from CIL receipts from dwellings which do not yet have planning permission (i.e. from 'future dwellings'). The revised contributions will *not* be retrospectively top-sliced from dwellings which already have planning permission. Top-slicing the revised contributions from 'future dwellings' will have implications for other CIL commitments, insofar as:

- less CIL will be available for other infrastructure; and,
- the CIL available for and committed to other projects will take longer to accumulate than would otherwise have been the case.

2. Recommendations:

2.1 It is recommended that:

- (i) The significant reduction in the overall cost of habitats mitigation measures referenced in Table 26 of the SEDESMS be welcomed.
- (ii) The revised per dwelling charges for habitats mitigation detailed in Appendix 1 be approved and implemented from 1 January 2018, and index linked in accordance with the recommendation made by the SEDHREC on 27th July 2017.
- (iii) Members note that the revised per dwelling charges will have the effect of increasing Exeter's contribution to overall habitats mitigation costs from the £2,000,000 committed for this purpose to 2026 (by ECC Executive on 10th February 2015) to approximately £4,000,000 of the £15,456,264 total cost of implementing the Strategy to 2026¹.
- (iv) Members note that, while no SANGs are to be delivered in Exeter to 2026, the SEDHREC has approved an appraisal being undertaken of future SANGs capacity and likely delivery costs, including in Exeter's Valley Parks, to inform the development of the Greater Exeter Strategic Plan and any future iteration of the SEDESMS.

3. Reasons for the recommendation

- 3.1 The Conservation of Habitats and Species Regulations 2010 (as amended – commonly known as the Habitats Regulations) have the effect of requiring local authorities which grant planning permission for developments that impact upon protected habitats to ensure that those impacts are appropriately mitigated. If the impacts of development on those protected habitats are not appropriately mitigated, Natural England may intervene to block consent from being granted for further development. The South East Devon European Site Mitigation Strategy (SEDESMS) has been developed and endorsed to respond to the requirements of the Habitats Regulations. Natural England are represented on the SEDHREC and, like the local authority partners, have therefore endorsed the SEDESMS.

¹ CIL that is ring-fenced for habitats mitigation is only set aside at the point at which CIL is paid, which is when development commences, and then in instalments in accordance with the Council's CIL Instalment Policy.

- 3.2 The implementation of the SEDESMS is dependent upon significant finances being made available for this purpose. The Community Infrastructure Levy is the mechanism for securing the necessary funds. The SEDESMS and CIL funding mechanism provide for planning permission to be granted for residential developments without the need for Habitats Regulations Assessments to be undertaken for each and every residential development. In other words, implementation of the SEDESMS is considered to address the impacts of all residential developments on the protected habitats.
- 3.3 The costs associated with implementing the SEDESMS were initially significantly higher than the costs that have now been arrived at following the above-mentioned Strategy and cost re-evaluation. It has also been necessary to re-evaluate the number of dwellings from which CIL will be secured, and to re-apportion per dwelling charges accordingly. More CIL will need to be top-sliced on a per dwelling basis in the future than has been the case in the past, but the overall reduction in Strategy implementation costs means that the implications for CIL receipts generally are less significant than they might otherwise have been. CIL receipts which are top-sliced for habitats mitigation are ring-fenced at the point of collection, and subsequently transferred to East Devon District Council when payment is due (in accordance with the SEDHREC's terms of reference, EDDC manages the finances associated with implementing the SEDESMS on behalf of EDDC itself, Exeter City Council, and Teignbridge District Council).
- 3.4 Whilst none of the monies collected to implement the SANGs element of the current SEDESMS will be spent in Exeter, it is acknowledged that there is (potentially considerable) capacity to deliver SANGs in Exeter's Valley Parks (in Ludwell Valley and Lower Riverside Valley Park, for example), and that this capacity should be assessed with a view to it being utilised in the post-2026 period, beyond the timeframe of the current SEDESMS and during the timeframe to be covered by the Greater Exeter Strategic Plan. Investment in SANGs in Exeter's Valley Parks is therefore anticipated to be a matter of 'when' not 'if', particularly if a strategy of urban intensification is pursued in parallel with further greenfield development on Exeter's fringes as part of the GESP approach to development distribution.
- 4. What are the resource implications including non- financial resources**
- 4.1 On the 7th of October 2014, ECC's Executive resolved to agree proposals to establish the SEDHREC. Per dwelling charges for habitats mitigation were established at this time.
- 4.2 On the 10th of February 2015, ECC resolved to set aside £2,000,000 of CIL for Habitats Mitigation, alongside a number of other commitments. At that time, SEDESMS costs were assumed to be £23,533,767, and therefore the £2,000,000 set aside was always unlikely to have been sufficient to meet Exeter's share of the costs, given the numbers of dwellings to be built in each of the three local authority areas.
- 4.3 The implication of the above recommendations is that an additional £2,000,000 of CIL receipts will need to be set aside for habitats mitigation, taking the total set aside to £4,000,000. To reiterate, this needs to be seen in the context of overall SEDESMS implementation costs having fallen to £15,456,264, and of these costs being shared by the three partner authorities. It should also be noted that CIL which is ring-fenced for habitats mitigation is only set aside at the point at which CIL is paid, which is when development commences, and then in instalments in accordance with the Council's CIL Instalment Policy. If development does not commence, and CIL is not paid, monies for

habitats mitigation are not set aside, and the £4,000,000 referenced in recommendation (iii) above will reduce accordingly. In circumstances in which there was a dramatic reduction in development activity across the three districts covered by the SEDESMS, it is likely that there would be a need to further revisit the mitigation measures in the SEDESMS.

- 4.4 In February 2015, it was forecast that ECC income from CIL would total £24,770,526 by 2025/26. It is intended that an updated CIL forecast will be presented to a future Executive meeting.
- 4.5 Although the SEDHREC has agreed to move away from quarterly to bi-annual monitoring of habitats mitigation accounts, monitoring nonetheless places a burden on ECC City Development and Finance human resources (i.e. staff) at particular points, which can mean that work on other priorities has to be put on hold.

5. Section 151 Officer Comments:

- 5.1 The Section 151 Officer notes the recommendations and will work with City Development to ensure that the appropriate funds are set aside for habitats mitigation if the recommendations are approved.

6. What are the legal aspects?

- 6.1 The Conservation of Habitats and Species Regulations 2010 (as amended) transpose the EU Habitats Directive 92/43/EEC into national law.
- 6.2 The City Council is legally required to mitigate the impacts of development in its area on protected habitats. In other words, the Council has no choice but to mitigate the impacts of residential developments on protected habitats if it is to continue to accommodate growth. Natural England may intervene on behalf of the Government if the Council were to grant planning permissions without ensuring that those developments' impacts on the protected habitats were mitigated.
- 6.3 In accordance with its Terms of Reference and Rules of Procedure, the SEDHREC makes operational decisions on habitats mitigation and associated financial expenditure. However, adjustments to the per dwelling charges applied to residential developments for the purpose of habitats mitigation must be approved by the respective partner local authorities, i.e. authority to make such adjustments rests with the individual partner authorities and has not been delegated to the SEDHREC, hence the need for recommendation (ii) above.
- 6.4 The SEDHREC Terms of Reference and Rules of Procedure stipulate that the committee can only make decisions when there is a quorum, meaning that the appointed member of each of the three partner authorities must be present, and that decisions must be unanimous. The recommendations made by the SEDHREC on 27th July 2017 were therefore made unanimously.
- 6.5 Provided an item on which it is intended to spend CIL can be categorised as 'infrastructure', and provided that item is identified on the Council's CIL Regulation 123 List, the Council is at liberty to spend CIL on that item. As currently drafted, the first item identified on the Council's Regulation 123 List is 'Mitigation of recreational impact on European designated habitats'. Along with its partner authorities, the Council has therefore identified that it will fund habitats mitigation through CIL.

7. Monitoring Officer Comments:

- 7.1 The Monitoring Officer has raised no issues beyond those set out in paragraph 6.1 above.

8. Report Details / Background

Mitigating the Impacts of Development on Protected Habitats

- 8.1 Partnership working to mitigate the impacts of development on protected habitats is now well established through the SEDHREC and associated officer support mechanisms. The SEDHREC is currently chaired by ECC's Portfolio Holder for City Development, Cllr Dan Gottschalk. Prior to recent changes in portfolios, ECC was represented on the SEDHREC by Cllr Rachel Sutton.
- 8.2 The SEDESMS has been subject to a comprehensive re-appraisal over the last 18 months. Many of the assumptions that underpin the Mitigation Strategy have been challenged and revisited, and the overall costs identified in Table 26 of the Strategy have been refined and trimmed back considerably, in some cases on the back of work which has been commissioned and finalised subsequent to the publication of the SEDESMS itself, for example the Pebblebed Heaths Visitor Management Plan.
- 8.3 There has been a particular focus on interrogating the number of dwellings to be mitigated through the SEDESMS, and on how many of these have yet to be consented. Going forward, and taking account of monies already secured for habitats mitigation through the charges that have been applied to date (including through the so-called 'Joint Interim Approach', which was in place before the introduction of CIL in each of the three districts), the overall revised costs of habitats mitigation measures need to be apportioned between the number of dwellings which have yet to be consented, such that each dwelling contributes, through CIL, to the overall costs of implementing the mitigation strategy.
- 8.4 Based on the number of dwellings which it is anticipated will be given consent to 2026, Exeter's contribution to the £15,456,264 overall cost of mitigation measures is not expected to exceed £4 million in total, with the remainder of the funds to be secured through charges applied to dwellings in East Devon and Teignbridge Districts. ECC therefore needs to commit a further £2 million in CIL towards habitats mitigation, in addition to the £2 million it has already committed for this purpose (in February 2015).
- 8.5 It has been particularly challenging for the SEDHREC to agree on which SANGS to prioritise for delivery over the SEDESMS timescale (i.e. to 2026). Decisions on SANGS delivery have necessarily been informed by cost, but also by the views expressed by Natural England about which potential SANGS locations might best perform the intended SANGS function of drawing potential visitors to the protected habitats away from those sites.
- 8.6 SEDHREC decisions must be made on the basis of unanimity, and ECC has therefore been party to decisions on which SANGS to implement, and to the recommendation to implement revised per dwelling charges.

- 8.7 Whilst it is disappointing that no SANGS are to be delivered in Exeter to 2026, the delivery of SANGS in Teignbridge and East Devon will (in combination with other measures) help to mitigate the impacts of development and thereby provide for Exeter to continue to grow. Although not located within Exeter's administrative boundary, the SANGS will, of course, also be available for the residents of Exeter to visit – the planned SANGS at South West Exeter will be particularly accessible to residents of Alphington.
- 8.8. It is anticipated that further SANGS will be required to accommodate growth over the period to 2040 (the timeframe of the Greater Exeter Strategic Plan), and that the appraisal of future SANGS capacity and likely delivery costs which the SEDHREC resolved should be undertaken at its 29th March 2017 meeting will identify capacity to deliver SANGS in Exeter's Valley Parks. Consequently, there remains scope for SANGS to be delivered within Exeter's administrative boundary in the not too distant future.

General Commentary on CIL

- 8.9 CIL is the mechanism through which ECC secures funds for habitats mitigation, although there is scope to secure funds for the 'non-infrastructure' elements of habitats mitigation through Unilateral Undertakings (i.e. through the Section 106 mechanism).
- 8.10 The Council's Community Infrastructure Levy Charging Schedule came into effect on 1st December 2013. The Levy is expected to raise around £24.7 million during the period to 2025/2026 and can be used to fund a wide range of projects as long as they support development growth. To date, CIL invoices have been issued for in excess of £7 million.
- 8.11 In February 2015, the Council set out a framework for the prioritisation of CIL in the absence of joint infrastructure governance arrangements for the Greater Exeter area. This earmarked £18 million of forecast receipts for major infrastructure, of which the first £8 million is for city centre priorities. The estimated £10 million balance is for strategic investments that support development growth elsewhere across Exeter.
- 8.12 In February 2015, it was forecast that the £8 million city centre funding will have been received by 2019 / 2020. CIL receipts are dependent on the profile of future development commencements.
- 8.13 Appendix 2 to this report is the CIL forecast to 2025/26 from February 2015. It is intended that an updated CIL forecast will be presented to a future Executive meeting.

9. How does the decision contribute to the Council's Corporate Plan?

- 9.1 One of the key strands in the Corporate Plan is to grow the economy through delivering new housing and business growth. If the impacts of development on protected habitats are not mitigated, it will not be possible to deliver this growth because a brake will be placed on development by Natural England. The Corporate Plan references the bus station / swimming pool development at St. Sidwell's Point. Delivery of this project is part-dependent upon CIL receipts. If the impacts of development on protected habitats are not mitigated, and a brake is placed on development as a consequence, CIL receipts will not be forthcoming and the Council's ability to deliver the project will be compromised. The Corporate Plan similarly references supporting Exeter's communities. 15% of CIL receipts are ring-fenced to

be spent in neighbourhoods, on projects which address the demands that growth place on those neighbourhoods. Failure to mitigate the impacts of growth on protected habitats could place a brake on the development that gives rise to these CIL receipts. Mitigating the impacts of growth on protected habitats is therefore integral to the delivery of the Council's Corporate Plan, because growth provides a significant resource (CIL receipts) with which to implement the Corporate Plan.

10. What risks are there and how can they be reduced?

- 10.1 If the impacts of development on protected habitats are not mitigated, it is inevitable that future development will be compromised because this will give rise to legal obstacles being placed in the way of growth. The financial benefits that accrue to the Council through growth will be undermined if growth is impeded in this way.
- 10.2 Top-slicing a greater proportion of CIL receipts from each dwelling for habitats mitigation will have the effect of making a smaller residual amount available for other infrastructure, meaning that the CIL available for and committed to other projects will take longer to accumulate than would otherwise have been the case.
- 10.3 The reality is that habitats mitigation and the delivery of other infrastructure cannot be divorced or considered in isolation. The two are inextricably linked insofar as one cannot be delivered without the other. In this context, any delay to the delivery of the proposed new bus station and swimming pool may not be entirely unhelpful, in that this will provide a window for CIL receipts committed for that purpose to accumulate over a longer timeframe, taking account of the fact that a greater amount will be top-sliced from each future dwelling for habitats mitigation purposes.

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

- 11.1 The decision will impact positively in terms of a number of these considerations, but on the environment specifically. Mitigating the impacts of development on protected habitats is important to maintaining those habitats' capacity to continue to function as oases for fauna and flora. The provision of Suitable Alternative Natural Greenspace (SANGS) will impact positively on the human environment, by providing people with new green spaces to visit, thus contributing to general health and wellbeing.

12. Are there any other options?

- 12.1 There is an option not to implement the proposed revised per dwelling charges for habitats mitigation, i.e. not to make more CIL available for this purpose. At a superficial level, this might appear to leave more CIL available for other infrastructure priorities. However, the reality is that a block would be likely to be placed on development (because its impacts on protected habitats were not being appropriately mitigated) and the CIL receipts available for other infrastructure priorities would subsequently reduce significantly and dramatically. The reality is that it is impossible to separate the need to fund the mitigation of the impacts of development on protected habitats from the need to secure funding through CIL with which to deliver other infrastructure. In other words, CIL funding for infrastructure in its entirety is inextricably linked to funding the mitigation of development impacts on protected habitats through CIL.

Principal Project Manager, Strategic Infrastructure Planning, City Development

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

- Report to ECC Executive on 'Governance and Prioritisation of CIL Funding', 10th February 2015 – see:
<http://committees.exeter.gov.uk/ieListDocuments.aspx?CId=112&MId=4002&Ver=4>
- Report to ECC Executive on 'Strategy and Governance for European Site Development Impact Mitigation', 7th October 2014 – see:
<http://committees.exeter.gov.uk/ieListDocuments.aspx?CId=112&MId=3612&Ver=4>
- South East Devon European Sites Mitigation Strategy – Final Version – June 2014 – see: <https://www.teignbridge.gov.uk/media/4049/south-east-devon-european-site-mitigation-strategy-9th-june-2014.pdf>
- SEDHREC agenda and papers 27th July 2017 – see:
<http://eastdevon.gov.uk/media/2167373/270717-sedhrec-agenda-public.pdf>
- SEDHREC minutes 27th July 2017 – see:
<http://eastdevon.gov.uk/media/2185577/270717-south-east-devon-hrec-minutes.pdf>
- SEDHREC agenda and papers 29th March 2017 – see:
<http://eastdevon.gov.uk/media/2049924/290317-sedhrec-agenda-public.pdf>
- SEDHREC minutes 29th March 2017 – see:
<http://eastdevon.gov.uk/media/2074196/290317-south-east-devon-hrec-minutes.pdf>
- SEDHREC Terms of Reference and Rules of Procedure – see:
<http://eastdevon.gov.uk/media/2128502/constitution-2017-part-9.pdf>

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Habitat Regulations Executive Committee

**Rebasing the SEDESMS – the strategic response –
Appendix 1: Revised per dwelling contributions.**

Table 1. Revised per dwelling contribution – SANGS.

SANGS Cost	£6,381,254
SANGS Income	£5,471,753
Shortfall	£909,501
Future dwellings	5680
Cover shortfall – per dwelling	£161
Existing contribution	£477
New per dwelling contribution	£638

Table 2. Revised per dwelling contribution - Dawlish Warren (and Exe).¹

On site costs	£2,541,754
Income	£1,796,980
Shortfall	£744,774
Future dwellings	596
Cover shortfall – per dwelling	£1,250
Existing contribution	£820
New per dwelling contribution (EXE only)	£221
New per dwelling contribution (DW & EXE)	£2,291

¹ Revised SANGS costs to be added as per Table 1
Rebasing the SEDESMS – the strategic response – Appendix 1

Table 3. Revised per dwelling contribution – Exe Estuary.²

On site costs	£3,406,189
Income	£2,483,668
Shortfall	£922,521
Future dwellings	9424
Cover shortfall – per dwelling	£98
Existing contribution	£123
New per dwelling contribution	£221

Table 4. Revised per dwelling contribution – Pebblebed Heaths (and Exe overlap)³

On site costs	£3,127,067
Income	£2,271,686
Shortfall	£855,381
Future dwellings	7038
Cover shortfall – per dwelling	£122
Existing contribution	£149
New per dwelling contribution (PBH only)	£271
New per dwelling contribution (EXE only)	£221
New per dwelling contribution (PBH & EXE)	£492

² Revised SANGS costs to be added as per Table 1

³ See (2)

APPENDIX 2

Forecast CIL Income – February 2015

	2014/15	15/16	16/17	17/18	18/19	19/20
Annual	£163,335	£654,336	£1,369,737	£2,170,538	£2,345,019	£5,913,460
Cumulative	£163,335	£817,671	£2,187,408	£4,357,946	£6,702,965	£12,616,425
	20/21	21/22	22/23	23/24	24/25	25/26
Annual	£2,915,661	£1,759,702	£1,071,743	£716,064	£1,661,425	£4,029,506
Cumulative	£15,532,086	£17,291,788	£18,363,531	£19,079,595	£20,741,020	£24,770,526

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Final

REPORT TO:-

PLACE SCRUTINY COMMITTEE 9th November 2017
EXECUTIVE 14th November 2017
COUNCIL – 19th December 2017

Report of: Principal Project Manager, Strategic Infrastructure Planning, City Development

Title: QUEEN'S CRESCENT GARDEN - AGREEMENT FOR LEASE AND COMPULSORY PURCHASE

Is this a Key Decision?

Yes

Is this an Executive or Council Function?

Council

1. What is the report about?

- 1.1 This report seeks members' approval to allocate a relatively modest amount of unallocated New Homes Bonus receipts towards the costs that the St. James Community Trust Ltd will incur in assuming the 125 year lease of Queen's Crescent Garden from the City Council, subsequent to the impending completion of the compulsory purchase of the Garden by the Council.
- 1.2 The Garden has been neglected for decades, but has the potential to become a valued local resource, and the Trust's desire to take on custodianship of the Garden has the potential to offer a future model for other communities to manage their own open spaces. Improving Queen's Crescent Garden is identified as a priority in the St. James Neighbourhood Plan.

2. Recommendations:

- 2.1 It is recommended that:
 - (i) £50,000 of unallocated New Homes Bonus receipts are allocated to the St. James Community Trust Ltd as a grant, to address immediate and ongoing liabilities associated with the Trust taking on the lease of Queen's Crescent Garden.
 - (ii) £5,000 of unallocated New Homes Bonus receipts are allocated for the purchase and installation (by ECC Public Realm) of three new rubbish bins outside the Queen's Crescent Garden walls.

3. Reasons for the recommendation

- 3.1 The St. James Neighbourhood Plan, created in July 2013, identifies the improvement of Queen's Crescent Garden as a key project. The rejuvenation of the Garden is an important priority for the community.

3.2 On 19th April 2016, Council resolved to:

- Grant delegated authority to the Assistant Director City Development in consultation with Corporate Manager Legal, to make a Compulsory Purchase Order in respect of land at Queen's Crescent Garden and, in association with the Portfolio Holder City Development, to take necessary action to proceed with compulsory purchase; and,
- Add a capital budget of £18,000 to the capital programme to fund the compulsory purchase.

3.3 The Compulsory Purchase process is nearing its end, but is six months or so from being completed. It cannot proceed further until negotiations to lease the Garden to the St. James Community Trust Ltd have reached a satisfactory conclusion. The Council needs to be sure that the Trust is willing to take a long lease on the land before it takes on the liability for the land through the compulsory purchase. A 125 year lease to the St. James Community Trust Ltd is envisaged.

3.4 The St. James Community Trust Ltd is concerned about inheriting financial liabilities in taking on the lease of the Garden for 125 years, and the recommendations above are intended to address these concerns such that the Trust can have the confidence to sign the Agreement for Lease, which is the precursor to the completion of the necessary Compulsory Purchase procedures. Detail on the financial liabilities in question is provided in section 8 of this report below.

3.5 The St. James Community Trust Ltd has expressed concerns about its abilities to deal with rough sleeping, but has found reassurance from homeless outreach organisations that tried and tested procedures and mechanisms are in place to offer support.

3.6 In encouraging the St. James Community Trust Ltd, and the residents of St. James generally, to implement proposals they have initiated themselves through the neighbourhood planning process, the recommendations may encourage other communities to follow suit.

4. What are the resource implications including non-financial resources

4.1 As referenced in paragraph 3.2 above, £18,000 is currently ring-fenced in the capital programme to fund the compulsory purchase of the Garden. This figure was arrived at on the basis of independent advice. The bulk of the £18,000 is sourced from a Section 106 agreement relating to planning application 11/0895/03.

5. Section 151 Officer Comments:

5.1 The Section 151 Officer is comfortable with the proposal to allocate an additional £50,000 to the Trust. The proposal will be funded via unallocated New Homes Bonus.

5.2 If approved, the funding for the rubbish bins will be added to the revenue budget to be spent at the appropriate time by ECC Public Realm and will also be funded from unallocated New Homes Bonus.

6. What are the legal aspects?

- 6.1 There will be a requirement for an 'Agreement Regulating the Conditions of Receipt of Grant' to be drawn up, to ensure that the grant is used appropriately.

7. Monitoring Officer Comments:

- 7.1 The Monitoring Officer has raised no issues beyond those set out in paragraph 6.1 above.

8. Report Details / Background

Justification for the Proposed Grant to the St. James Community Trust Ltd

- 8.1 Negotiations with the St. James Community Trust Ltd in relation to the agreement to lease Queen's Crescent Garden to the Trust are close to a resolution, although two particular issues remain outstanding.
- 8.2 Firstly, whilst the Trust are prepared to accept liability for future works which may be required to trees within the Garden, they are not prepared to accept liability for current works which have been identified as being necessary. It is accepted that this is a reasonable position to take. Council officers have visited the Garden with an in-house consultant arborist, who has identified approximately £3,000 of tree works requiring immediate attention.
- 8.3 Secondly, the Trust are concerned about waste management costs over the lifetime of the 125 year lease. These would comprise the costs of supplying and installing new litter / dog waste bins, and emptying those bins on a regular basis. ECC Public Realm officers have confirmed that the costs of supplying and installing new litter / dog waste bins would be circa £400 each (potentially more, depending on the type of bins in question), and that the costs of servicing the bins (assuming there were two) would be circa £850 per annum. Costs to deal with fly-tipping would vary, depending on the nature and scale of the fly-tipping. The nature, scale, and frequency of fly-tipping is difficult to predict, although it is known to take place in the Garden reasonably frequently.
- 8.4 If the lease negotiations are to be successfully concluded, the Council needs to offer the Trust reassurance that it will be able to manage the waste management-related financial obligations that come with assuming the lease. To overcome the potential impasse, it is proposed that:
- No new litter / dog waste bins are located within the Garden, but that the two existing bins outside the Garden walls are replaced, with three new bins, to be located outside the Garden walls by the Council, once the external Garden walls are repaired by the Trust and once the Garden entrances proposed in the community-led masterplan for the Garden's redesign and regeneration are implemented. The Council would thereby retain responsibility for servicing the bins.
 - ECC Public Realm gives consideration to replacing the existing bins with 'Smart' bins, subject to consultation with the Trust on bin design, location and cost prior to implementation.
 - ECC grants the St. James Community Trust a contingency fund with which to deal with fly-tipping over the lifetime of the lease, the nature, scale, and frequency of

which it is difficult to estimate, and with which to implement the necessary initial tree works.

St. James Community Trust Ltd 'Grass Roots Grant' Award

- 8.5 The St. James Community Trust Ltd recently successfully applied for funding from the 'Grass Roots Grants'. This funding is intended to be used for works to begin the rejuvenation of the Garden, principally works to repair Garden walls. The funding for these grants is sourced from the 15% of CIL which the Council has identified is to be spent in neighbourhoods. ECC Executive and Council resolved to support ECF's recommendation to support the Trust's funding bid at meetings on 10th October and 17th October respectively.

9. How does the decision contribute to the Council's Corporate Plan?

- 9.1 Introductory comments in the Corporate Plan refer to the need to reduce the demand for services and to do things differently to save money in times of austerity. One of the priorities in the 'Health and Place' chapter of the Corporate Plan is to 'implement new ways of keeping the City looking good'. The Queen's Crescent Garden-related element of the decision is considered to contribute to the Corporate Plan by facilitating a new approach to community ownership and management of public open space, which has the potential to provide a model for other communities to follow, thereby saving the Council money and reducing the demand for services. It also provides for the implementation of a new approach to keeping the City looking good.
- 9.2 City Development priorities in the Corporate Plan include 'supporting the Exeter Community Forum in the development of a Community Strategy to inform the future spend of New Homes Bonus and the neighbourhood element of CIL'. The decision is considered to be consistent with this objective insofar as it will help to consolidate the existing momentum behind the Exeter St. James Community Trust Ltd's plans to rejuvenate Queen's Crescent Garden.

10. What risks are there and how can they be reduced?

- 10.1 There is a risk that the St. James Community Trust Ltd's apprehension about taking on the lease of the Garden will prevail and that the lease agreement between the Trust and the Council will therefore not be signed. The recommendations in the report are intended to overcome this risk.
- 10.2 There is a risk that the Trust itself will not endure for the lifetime of the lease. The Trust's rules¹ stipulate that its assets must be transferred to a prescribed community benefit society or suchlike in the event that it is dissolved or wound up. Freehold ownership of the Garden will remain with the Council given the proposed 125 year lease of the land to the Trust.

¹ Exeter St. James Community Trust Ltd Rules – see:

<http://www.exeterstjamesforum.org/userfiles/PDFs/Exeter%20St%20James%20Community%20Trust%20Ltd%20WCA%20Community%20Assets%20Rules%202013.pdf>

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

11.1 The decision will impact positively on the environment of Queen's Crescent Garden specifically and St. James ward more generally. The decision also has the potential to impact positively on the environment, community safety, and health and wellbeing in other communities which may opt to follow the example set by the St. James community in taking on responsibility for its own environment.

12. Are there any other options?

12.1 There is an option not to proceed with allocating monies to be spent in Queen's Crescent Gardens as recommended. It is considered that this course of action would undermine the Council's ambitions to encourage community approaches to service delivery and community engagement and, more specifically, that this course of action would undermine the willingness of the St. James Community Trust to sign the Agreement for Lease, meaning that the compulsory purchase would not be followed through.

Principal Project Manager, Strategic Infrastructure Planning, City Development

Local Government (Access to Information) Act 1972 (as amended)

Background papers used in compiling this report:-

- Report to ECC Executive (dated 12th April 2016) and Council (dated 19th April 2016) on Queen's Crescent Garden Compulsory Purchase Order.
- Exeter St. James Neighbourhood Plan – July 2013 – see: <https://exeter.gov.uk/media/1777/st-james-neighbourhood-plan-2013.pdf>
- Exeter St. James Forum Queen's Crescent Gardens Stage D Report (Final) 01/09/14

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REPORT TO EXECUTIVE

Date of Meeting: Executive 14th November 2017, Full Council 19th December 2017

Report of: Director Bindu Arjoon

Title: ADDITIONAL FIXED TERM STAFF TO SUPPORT NEW FIRE SAFETY MANAGEMENT POLICY

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

- 1.1 This report sets out the business case for increasing the staffing provision (for up to 18 months on a fixed term basis) to ensure that the approved Fire Safety Management Policy is introduced and implemented effectively.

2. Recommendations:

- 2.1 That Executive recommends that Council approves that:

2 x new posts are added to the council's establishment to include the additional posts of an Implementation Officer (Liaison) and an Implementation Officer (Installations) on a maximum 18 month fixed term basis.

3. Reasons for the recommendation:

- 3.1 The Regulatory Reform (Fire Safety) Order 2005 introduced the requirement for fire risk assessments (FRA) to be carried out by responsible persons and to act on the significant findings.
- 3.2 The original Fire Safety policy was introduced in 2009 and then subsequently reviewed against the findings of the FRAs. This indicated several gaps in the policy which will be addressed by the new Fire Safety Management policy.
- 3.3 One of the main areas of concern was how communal areas in blocks of flats (also known as escape routes) are managed. The old policy was insufficiently robust to deal with the tendency to store combustible and obstructive items in escape routes, leading to a risk to residents in safely exiting the building in the event of a fire.
- 3.4 There are clear legal requirements to maintain escape routes as clear areas which are not for resident use beyond transit to and from the building. Our own FRAs show that the current policy is not effective in managing the areas.
- 3.5 Members were presented with two strategies, as laid out in LGA Guidance 'Fire Safety in Purpose Built Blocks of Flats', either **Zero-Tolerance (known as Clear and Safe)** or a **Managed** policy.

- 3.6 As with any policy, there are pros, cons and risks. However, the recommendation to Members was that a Clear and Safe policy would be unambiguous and provide the lowest possible risk to residents and rescuers by restricting the opportunity for residents to use escape routes for the storage of obstructive and combustible materials.
- 3.7 In agreeing to adopt a Clear and Safe policy, Members gave a very clear indication that they wanted the implementation of the policy to be phased on a rolling programme of consultation and education, together with the identification of additional storage solutions for residents, where appropriate.
- 3.8 This proactive and intensive approach to the implementation of the policy cannot currently be met by the existing establishment within housing without detracting from their current priorities in key areas of service delivery.

4. What are the resource implications including non- financial resources.

- 4.1 The requested additional resources would be to establish an Implementation Officer (Liaison) and an Implementation Officer (Installations) on a maximum 18 month fixed term basis. These posts would be job evaluated but we anticipate that indicative grades would be in the region of a grade 5 and grade 7 respectively. The estimated increased staff costs per year would be as follows:

Grade 5

£19,008
£ 4,713 On costs
£23,721

Grade 7

£24,174
£ 5,995 On costs
£30,167

- 4.2 The **Implementation Officer (Liaison)** will be responsible for consulting with tenants to:
- Explain and promote the changes following the implementation of the new Fire Safety Management policy
 - Establish their potential needs in terms of additional storage
 - Identify additional and appropriate storage solutions where practicable
 - Support the tenant to move to suitable alternative accommodation if their needs cannot be reasonably met

The **Implementation Officer (Installations)** will be responsible for:

- Identifying storage opportunities and potential solutions
- Identifying suitable locations for mobility scooter storage and charging points

- Considering fire safety risks caused by storage and mobility scooter charging
- Reviewing of waste and recycling storage and access (fire safety)
- Providing a detailed specification of the works required
- Identifying and procuring suitable storage facilities, including associated work and installation contractors
- Managing contractors and post-inspecting works
- Approving invoices

4.3 There are no increased hardware costs associated with this proposal.

5. Section 151 Officer comments:

5.1 If approved, the budget will be added to the HRA and managed within the HRA's medium term financial plan.

6. What are the legal aspects?

6.1 None identified

7. Monitoring Officer's comments:

7.1 This report raises no issues for the Monitoring Officer.

8. Report details:

8.1 The business case and background for the establishment of these posts is set out in the original report submitted to Scrutiny Committee People, Executive and Council **(Appendix A)**.

8.2 It is essential that the introduction of the new Fire Safety Management policy is implemented effectively to ensure that the Council is compliant with fire safety regulations as laid out in legislation.

8.3 Details of the current and revised structure, together with the Equality Impact Assessment (EQIA) are set out in **Appendix B & C respectively**.

8.4 This request for additional staff provision will not impact any other employees within Housing and will offer them additional support in the initial implementation of the Fire Safety Management Policy by educating residents on the importance of maintaining a Clear and Safe policy. They will also identify and provide additional storage solutions to keep escape routes free of obstacles. Following the implementation phase, Housing Officers will maintain an ongoing regular programme of monitoring escape routes within blocks of flats to ensure that they remain clear.

8.5 A copy of the job descriptions and personal specifications are set out in **Appendix D**.

9. How does the decision contribute to the Council's Corporate Plan?

- 9.1 The content of this report is consistent with the following corporate objective of providing high quality, value for money services.

10. What risks are there and how can they be reduced?

- 10.1 There are no risks involved in making this decision. It is a greater risk that we do not provide adequate resources to effectively implement the approved Fire Safety Management policy.

There is comprehensive and complex fire legislation to observe and penalties can be severe in the event of non-compliance, both for the Council (corporate manslaughter, unlimited fines and public sanctions) and the duty-holders (fines and/or custodial sentences) as well as significant negligence liabilities should harm occur.

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

- 11.1 We believe that this decision will have a positive impact in this aspect. It will allow us to effectively identify the needs of our residents, by a process of consultation and education, and provide, where possible, additional storage solutions to enable escape routes to be kept clear and ensure the continuing safety of residents living in communal blocks. Clear escape routes also make it safer and easier for fire fighters to operate and conduct evacuations. Where additional storage solutions are not practicable, residents will be supported in other ways, such as securing suitable alternative accommodation to meet their housing need.

12. Are there any other options?

- 12.1 One potential option for the implementation of this new system to be absorbed within the current establishment is considered earlier in this report. However, this would detract from officers being able to deliver on their primary roles and would potentially impact on the delivery of key services such as tenancy inspections and tackling Anti-Social Behaviour.

Director Bindu Arjoon

Local Government (Access to Information) Act 1972 (as amended)
Background papers used in compiling this report:-

Contact for enquires:
Democratic Services (Committees)
Room 2.3
01392 265275

REPORT TO Executive

Date of Meeting: 14 November 2017

Report of: Corporate Manager, Democratic & Civic Support

Title: FREEDOM OF THE CITY

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1.1 What is the report about?

- 1.1 This report sets out a proposal to offer the Freedom of the City to Mr Ron Crabb in recognition of his outstanding services to the City and community of Exeter, in a professional, charitable and personal capacity.

2. Recommendations:

- 2.1 That in accordance with Section 249 of the Local Government Act 1972, an Extraordinary meeting of the Council be arranged, on the rising of the Ordinary meeting of the Council on 19 December 2017, to consider granting the Freedom of the City to Mr Ron Crabb.

3. Reasons for the recommendation:

- 3.1 Section 249 of the Local Government Act 1972, gives Councils the power to grant "Freedom of the City" to any individual who it feels has given eminent service to the City.
- 3.2 To this end, an Extraordinary meeting of the full Council must be convened to specifically consider this matter, with two thirds of those present, voting in favour.
- 3.3 If the recommendation contained in this report is accepted by The Executive and subsequently adopted by full Council, an Extraordinary meeting of the Council will therefore be organised immediately after the ordinary meeting of the Council scheduled for 19 December 2017, when Members will be asked to consider granting the Freedom of the City to Mr Ron Crabb.
- 3.4 Members are reminded of the following four criteria against which nominations for Freeman of the City are considered:-
- For those who have extraordinarily served the community over a number of years (minimum of 20 years) in a voluntary or professional capacity;
 - For those who have achieved national, international or world recognition for excellence in their particular field of expertise (be it business, entrepreneurial, sport, or any other area);
 - For those who have promoted Exeter during their career so as to significantly raise the profile of the City on a national, international or world basis;
 - For those who have via a particularly extraordinary act, or series of acts, put the safety or well being of themselves secondary to those of others.

3.5 The following nomination has been received:-

“Ron Crabb has had a marvellous and varied career, the majority of which has been based in Exeter. Not only has he had professional careers as a Royal Marine and Prison Warder, he is well known for his work as Mace Sergeant for the City Council as well as a professional football referee. What isn’t so well known is his charity work within the City, which is seemingly endless. He has worked tirelessly with the Royal Marines Association and the Training camp at Lymington; the local Air Cadets and Scouts; and many many organisations. During his time as Mace Sergeant, he was elected to the position of Prime Warden - the top position in the Honorary Guild of Mace Bearers. In recognition of all of these achievements, he was awarded the British Empire Medal, No matter what Ron did, or where he was, he always promoted the fact that he was from Exeter.”

3.5 As such, it meets several of the agreed criteria against which such nominations should be assessed, and as such is recommended for approval.

3.6 In response to this nomination, Mr Crabb has stated:-

“Of all the jobs I have had in my life, my time spent working in the Guildhall was a privilege and I was very proud of working for the City Council, and in particular, its Mayoralty. Throughout my life, I have always said that I have come from Exeter and the thought of becoming a Freeman of this great City, is an absolute honour, and one I am delighted to accept..”

4. What are the resource implications including non financial resources.

4.1 Other than a small cost in preparing a suitable ceremonial scroll and hosting a small reception, there are no resource implications.

5. Section 151 Officer comments:

5.1 There are no financial implications contained in the report.

6. What are the legal aspects?

6.1 Section 249 of the Local Government Act 1972, gives Councils the power to grant “Freedom of the City” to any individual who it feels has given eminent service to the City.

7. Monitoring Officer’s comments:

7.1 This report raises no issues for the Monitoring Officer.

8. Report details:

- 8.1 The Council is asked to consider bestowing the honour of Freedom of the City to Mr Ron Crabb, in recognition of his outstanding services to the City and Community of Exeter in a professional, charitable and personal capacity.
- 8.4 It is felt appropriate that Mr Crabb is awarded the honour now, following his retirement from employment with the City Council during which time he served the Mayoralty Office with the utmost dignity and professionalism, whilst continuing with his many charitable and personal endeavours.
- 9. How does the decision contribute to the Council's Corporate Plan?**
- 9.1 This decision will help promote the City as a regional capital and one which supports those who support and promote the City as such.
- 10. What risks are there and how can they be reduced?**
- 10.1 There are no risks associated with the proposals.
- 11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?**
- 11.1 None applicable with this decision
- 12. Are there any other options?**
- 12.1 The Council could decide not to make the award, although it is felt that this would be against the Council's approved criteria.

John Street
Corporate Manager, Democratic & Civic Support

Local Government (Access to Information) Act 1972 (as amended)
Background papers used in compiling this report:-

Contact for enquires:
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