The South Hampshire and Hampshire Cultural Infrastructure Audit

Results of audit and mapping research into cultural facilities in Hampshire and the South Hampshire Growth Point Area to develop an evidence base for cultural infrastructure planning

September 2010

Updated at September 2011

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Executive Summary

1. Background and scope

In order to develop an evidence base for cultural infrastructure planning in South Hampshire and Hampshire, an audit of local authority owned, managed or supported cultural facilities was undertaken in early 2010. The original focus of the research was the area covered by the Partnership for Urban South Hampshire (PUSH) on account of its growth point status, but this area was extended with the support of Hampshire County Council Department for Culture Community and Rural Affairs which provided additional funding to widen the study to cover all of the Hampshire County Council[1] area as well as the cities of Portsmouth and Southampton.

The study builds on the culture mapping project carried out by Audiences South in 2008, which located all of the major cultural facilities in the South Hampshire area and was funded by SEEDA. The study also addresses one of the recommendations of an earlier report, *'Spatial Planning and the Provision of Cultural and Sporting Infra Structure in the PUSH area'* produced by Professor Martin Elson in 2009 for PUSH Living Places and the Museums, Libraries and Archives Council. Specific planning recommendations within this report therefore only relate to the South Hampshire area.

Finally, the report also represents the results of the PUSH pilot of the SEEDA[2] Culture and Creative opportunities framework which aims to develop an evidence base to inform creative industry development and the cultural aspects of spatial planning. SEEDA have provided further funding which currently resides with Winchester City Council and is held on behalf of CCOF project partners in order to develop and sustain web based tools which use the methodologies adopted in the Kent and PUSH pilots to support the sector in influencing economic development and spatial planning policy.

2. Aims and rationale

This study responds to the need for local authorities to implement a systematic process of infrastructure planning and delivery to accompany their Local Development Frameworks, and to help construct a potential cultural charging schedule for use with the Community Infrastructure Levy [CIL].

It seeks to mirror similar work undertaken for sports facilities to inform planning for, and potential developer contributions towards, the necessary physical infrastructure (facilities) required to support cultural and sporting activity for a growing population. It is therefore concerned with the current physical state of the buildings, access issues, capacity and broad usage patterns. It does not cover non-physical factors such as price, programming, education, outreach or artistic/ curatorial quality issues which all have a clear impact on demand and usage. The results are a comprehensive audit of cultural facilities in Hampshire, and present a base line which is intended to support a

[1] In this report the phrases "Hampshire County Council area" or "Hampshire CC area" refer to the statutory boundaries of the County Council. The phrase "Hampshire" refers to the wider geographical area covered by Hampshire County Council and the two unitary authorities of Southampton and Portsmouth. The phrase "South Hampshire" refers to southern part of the wider Hampshire area including Portsmouth and Southampton.

[2] SEEDA – the South East England Development Agency

dialogue between planners and cultural officers about provision in their area.

The study is primarily concerned with identifying, auditing and analysing the current state and usage of cultural facilities which are either publicly owned, managed or regularly funded or supported by Local Authorities[6], or by Arts Council England as a 'regularly funded organisation' [RFO]. The study is limited to the following types of cultural infrastructure:

- Public libraries
- Public archives
- Publicly owned and/or regularly supported facilities for the arts, made up of:
    - Galleries housing permanent or temporary exhibitions;
    - Multi use arts venues and theatres;
    - Production, rehearsal and education space for the arts; and
- Publicly owned and/or regularly supported Accredited Museums.

The cultural typology adopted for the categorisation of cultural facilities is consistent with that defined by the Arts Council England (ACE) and the Museum, Library and Archive Council (MLA) as part of their work to establish nationally recognised standard charges and space benchmarks for culture[3].

The research process involved (1) Establishing an appropriate **classification of existing provision**; (2) Identifying the **location**, **patterns of use and catchments** of cultural facilities, including relationships to local authority boundaries; (3) **Assessing the building quality, accessibility and capacity of current provision,** and its relationship to recommended Arts Council England (ACE) and Museums, Libraries and Archives Council (MLA) benchmarks and space standards; (4) Developing an **understanding of current demand** in order to explore the relationship between existing usage and the network of provision across the area.

3. The audit

In total there are 149 eligible[4] cultural facilities in the study area (Hampshire and South Hampshire) which fit the standard charge criteria and have been categorised as being local authority managed or having some degree of local authority support and/or regular funding. Of these, 80% are local authority owned or supported almost 7% have other core support and almost 3% are independent charities or commercially operated.

To help understand what population is being served by any particular facility, and by extension where there are gaps, the study defined the average catchment area for each of the types of facility defined (using attender data from 80 cultural organizations and other existing user information where available).

Catchment areas for 50% and 75% radius, and estimated drive times, were established for different categories of arts organisations; libraries; archives and museums across the study area, and mapped to show coverage.

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[3] Arts Council England (ACE) and the Museums, Libraries and Archives Council (MLA) have recently published guidance on the use of standard charges for public libraries, archives, arts and museums, see *Public Libraries, Archives and New Development: A standard charge approach* (MLA updated 2009) and *Arts, Museums and New Development: A standard charge approach* (ACE and MLA 2009).

[4] The criteria by which cultural organisations are judged to be included are discussed in the methodology section of this report.

The physical quality of the buildings and their accessibility, which can have a demonstrable impact on usage and quality of visitor experience, was also assessed through the use of self-completion questionnaire. The study also looked at the current infrastructure to try and understand where existing facilities were deemed to be operating at capacity or below capacity, as well as analysing broad participation and satisfaction data to gauge relative participation in each district.

Finally, the size (expressed as total metres square per 1,000 population) of different facilities by local authority area was calculated and compared to national benchmarks. As part of the national work undertaken by ACE and MLA to secure developer contributions for cultural facilities, national space benchmarks for public libraries and archives, arts facilities and museums were developed. These are expressed as m^2 per 1,000 population and the figures are given below:

- The MLA recommended minimum benchmark figure for library provision is 30 sq. m per 1,000 population;
- The MLA recommended minimum benchmark figure for archive provision is 6 sq. m per 1,000 population;
- The MLA recommended minimum benchmark figure for museum provision is 28 sq. m per 1,000 population;
- The ACE recommended benchmark for arts provision (across the 3 types) is 45 sq. m per 1,000 population.

4. Research findings

During the course of the study it has become clear that the natural geography of culture does not reflect administrative boundaries. Arts audiences and museum visitors do not define their activities using the borders between local authorities. Any boundary for the study is therefore, to some extent, artificial and we have tried to mitigate this factor by mapping facilities outside the study boundary. That said, it is possible to analyse the extent to which the study area is in balance with national standards of provision, or over/under catered. Averaging out provision across several Local Authorities and travel areas gives a clearer picture than sticking to individual Local Authority boundaries. Therefore the study analysis, in general, uses the full boundary embracing Southampton, Portsmouth, and the whole of Hampshire.

4.1 Themes emerging from arts facilities analysis

44 different arts facilities are located in the study area. Spheres of influence for arts provision exist which include Salisbury, Southampton, Portsmouth and Chichester in the South supported by Eastleigh and Winchester; and Reading, Newbury, Woking and Guildford in the North supported by Basingstoke and Farnham.

Most facilities are concentrated in the cities and towns of Basingstoke, Winchester, Southampton, Portsmouth and Eastleigh and these locations are significant importers of visitors to cultural venues. (In the case of Winchester although the Local Authority offer is below the benchmark for provision, other providers including the cathedral have a significant impact.) The remaining 8 districts appear to export visitors and residents in these areas rely on facilities outside their district boundaries. Scope may therefore exist for Local Authorities to work collaboratively to support performance venues and galleries.

In some areas several similar facilities are located in close proximity to each other. In some instances these facilities are in different ownership County Council, District Council, School, College, and University. Opportunities may exist for collaborative working, sharing services, joint programming or possibly rationalisation.

Hampshire residents enjoy good access to all 3 different types of arts facilities. Virtually all residents live in the catchments of a large-scale multi-purpose arts venue/theatre as well as a gallery, the only exceptions being residents living in the largely rural central part of the county. All the principal towns are served by medium or small-scale venues. Some 'cold' spots where populations are on the edge of catchments do however exist and these include Romsey, Warsash, Bishops Waltham, Locks Heath, Stubbington, Bordon, Alton, Petersfield and North and West Waterlooville. Gosport should also be considered a 'cold' spot due to its lack of transport connectivity.

More research is required however to gain a comprehensive understanding of production, rehearsal and education space for arts across the region. In particular more information is required relating to the extent of community access to facilities on school sites.

Total floor space provision in the study area equates to 63% of the national benchmark of 45 m^2 per 1000 population – though this varies considerably across districts from over 100% to 5%, and unless new provision is delivered this figure will fall below 60% by 2026. The fitness for purpose and accessibility of facilities is variable and data is incomplete – venues should be encouraged to fill in the gaps in the data to build a more comprehensive picture.

Participation levels across the study areas are roughly in line with the regional average; however in terms of participation the study identifies Rushmoor, Gosport and Havant as having lower than projected levels of participation.

If developed, it is likely the eco towns in Fareham and Bordon might expect to be served by enhanced local facilities. Population growth in Portsmouth, Southampton, Test Valley and Winchester including West Waterlooville may also lead to requirements for enhanced provision. The Berry Theatre in Hedge End goes some way to address needs arising from population growth in Eastleigh.

4.2 Themes emerging from library facilities analysis

73 libraries are located in the study area. Good spatial coverage exists across the study area and almost complete coverage exists in the urban area. Coverage is sparser in rural areas – this is however mitigated by mobile provision. In South Hampshire some relative 'cold' spots exist in the Whiteley and North Fareham / Wickham areas. In some areas several fairly small libraries with limited opening hours are located in very close proximity to each other and it may be desirable to explore opportunities for rationalisation and enhancement.

Total library floor space across the study area equates to 95% of the national benchmark; without the provision of new facilities this will fall to 86% by 2026. Provision is over benchmark in Gosport and Portsmouth and significantly below benchmark in Eastleigh, Hart, New Forest, and Test Valley. Additionally population growth may lead to additional requirements in Fareham and East Hampshire.

The quality of library provision is generally good with 86% in good or reasonable condition and 82% having good or reasonable access. It is clear that new investment

and access to IT provision at Southampton Central Library, Winchester Discovery Centre and Gosport Discovery Centre has had a significant impact on usage. These libraries have experienced growth in demand in the context of a national trend of declining library visits.

Participation levels are slightly above the South East regional average. Participation 'cold' spots however exist in Rushmoor and New Forest.

Independent of this study Hampshire County Council's Library and Information Service has been developing a standard charge policy designed to meet the current CIL regulations 2010. Although based on the same standards and benchmarks for libraries used in this document, it has used a different approach in that it links contributions from developments to specific libraries. (See Appendix 1.8)

HCC Library and Information Service will be contacting Districts separately about this policy which is designed to meet current policy on planning obligations and be a basis for CIL requirements after 2014.

4.3 Themes emerging from archive analysis

Public record offices are located in Southampton, Portsmouth and Winchester. The Hampshire County Council and Southampton Record Offices are in good condition and Portsmouth is reported as adequate.

The catchments of the statutory archive services are large, extending across the study area. The exceptions are to the SW and NE of the study area. Spatial provision is below the national benchmark standard of $6m^2$ per 1000 population (Hampshire and Southampton have $3m^2$ per 1000 population), being 46% of the national benchmark standard and dropping to 42% by 2026.

In areas experiencing population growth, existing archive services are likely to experience additional demand. Need is therefore likely to emerge to upgrade or refurbish existing facilities or extend access through new service points, such as in libraries or via ICT.

4.4 Themes emerging from museum facilities analysis

In total the study identified 33 local authority owned, managed or supported museums. All Hampshire residents live in the 75% catchment of a museum and all South Hampshire residents live in the 50% catchment.

Museum floor space is significantly below the national benchmark at 58%, falling to 52% by 2026 unless additional provision is delivered or identified through partnership with the independent sector. Hampshire is also well served by national and independent museums which were not included in the audit for this study. Opportunities may therefore exist to review the relationship between local authority museum services and the independent sector if the need for additional museum provision or services is identified.

It is likely that any increase in demand as a result of population growth will best be met by enhancing existing provision rather providing new facilities, although some modernisation, refurbishment or enhancement may be desirable in some instances.

The study did not cover schools usage of museum facilities as part of the catchment analysis. As school groups require particular building standards and facilities, it would be informative to assess and map schools use of museums across the area

and identify any physical shortfalls in provision to inform future development or investment priorities.

Museum participation in the study area is slightly below the National Average. Particular 'cold' spots exist in Eastleigh, Gosport[5], Rushmoor, and Southampton.

It is noted that many of the Local Authorities managing museum services including Hampshire County Council, Southampton City Council and Winchester City Council are currently exploring opportunities for collaboration in relation to collection storage and management as well as service delivery. This study is fully supportive of these proposals for collaborative working.

5. Next steps

This study has analysed the location, scale and catchments of cultural facilities in the study area. It has also established the overall level of space within buildings used for cultural purposes and has compared this with national benchmarks and has drawn conclusions.

This audit of cultural facilities was designed originally to feed into spatial planning agendas in the PUSH area, but has subsequently been widened to cover all Hampshire Districts. The results of the analysis, including the identification of gaps (cold spots) in provision, support some of the proposals outlined in the PUSH Quality Places Capital Projects Listing as discussed by the Quality Place panel in April 2010. These would need to be further explored against the local / district analysis including local catchments, future population changes and financial resources.

A number of 'next steps' are recommended to move the agenda for cultural provision forward in PUSH:

- There is a need for more information on the capacity and suitability of spaces for the arts. This is necessary if any realistic analysis is to take place of the needs for arts generated by growth. There is also a need to fill the gaps in catchment and size information for some cultural facilities.

- Consideration should be given to carrying out a spatial planning review, as carried out in the original PUSH study of 2009, for the non-PUSH Districts.

- Cultural officers should review their needs in the context of local service reorganisation needs and the demands created by population growth, producing relevant strategies and project listings.

- Planners should be approached to consider how to incorporate information on needs for cultural infrastructure within infrastructure delivery plans accompanying LDFs.

- Consideration should be given to the adoption of appropriate cultural benchmark figures across individual local authority areas or sub-regions. This could be along the following lines:

[5] Gosport does perform particularly well in the Place Survey in terms of museum attendance. However there remains relatively low engagement in other studies. It is suggested that the socio-economic profile and the access and transport challenges facing the residents of Gosport provide high local engagement but little engagement elsewhere.

- For libraries, a benchmark of 35 sq. m per 1,000 population for the cities of Portsmouth and Southampton, and 30 sq. m for the remainder of the study area;
- For archives, the figure of six sq. m per 1,000 population of purpose built, fit for purpose, space across the PUSH area, with an agreed proportion of any tariff payments devoted to Portsmouth City, Southampton City and Hampshire County Council archives;
- For museums, a figure determined authority by authority, based on the 28sq m per 1,000 population benchmark, reflecting the level of other non-local authority museum provision in the local area; and
- A benchmark of 45 sq. m per 1,000 people for arts facilities, depending on local circumstances and existing provision.

Changes to National Planning Policy and the Community Infrastructure Levy

Note: This section was prepared in August 2011 by Professor Martin Elson following the publication of the Government's Draft National Planning Framework.

A.1. The Coalition Government is in the process of producing a single document on national planning policy that will replace existing Planning Policy Statements and Planning Policy Guidance notes. The *Draft National Planning Policy Framework* [NPPF] was published in July 2011.

A.2. The Coalition has decided also to retain the Community Infrastructure Levy, first introduced by the previous Government in April 2010, but with a number of significant changes.

National Policy Guidance

A.3. The Draft NPPF contains a number of proposals which suggest the provision of cultural infrastructure is clearly within the remit of the remodelled system. The following are the most important:

- The overall purpose of the planning system is to deliver sustainable development; this includes promoting strong, vibrant and healthy communities with access to services that reflect the community's needs [para 10 of the Consultation document];
- Local plans should set out the strategic priorities for community (and other) facilities in their areas [para 23];
- Local plans should be based on relevant evidence about the social and economic conditions and prospects of areas [para 27]; and
- Local authorities should co-operate with other authorities and providers to assess the quality and capacity of infrastructure and its ability to meet local demands [para 31].

A.4. This audit of cultural infrastructure in Hampshire is specifically designed to assess quality and capacity, as well as the scale and quantity, of cultural facilities and is thus in clear accord with this guidance.

A.5. In terms of planning for sustainable communities, the guidance gives more detail, stating authorities should;

- Plan positively for the integration of community facilities in new development;
- Safeguard valued existing facilities;
- Enable existing facilities to develop and modernise, and
- Ensure that housing is developed in locations which offer a range of community facilities [para 126].

The Community Infrastructure Levy

A.6. The CIL allows Councils to raise funds to support an area's development by imposing a charge per square metre of new development. The system is an attempt to provide clarity in infrastructure funding. The Levy is intended to focus on the

provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision unless these will be made more severe by new development.

A.7. The DCLG *Overview* of CIL, published in May 2011, makes clear that the definition of infrastructure which can be funded is wide and includes **cultural** and sports facilities, as well as such items as play areas, parks and green spaces [para 12 of the Overview].

A.8. The Localism Bill, currently before Parliament, if approved, will contain;

- A requirement to allocate a significant proportion of the levy's proceeds to the neighbourhood/neighbourhoods bearing the brunt of the new development [para 10]; and
- Clarity over the proposal that the levy can be spent on the on-going costs of providing infrastructure [para 14].

References

DCLG (2011) *Community Infrastructure Levy; An Overview*, May, www.communities.gov.uk

DCLG (2011) *Draft National Planning Policy Framework*, July, www.communities.gov.uk

1. Aims and rationale

1.1 The original aim of this study was to develop an evidence base for cultural infrastructure planning in the context of growth in South Hampshire and specifically the Partnership for Urban South Hampshire (PUSH) growth point area. In order to create a defensible set of proposals which will help define what the future requirements for cultural facilities in South Hampshire might be, the study adopts elements of the Planning Advisory Service [PAS] *Steps Approach to Infrastructure Planning* (2009).[6] Hampshire County Council Department for Culture Community and Rural Affairs provided additional funding to allow the study analysis to cover all of the Hampshire County Council area[7] as well as the cities of Southampton and Portsmouth. Planning policy suggestions in the report however in part relate to an earlier study "Spatial Planning and the Provision of Cultural and Sporting and Sporting Infrastructure in the PUSH area" prepared by Professor Martin Elson on behalf of PUSH Living Places and the Museums, Libraries and Archives Council in 2009. Planning recommendations in general therefore only relate to the South Hampshire area.

1.2 The study builds also on the culture mapping project carried out by Audiences South in 2008, which located all of the major cultural facilities in the South Hampshire area, and was funded by SEEDA[8]. The database of cultural facilities, catchment and capacity analysis generated by this work will feed into the *Cultural and Creative Opportunities Framework* project which will be manage by the South East Cultural Improvement Group.

1.3 The results are primarily intended to inform emerging Local Development Frameworks and to help construct a potential cultural charging schedule for use with the Community Infrastructure Levy [CIL] or another tariff based system.

1.4 The study seeks to mirror similar work undertaken for sports facilities[9] to inform planning for, and potential developer contributions towards, the necessary physical infrastructure (facilities) required to support cultural activity for a growing population. It is therefore concerned with the current physical state of the buildings, access issues, capacity and broad usage patterns. It does not cover non-physical factors such as price, programming, education, outreach or quality issues which all have a clear impact on demand and usage. The results comprise the most comprehensive audit of cultural facilities in Hampshire to date and present a base line which is intended to support a dialogue between planners and cultural officers about provision in their area.

Scope of study

1.5 The study is primarily concerned with identifying, auditing and analysing the current state and usage of cultural facilities which are either publicly owned,

6 Arts Council England and MLA (2009) Arts, Museums and New Development; A Standard Charge Approach, www.living-places.org

7 In this report the phrases "Hampshire County Council area" or "Hampshire CC area" refer to the statutory boundaries of the County Council. The phrase "Hampshire" refers to the wider geographical area covered by Hampshire County Council and the two unitary authorities of Southampton and Portsmouth. The phrase "South Hampshire" refers to southern part of the wider Hampshire area including Portsmouth and Southampton.

8 Audiences South (2008) PUSH; Culture map, Winchester, Audiences South

9 See Sport England Sports Facilities Calculator

managed or regularly funded or supported by Local Authorities[10], or by Arts Council England as a 'regularly funded organisation' [RFO].

1.6 The study covers the following types of cultural infrastructure:

- Public libraries
- Public archives
- Publicly owned and/or regularly supported facilities for the arts, made up of
    - Galleries housing permanent or temporary exhibitions
    - Multi use arts venues and theatres
    - Production, rehearsal and education space for the arts; and
- Publicly owned and/or regularly supported Accredited Museums.

1.7 Cultural facilities which are not owned, managed or regularly funded by Local Authorities and ACE are identified as providers of cultural opportunities within the study area [and mapped], but are not included within the detailed audit for this study. This is because the focus of the study is primarily on local level facilities which make a significant contribution to providing a service to local residents and communities. It can be assumed that any housing and resulting population growth will lead to additional demands being placed on these facilities. A local authority may therefore choose to mitigate the impact of new development by introducing developer contributions towards these neighbourhood facilities where there is no capacity to accommodate additional demand.

1.8 The study does not focus on major cultural and arts facilities of national importance which are funded through national funding schemes as this provision is not primarily shaped by local demand considerations. Similarly, the study does not cover commercial provision or other facilities outside the sphere of influence of the Local Authority sector, neither does the study cover space for organised sports, informal recreation, heritage or other green infrastructure. These elements of provision are covered in separate studies, including the PUSH green infrastructure study, and the assessments of sport and pitch provision co-ordinated by The Hampshire Sport Partnership. Additional work is also being undertaken into commercial artists workspace and so is not covered by this study.

Planning context and rationale for the study

1.9 This study responds to the need for local authorities to implement a systematic process of infrastructure planning and delivery to accompany their Local Development Frameworks, and on a wider scale, social infrastructure planning across the PUSH growth point area.

1.10 Communities and Local Government [CLG] guidance in PPS 12 *Local Spatial Planning* [CLG 2008], states that the LDF core strategy is a means for ***'orchestrating the necessary social, physical and green infrastructure required to ensure that sustainable communities are created'***. Cultural facilities fall into this category. Local planning authorities are therefore required to carry out more systematic planning to assess infrastructure needs in their areas, and cultural service providers will be challenged to list their requirements in the context of spatial plans for their area. In order to do this, this report looks to support culture service providers in assessing the state and usage of the physical buildings infrastructure of their services which will need to be considered alongside resourcing and programming.

10 For a minimum of 3 years – one off grants are not included.

1.11 The results of this study will:

- Feed into the Infrastructure Delivery Plans which are now being prepared to accompany LDF core strategies;
- Form the background evidence for cultural needs in developing local charging schedules under the CIL regime, which commenced in April 2010;
- Inform *Building Schools for the Future*[11], or any legacy programmes that should inform and develop buildings on school sites;
- Feed into cultural strategies being prepared at local authority level;
- Assist in making bids to the CLG for Growth Area and Eco Town funding[12], and to the Lottery and other funding sources for new and improved facilities;
- Support cross-boundary service planning and the development of joint working.

1.12 The study also provides an example of how to use data on cultural catchments, participation and use, from sources such as the *Taking Part* survey and booking data, to produce valid insights for setting priorities in spatial planning.

1.13 Furthermore, the study provides an example of how to use the new national benchmarks and guidance for adopting standard charges for libraries, archives, arts and museums to produce an indicative assessment of need for cultural provision and funding as a result of growth plans. These can also be used to assess the likely level of developer contributions for cultural facilities within a planning area, for example as part of Supplementary Planning Documents.

1.14 Formulae and standard charges in the context of planning obligations are quantitative calculations and measurements of the level of contribution likely to be sought by a local planning authority to mitigate the specific impact of a development where it generates additional needs e.g. for community infrastructure including arts facilities and museums, libraries and archives. The Government has encouraged the use of formulae and standard charges to help expedite Section 106 negotiations.

1.15 The Community Infrastructure Levy (CIL) is a new charge which local authorities will be empowered, but not required, to charge on new development. CIL proposals allow for charging schedules to be drawn up which will cover the infrastructure requirements to deliver the policies in Local Development Frameworks (LDFs). In contrast to the system of planning obligations. CIL therefore relates to the development of an area rather than to impacts of individual developments, thereby opening up the opportunity for more holistic infrastructure planning and funding. CIL will take account of overall viability and will cover elements of infrastructure that cannot be funded by other means.

1.16 Independent of this study Hampshire County Council's Library and Information Service has been developing a standard charge policy designed to meet the current CIL regulations 2010. Although based on the same standards and benchmarks for libraries used in this document it has a different approach, in that it links contributions from developments to specific libraries. HCC Library and Information Service will be contacting Districts separately about this policy which is designed to meet current policy on planning obligations and be a basis for CIL requirements after 2014.

11 When this report was commissioned the Building Schools for the Future programme was seen as providing considerable funding to develop school buildings in Southampton, Portsmouth and South Hampshire. The newly elected coalition government has since then ended this stream of funding.

12 Since the commissioning of this report this particular source of funding is no longer available. However it remains in the report as example of future opportunities.

1.17 Arts Council England (ACE) and the Museums, Libraries and Archives Council (MLA) have recently published guidance on the use of standard charges for public libraries, archives, arts and museums, see *Public Libraries, Archives and New Development: A standard charge approach* (MLA updated 2009) and *Arts, Museums and New Development: A standard charge approach* (ACE and MLA 2009), and this guidance has informed the methodology for this study. For further information on the ACE and MLA standard charges see a summary in Appendix 1.2.

The Study Process

1.18 This study was originally commissioned by the PUSH Quality Places Delivery Panel to develop an evidence base and proposals for cultural infrastructure within the South Hampshire[13] area. The initial analysis was restricted to facilities within the South Hampshire area, which includes only small parts of the Winchester, Test Valley and East Hampshire local authority areas.

1.19 The results of the first phase of analysis suggested that a widening of the geographical area studied was necessary given the size of the catchments of various cultural facilities that were emerging. A wider analysis would allow firmer conclusions to be drawn for policy and practice.

1.20 The study has therefore carried out an analysis which covered the area administered by Hampshire County Council and the Hampshire Districts, together with those administered by the unitary authorities of Portsmouth and Southampton. This analysis gives a fuller picture of travel in to and out of the South Hampshire area for cultural activities, reflecting the sub-regional nature of much of the provision.

13 PUSH is a partnership of the unitary authorities of Portsmouth and Southampton; Hampshire County Council and district authorities of Eastleigh, East Hampshire, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester. The PUSH area as discussed in this report is the Growth Area which is situated in South Hampshire which includes the two Unitaries of Southampton and Portsmouth and the area of South Hampshire covered by the districts Eastleigh, Fareham, Gosport and Havant as well as 40% of The New Forest population, 35% of Test Valley, 17% of East Hampshire and 31% of Winchester.

2. Planning policy and the role of culture in Hampshire

Population Growth

2.1 A key element of this audit is to assess the provision of cultural infrastructure in relation to the local population and then to compare that with national benchmarks (expressed in square metres per 1,000 population). This comparison is undertaken in respect of the current population and the projected population in 2026.

2.2 For this, use is made of the population projections produced by Hampshire County Council. These project an increase in the population of the whole county (including Portsmouth and Southampton) of 8.8% - from 1.69 million in 2006 to 1.84 million in 2026. In the PUSH area, an increase of 8.7% from 1.00 million to 1.09 million is projected.

2.3 These population projections are based on a number of statistical inputs and assumptions; one of which is predicted house building. The latter is based on the house building targets in the South East Plan. Many local planning authorities are now considering whether to adopt a different house building target following the revocation of the South East Plan; the adoption of a different target by an authority could mean a different population projection for its area.

2.4 Hampshire County Council intends to produce updated population projections once the local planning authorities have settled their house building targets, so pending those revised figures, this Audit has used the existing population projections. However on the basis of the indications from authorities about their intentions, the County Council's demographic forecasters envisage a difference of only 2-3 % from the current 2026 population projections for the county and the PUSH area. Clearly though, lower house building in any particular district will mean a lower population in 2026 and thus a reduced need/justification for new cultural infrastructure in that area.

Cultural provision

2.5 The County Council has produced an analysis of infrastructure needs associated with growth; the *Community Infrastructure Study* [Hants CC, 2009]. This covers public library needs but not other aspects of provision for culture such as arts, museums and archives.

2.6 The *Community Infrastructure Study* also suggests there will be a major shortfall in potential funding for necessary infrastructure associated with growth. Growth area funding, PFI and other funds may need to be complemented by revenues from the Community Infrastructure Levy and local authority capital sums.

Table 2.a Population projections for Hampshire

District	2006	2026
Basingstoke and Deane	158,000	185,200
East Hampshire	111,150	125,900
Eastleigh	119,350	134,950
Fareham	109,000	132,400
Gosport	79,500	77,750
Hart	87,900	89,900
Havant	115,900	119,550
New Forest	172,050	165,050
Portsmouth	192,000	207,150
Rushmoor	93,850	100,750
Southampton	223,550 (228,600)	235,650 (257,695)
Test Valley	112,300	124,150
Winchester	112,900	137,650
Hampshire (including Portsmouth and Southampton)	**1,687,450** (1,692,500)	**1,836,000** (1,858,095)
PUSH	**1,000,250** (1,005,250)	**1,087,650** (1,109,695)

Source: Hampshire County Council's long term projections
(Southampton City Council has slightly different calculations and these are shown in brackets)

The Quality Places Delivery Panel

2.7 PUSH from its inception has committed to supporting a Quality Places agenda as a means of securing sustainable economic development and housing growth. The Quality Places Delivery Panel, chaired by Cllr Vernon Jackson leader of Portsmouth City Council, was established as a formal part of the PUSH governance structure in 2007. In 2008 PUSH adopted a cultural strategy which emphasised a commitment to promoting cultural participation and enhancing cultural infrastructure in response to the growth agenda.

2.8 In response to this commitment in 2009 the Quality Places Delivery Panel has carried out a study on *Spatial Planning and the Provision of Cultural and Sporting*

Infrastructure in the area, including a detailed analysis of LDF progress, policies and proposals [PUSH, 2009][14].

This concluded:

- That there had been no systematic assessment of cultural facility needs in the PUSH area, although the work of Audiences South to map facilities provided a useful starting point [Audiences South, 2008];

- School development works and Building Schools for the Future[15] provide an opportunity to help plan cultural and education provision in a more systematic way;

- The needs for cultural infrastructure provision emerging from large sites needed to be explored;

- The benefits and potential disadvantages of the co-location of cultural facilities should also be assessed;

- The levels and type of facilities appropriate to rural settlements and areas should be considered.

Since June 2010 some phases of the BSF[16] project have been put on hold or have been cancelled. BSF is no longer a relevant programme, but preparation and planning for BSF schools could inform future policy and planning.

Culture in local development frameworks

2.9 Although the County Council has resolved to adopt a version of the MLA standard charge for use with library provision in Hampshire, the same does not yet apply to the cities of Portsmouth or Southampton.

2.10 Wider issues of arts buildings provision, museum and gallery improvements and archive needs are less well covered, if at all, in plans.

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14 PUSH and Isle of Wight in partnership with businesses have submitted an initial outline proposal for a Solent LEP in response to the Government›s call to submit an expression of interest for a Local Enterprise Partnership. Solent LEP will be driven by the business community, supported by four university partners, the further education sector, three upper tier authorities (Isle of Wight, Portsmouth and Southampton), eight district councils (East Hampshire, Eastleigh, Fareham, Gosport, Havant, New Forest, Test Valley and Winchester) and the voluntary and community sector who are actively working together to secure a more prosperous and sustainable future for the sub region.

15 When this report was commissioned the Building Schools for the Future programme was seen as providing considerable funding to develop school buildings in Southampton, Portsmouth and South Hampshire. The newly elected coalition government has since then ended this stream of funding.

16 See above

2.11 The MLA and ACE standard charges for a range of cultural provision provide authoritative guidelines for future provision of relevance to spatial planning and cultural planning. They indicate a way forward in benchmarking and understanding local conditions in association with assessments of cultural needs. They are of particular value for assessing requirements as part of deriving CIL charging schedules at local authority level. This study therefore focuses on undertaking a systematic assessment of cultural facility needs in the South Hampshire area, in order to inform spatial plans and priority setting.

3. Methodology and main audit findings

3.1 In order to provide an overview and assessment of cultural facilities across Hampshire and South Hampshire, the research process involved:

- Establishing an appropriate **classification of existing provision**;
- Identifying the **location**, **patterns of use and catchments** of cultural facilities, including relationships to local authority boundaries;
- **Assessing the quality, accessibility and capacity of current provision,** and its relationship to recommended Arts Council England (ACE) and Museums, Libraries and Archives Council (MLA) benchmarks and space standards;
- Developing an **understanding of current demand** in order to explore the relationship between existing usage and the network of provision across the area.

Typology, location and ownership

3.2 The typology adopted for the categorisation of cultural facilities is consistent with approaches being used both nationally and in other areas. It is primarily based on the typology of cultural provision established by ACE and MLA as part of their work to establish nationally recognised standard charges and space benchmarks for culture. It is also consistent with recent CASE[17] work undertaken by the Department of Culture, Media and Sport on sector auditing and research[18]. CASE aims to strengthen sector understanding of how best to deliver high quality culture and sporting opportunities through a programme of work looking at the use and usefulness of existing sources of evidence and information available to the sector.

3.3 The standard charge typologies for the arts, museums, public archives and public libraries were developed in response to the need to:

- cover the main types of cultural provision of relevance to spatial planning;
- introduce a spatial dimension to the analysis of cultural provision, including location, size and quality of existing facilities;
- limit cover to provision that can be affected by local authority actions;
- focus on community level provision;
- provide input in a form appropriate for the Community Infrastructure Levy or tariff approaches.

[17] CASE: The Culture and Sport Evidence Programme.
[18] http://www.culture.gov.uk/case/

3.4 In addition, the related auditing work being undertaken by BOP (Burns Owen Partnership) for the Kent culture and creative opportunities framework pilot was taken into account to ensure consistency of approach and read across between the studies. For a comparison of the typology adopted for this study with the CASE typologies, please see Appendix 1.3.

3.5 Festivals and cinemas are not included in the audit of facilities, as this study focuses on physical provision in the main commissioned by local authorities. Cinema and festivals also contribute to the local cultural offer and might be a subject for future research. The study also does not include community media facilities as insufficient information was available to include them in the audit. The need and demand for commercial artists workspace is also being considered as part of a different study being undertaken by David Powell Associates.

Table 3.a showing the six types of facility included in this study

Category	**Purpose**
I) Production, rehearsal and education space for the arts[19] Mix of public space and non-public space as described/defined in ACE/MLA 2009 report *Arts Museums and New Development; A Standard Charge Approach*	Artist studios / arts education and rehearsal space providing space for arts production and sales, *as well as* opportunities for public access and engagement through performance, exhibitions, learning or community outreach programmes. [Their public function helps distinguish them from commercial artists workspace].
II) Multi use arts venues and theatres Mix of public space and non-public space as described/defined in ACE/MLA 2009 report *Arts Museums and New Development; A Standard Charge Approach*	Small to large, multi-use performing arts venues and theatres (drama, music, dance) providing performance and rehearsal space, and opportunities for public access and engagement through learning and community programmes.
III) Art Galleries Mix of public space and non-public space as described/defined in ACE/MLA 2009 report *Arts Museums and New Development; A Standard Charge Approach*	Buildings housing permanent and/or temporary art collections, and providing public access and leisure and learning opportunities for the local community.
IV) Public libraries Mix of public space and non-public space as described/defined in MLA	Providing local, high quality, accessible spaces for access to books, information,

[19] During this research it was clear that in PUSH a distinction has been drawn between "Creative Workspaces" and Production, Rehearsal and Education Spaces. Defining "Creative Workspaces" as predominantly incubators for business development and of a different nature from PRES which are defined "facilities that enable members of the community to get hands on experience of engaging in cultural activity".

2010 report *Public Libraries*, *Archives and New Development: A Standard Charge Approach.* (Although the national typology includes mobile facilities, they were not surveyed as part of this audit).	the internet and individual and community learning and leisure opportunities.
V) Public archives Mix of public space and non-public space as described/defined in MLA 2010 report *Public Libraries*, *Archives and New Development: A Standard Charge Approach*	'Places of Deposit' for LA records and housing local records generated by individuals, families, businesses and institutions for research, learning and leisure.
VI) Accredited Museums Mix of public space and non-public space as described/defined in ACE/MLA 2009 report *Arts Museums and New Development; A Standard Charge Approach*	Buildings housing permanent collections, permanent and/or temporary exhibitions, and providing opportunities for public access and engagement through research, learning and community programmes.

Notes on categories:

Category II (Multi use arts venues and theatres) is subdivided into small / medium / large.

Category IV (Public Libraries) is subdivided using Hampshire County Council's categories of neighbourhood / small / medium / large / discovery centre.

Category VI (Accredited Museums) is subdivided into local / regional or national.[20]

3.6 In total there are 149 cultural facilities in the study area [Hampshire and South Hampshire] which fit the standard charge criteria (some these however have multiple functions for example they may contain an arts venue and gallery.) These facilities have been categorised as being local authority managed or having some degree of local authority support and/or regular funding. The split across different cultural areas is shown in table 3.b below.

Table 3.b Showing number of facilities[21] in PUSH and Hampshire

Type of provision	Facilities in PUSH area (Total in Partner Districts)	Total no. of facilities in whole study area
Arts (all categories)	33	42
Libraries	61	73
Archives (public record offices and LA run)	3	3
Museums	28	31

Location of facilities

3.7 The study listed by district, the arts, public archive, museum and public library facilities which are local authority run, managed or regularly supported/funded or ACE funded, with postcodes and key contacts for information. School sites were also identified, in particular those which have regular and clearly defined public access arrangements to their cultural facilities. Further listings of facilities are contained in the *PUSH Culture Map* [2008] produced by Audiences South.

3.8 Maps have been produced, which show all the cultural facilities by district, and type.

Ownership and management

3.9 The study is primarily concerned with facilities that are either local authority owned, run, managed or supported (receiving regular support over a three year period). Facilities which are independent organisations, outside direct LA control, support or influence, are listed but not included in every analysis. Where this is the case, this is highlighted and explained in the report.

3.10 Of the 149 facilities audited for this work 80% are local authority owned. 17% benefit from Local Authority support and 3% are independent charities or run by a commercial organisation which contributes to local cultural strategy.

3.11 Appendix contains a listing of the number of different facilities per district, categorised by ownership (as listed on the returns of each authority). Ownership has been determined by the local authority completing the audit of facilities in their area and falls into six main categories including LA owned; LA education (for school sites

[21] Please see detailed explanation around the inclusion of organisations in this work in the Methodology section.

with public access to cultural facilities); LA supported and not for profit; independent; national and commercial.

Cultural facilities on school sites in PUSH

3.12 There are also a number of schools and colleges within PUSH that have on site cultural facilities or ambitions to develop facilities. All currently have varying levels of public access. A map (appendix 1.5) has been produced showing all secondary schools and colleges in the PUSH growth area. On this map, schools with specialist arts status have been clearly indicated by showing their location marked with a red spot. All other schools are marked in black.

3.13 Some schools offer facilities that, while not meeting the PRES definition, make a significant offer to the community development of practice, skills classes and grass root productions. No survey has been carried out of this type of schools/community provision however, and these facilities are not therefore fully covered by this report.

3.14 Catchment areas have been plotted for those schools where arts facilities are clearly deemed to be publicly accessible, whether or not they have specialist arts status, (for example, Mountbatten School in Romsey has a publicly accessible performance space, but does not have specialist arts status). These catchment areas equate to those which were defined for the smallest scale, ("A") Multi-purpose arts venues and theatres – see section below on Catchments.

3.15 There are 9 schools in the PUSH growth area that have specialist arts status: Brune Park Community College (Gosport); Chamberlayne School (Southampton); Charter Academy (Portsmouth); King Richard School (Portsmouth); Mayfield School (Portsmouth); Park Community School (Havant); Portchester Community School (Fareham); Thornden School (Eastleigh); and Wildern School (Eastleigh).

3.16 Six schools in the PUSH region were identified as having publicly accessible arts facilities: Brune Park Community College (Gosport); Horndean Technology College (East Hampshire); Mountbatten School (Test Valley); Thornden School (Eastleigh); Wildern School (Eastleigh); Woodlands Community College (Southampton). The catchment areas of these facilities are shown to cover Eastleigh, Chandlers Ford, Romsey and much of Southampton, as well as Gosport, much of Fareham and Denmead, Waterlooville and some of Havant.

3.17 It should be noted that these are at best an indication, based on the nearest available information that was comparable with such spaces (i.e. small scale multi-purpose arts venues and theatre).

3.18 Although there exists with some schools an aspiration to link more closely with their local communities, this is not a complete pattern. During the writing of this report there has been the successful opening of The Berry at Wildern School in Hedge End but also the removal of public programming from The Tower at the Kings School in Winchester.

Patterns of use and catchments

3.19 To help understand what population is being served by any particular facility, and, by extension, where there are gaps, the study sought to define the **average catchment area** for each of the types of facility defined in the previous section.

3.20 Existing user information was assessed to establish an average catchment area (shown as miles radius) for each type of facility and their subdivided categories where applicable. Catchment areas for venues with no existing visitor information have been applied based on the results for similar scale venues in the County. For certain types of facility (e.g. performing arts and multi-use arts venues and theatres) there is more data available so the catchments can be estimated with greater confidence.

3.21 This method of catchment definition has advantages and disadvantages. The approach is similar to that adopted by Sport England's Facilities Planning Model and Active Places Power. The methodology is easily transferrable for each typology and it was judged to be the most appropriate for the mix of urban and rural areas represented in Hampshire and South Hampshire. Drive time based catchments could have been used as an alternative, but were deemed unsuitable for this study due to issues surrounding visitor travel patterns (walking and driving); traffic considerations and the varying impact of major and rural roads across the region. Whilst either method of applying catchment areas would be subject to both positive and negative factors, a test comparison of results was reassuring that both tended to yield a similar result, as evidenced in the comparator drive time map in appendix 1.6.

3.22 Audiences South have over recent years analysed the visitor, attender, user, borrower or booker (for ease, all hereafter referred to as 'attenders') databases of many of the cultural organisations throughout the South Hampshire area, Hampshire and beyond. These data sets were used to define catchment areas for cultural organisations in the study.

3.23 Averaged or common catchment areas were used to indicate a uniformity of reach across a range of organisations within their classifications, according to the typology defined for this work. (Where appropriate, these catchments also vary within the typology according to the scale of the organisations). Common catchments also make it possible to apply catchment areas to organisations that have been unable to supply robust attender data.

3.24 In total, the attender data of 80 cultural organisations in South Hampshire and the wider Hampshire region was used to define standardised catchment areas for:

(i) Multi-use arts venues and theatres (with a distinction made between small, medium and large scale organisations);

(ii) Art Galleries;

(iii) Public libraries (with a distinction made between neighbourhood, small, medium, large and discovery centre scale facilities);

(iv) Public archives;

(v) Accredited museums.

3.25 For each organisation the distance was measured from which 50%, 75% and 95% of its visitors travelled. From these figures, averages for each segment of the typology were created, meaning that they could be uniformly applied to organisations in a standardised manner.

3.26 As the geographical circumstances of district authority boundaries, and the reach of the catchments for most cultural facilities, stretch beyond those boundaries, the study works with catchments inclusive of 50% and 75% of users. This is in line

with the practice adopted in Sport England's work examining provision of sporting facilities.

3.27 In order to make the data used in the process of defining catchment areas as consistent and current as feasible, where possible data on all attenders to any given organisation over the past three years was incorporated. This was the 'gold' standard to which the project aspired, whilst accepting that in certain cases this standard could not be met. For example:

- Libraries across the various authorities involved are able only to give uniform, comprehensive and comparable data on book borrowers, as opposed to being able to consistently evidence users of other library-based services;
- Art galleries and museums are often able to supply only sample survey data.

3.28 For production, rehearsal and education spaces for the arts [Category I], it was not possible to obtain robust data about attenders. It was not therefore possible to define and apply catchment areas to those facilities.

Catchments: Multi-use arts venues and theatres

3.29 Data from 17 venues was used to calculate the average catchment in this case. The quality of attender data gleaned from the box office systems of these organisations was high. With well over 200,000 attender records analysed in this category, the dataset is rich, showing a comparatively deep level of penetration into the population in terms of engagement with multi-use arts venues and theatres.

3.30 Because there is such a broad range in the geographical reach of these multi-use arts venues and theatres, it was deemed necessary to calculate distinct catchment areas for small, medium and large organisations and venues. The key distinguishing characteristics which were used to determine the scale of each organisation are, in order of precedence:

- geographical reach of the organisation's attender base;
- the size of the organisation's auditorium;
- whether the organisation's programme is of local, regional or national significance (in terms of uniqueness).

The small scale organisations are designated "A", medium "B", and large scale "C".

Catchments represented are shown below:

Scale	Catchment radius 50%	Estimated drive time
Small (A):	3.9 miles	10 minutes
Medium (B):	4.9 miles	15 minutes
Large (C):	13.5 miles	30 minutes

Scale	Catchment radius 75%	Estimated drive time
Small (A):	8.4 miles	20 minutes
Medium (B):	10.6 miles	25 minutes
Large (C):	25 miles	50 minutes

See appendix 1.7 for a list of organisations with their scale indicated where appropriate.

Catchments: Public libraries

3.31 Book borrower data from across 30 libraries in Hampshire was used to calculate an average catchment radius. Over 190,000 borrower records were analysed in this category. Whilst this means that a consistent and robust level of data analysis was achievable, it also means that the analysis does not take account of users of other library based services, such as the internet, which may alter the results.[22]

3.32 Again it was deemed necessary, because of the broad range in the geographical reach of individual libraries, to adopt a measure of scale for this category and to apply distinct catchments accordingly. As the County Council is the greatest single provider of library services in South Hampshire and Hampshire, it was decided to adopt its library hierarchy, which distinguishes between the following: neighbourhood libraries; small scale libraries; medium scale libraries, large scale libraries and discovery centres.

3.33 The average radii in miles containing 50% and 75% of all book borrowers for each of these scales were calculated as follows:

Scale	Catchment radius 50%	Estimated drive time
Neighbourhood	1.5 miles	5 minutes
Small (A):	0.6 miles	2 minutes
Medium (B):	1.1 miles	3 minutes
Large (C):	1.5 miles	7 minutes
Discovery Centres	1.5 miles	9 minutes

22 PLUS survey data identifies nearly 80% of all South East library users borrowing books.

Scale	Catchment radius 75%	Estimated drive time
Neighbourhood	3.7 miles	13 minutes
Small (A):	1.5 miles	6 minutes
Medium (B):	2.1 miles	6 minutes
Large (C):	2.75 miles	12 minutes
Discovery Centres	2.8 miles	9 minutes

Catchments: Accredited museums

3.34 Data from 13 museums was used to calculate the averages for this category. As in the gallery category, it was difficult to obtain robust data from museums. However, a sample survey, which is now conducted across Hampshire County Council Museum Services facilities annually, means that whilst the volume of data is not as rich as that for multi-use arts venues or libraries, it is at least consistently collected across a large number of the organisations in question. Over 16,500 attender records were analysed in this category.

3.35 The large difference in the range of the geographical reach of different museums made it necessary to distinguish, in line with advice from Hampshire County Council's Museum Service, between museums with collections of local significance and those with regional/national significance.

3.36 The average radii in miles, containing 50% and 75% of all the organisations' attenders, were calculated for these two scales as follows:

Scale	Catchment radius 50%	Estimated drive time
Local (A):	6.6 miles	18 minutes
Regional/national significance (B):	61.5 miles	120 minutes (2 hours)

Scale	Catchment radius 75%	Estimated drive time
Local (A):	24.2 miles	60 minutes (I hour)
Regional/national significance (B):	114.5 miles	200 minutes (3 hours 20)

3.37 Because of the larger reach of these museum catchment areas (in comparison with libraries, or "A" and "B" scale multi-use arts venues and theatres), the whole of

the South Hampshire region is covered by the catchment areas of those museums located within South Hampshire.

3.38 It is possible that, whilst the catchment areas of the museums extend further, the proportion of the population within those catchment areas who engage with the museums is likely to be lower than that which is achieved by multi-use arts venues and theatres and libraries within their own respective catchment areas.

Catchments: Art Galleries

3.39 Attender data from five art galleries was used to calculate the averages for this category. Galleries proved the most difficult category from which to obtain recent, robust and compatible visitor data. This is a nationally recognised challenge which is presently being addressed by a programme of work being led by Arts Council England, which should in future lead to a more robust dataset being developed for this type of venue.

3.40 The five galleries who were able to supply attender data all provided samples collected using a range of methodologies over a range of timescales. In total over 4,000 attender records were analysed in this category.

3.41 As a result of the inconsistent nature of data collection amongst galleries, it is not possible to state absolutely the extent to which the levels of penetration into the population, in terms of engagement with galleries, is less than that which prevails with, say, multi-use arts venues and theatres. However, we can compare what we know of engagement levels with visual arts nationally, through ACE's *Taking Part Survey* or through the TGI survey[23], and based on the lesser provision of gallery spaces in comparison with multi-use arts venues and theatres throughout the South Hampshire region. It can then be inferred that the level of penetration by galleries into the population is significantly lower than for theatres and multi-use venues, with 30% of the adult population attending galleries and over 50% attending a performance in a theatre.

3.42 The smaller numbers of galleries contributing data to the analysis, and the smaller nature of those datasets, meant that it was not realistically feasible to distinguish between different scales of gallery. It is hoped that in the future improved datasets will make this necessary distinction possible. As a result, a broad range between the reach of the various galleries analysed means that the resulting average is unrealistically large for some of the smaller scale organisations.

The average catchment radius calculated for galleries is 12.7 miles.

3.43 Even with all the shortcomings of the dataset for galleries accepted, this does indicate that people are likely to travel further to engage with galleries. The features of gallery catchments may then be usefully summarised as being larger than multi-use arts venues and theatres, whilst not penetrating into those catchment area populations so deeply.

Catchments: Public archives

3.44 For the purposes of this work we used the catchment area analysis conducted by IPF Research for the Public Services Quality Group of the National Council on

23 A continuous survey of consumer usage habits, lifestyles, media exposure and attitudes. Established in 1969, the survey provides actionable and independent marketing information on adults aged 15+. In Britain, TGI is representative of all adults aged 15 to 99 and is used by over 300 companies, including brand owners, media owners, and advertising agencies.

Archives in their *Survey of Visitors to UK Archives 2007: National Report*. This work used the same methodology that we have adopted, and identified and calculated the catchment area for the one of the two public records offices located in the South Hampshire region that are owned/supported by local authority funding (Portsmouth City Record Office). This research has also calculated the catchment for the Hampshire Record Office, which although not in the PUSH area (it is based in Winchester) covers all of Hampshire.

	Catchment radius 50%	**Catchment radius 75%**
Hampshire Archives and Local Studies	24.3 miles	41.2 miles
Portsmouth City Record Office	10.5 miles	51 miles

The other public records office in the study area is the Southampton Archives Office but no comparable catchment data is available.

3.45 Hampshire also supports the Gosport Local Studies Centre in Gosport and the audit listed another 20 non-local authority, specialist archives in the full study area. Their locations are indicated on the map for archives.

Quality: Condition and Accessibility

3.46 As the physical quality of a building can have a demonstrable impact on usage and quality of visitor experience, a survey of the physical condition and accessibility of local authority run, managed or supported arts, accredited museum, public library and public archive venues was conducted across Hampshire using a self-completion questionnaire. The aim was to broadly assess how 'fit for purpose' the buildings were for their intended function and to provide comparator data across the different sectors. A copy of the questionnaire is included in appendix 1 10.

Condition of the building

3.47 The survey asked *"Has there been an audit of the condition of the building within the last 5 years?"*

To this question organisations were asked to select one of the three following responses:

- *Building is in poor condition (major building work required)*
- *Building is in reasonable condition (some work required)*
- *Building is in good condition (no immediate work required)*

The mapping then depicts the condition of the facilities by taking the audit responses and applying a red, amber, or green colour coding to each facility where:

- Red = *Building is in poor condition (major building work required)*
- Amber = *Building is in reasonable condition (some work required)*
- Green = *Building is in good condition (no immediate work required)*

- Black = Either no response or no audit undertaken within last the last five years.

The table below shows the building condition results across the different sectors, including those with no data:

Category	No. of facilities in poor condition	No. of facilities in medium condition	Number of facilities in Good Condition	No data available
Arts	-	21	17	7
Accredited museum		16	10	5
Public library	7	29	35	2
Public archive	-	1	2	-

Accessibility

3.48 The Survey went on to ask *"Have you had a physical Access Audit within the last 5 years?"*

To this question organisations were asked to select one of the three following responses:

- *Yes, major adjustments required*
- *Yes, minor adjustments required*
- *No, no immediate action necessary*

The mapping then depicts the physical accessibility of the facilities by taking the audit responses and applying a red, amber, or green colour coding to each facility where:

- Red = *Physical Accessibility is poor - major adjustments required*
- Amber = *Physical Accessibility is reasonable – minor adjustments required*
- Green = *Physical Accessibility is good – no immediate action necessary*
- Black = Either no response or no audit undertaken within last 5 years

The results for the access audit questions are given in the table below:

Category	Poor access	Good or Reasonable access	No data available
Arts	1	35	6
Accredited museum	5	17	9
Public library	3	61	9
Public archive	-	3	-

Capacity

3.49 The study also looked at the current infrastructure to try and understand where existing facilities were deemed to be operating at capacity or below capacity. There is currently no standardised methodology for auditing and assessing the capacity of cultural facilities so standard 'benchmarks', based on a series of range statements related to core functions of different facilities, were devised in order to assess capacity consistently across the different venues.

3.50 Part C of the audit questionnaire therefore addressed the capacity of organisations and the extent to which it was currently being reached. Different classifications of organisation within the taxonomy necessarily have different measures of capacity, and the work employs the following standards to assess whether organisations are currently operating at or below capacity.

3.51 Multi-use arts venues and theatres

A multi-use arts venue/theatre is considered to be at capacity when it is over 95% capacity at peak times. This relates to the main public spaces within a building and can be defined as:

- 20% of performances are at over 95% of capacity, where at least 200 performances programmed a year;
- Education and community workshops are at over 95% capacity at peak times.[24]

3.52 Production, rehearsal and education space for arts

Education, production and rehearsal space for the arts can be considered to be at capacity when:

- Education and/or community workshops are at over 95% capacity at peak times;

[24] Peak time for education workshops is during the school term and for community workshops is early evening/school holidays.

- Artist workshops and studios are at over 95% capacity or fully occupied.

3.53 Accredited museums and art galleries

A museum or gallery is considered to be at capacity when:

- It is over 95% of capacity at peak times for its education and/or community workshops;
- Exhibition space is fully programmed for the year;
- Has less than 1-3 years' worth of storage space for new acquisitions.

3.54 Public libraries

Two basic measures were employed for Libraries in this study (a) Opening hours and (b) MLA space standards. They are a starting point for considering capacity issues and will require a more local assessment of capacity based on local authority indicators. Further work in this area could for example relate to CIPFA statistics including number of service points; number of terminals with library catalogue and internet access; % of service points with internet access; book stock per person and others. Authorities which have adopted the MLA standard charge for developer contributions for libraries have, for example, also used catchment area maps to identify specific locations at capacity relative to housing sites. Capacity indicators will therefore need to be determined by individual library authorities and reflect local circumstance.

Opening Hours:

A library is considered to be at capacity if it is open for 37 or more hours per week. A library is deemed to be operating below capacity if it is open for less than 37 hours per week.

MLA Space Standards:

A library could also be considered to be operating at capacity if it meets the MLA space standard of 30 square m per 1,000 population, with the assumption that additional demand resulting from population/housing growth will have a detrimental impact on space standards per 1,000 population.

3.55 Public archives

An archive service is considered to be at capacity when:

- Its search room seating is at 95% capacity for more than 20% of its opening hours per year;
- It is over 95% capacity at peak times for its education and/or community workshops;
- Exhibition space is fully programmed for the year;
- It has less than 1-3 years' worth of storage space for new accruals.

See Appendix 1.7 for full table of condition, access and capacity rankings for each individual facility (by district).

National space benchmarks for cultural facilities

3.56 As part of the national work[25] undertaken by Arts Council England and the Museums, Libraries and Archives Council to secure developer contributions for cultural facilities, national space benchmarks for public libraries and archives, arts facilities and museums were developed. These are expressed as m^2 per 1,000 population and details for different categories are given below. As part of this study, therefore, the audit of provision asked for the size of facilities in order to calculate the space relative to population for each district.

3.57 Public library benchmark figure:

The MLA recommended minimum benchmark figure for library provision is 30 sq. m per 1,000 population at a construction and initial fit out cost of £3,514 per sq. m [based on the authoritative RICS (Royal Institution of Chartered Surveyors) Building Cost Information Service data].

In order to reflect local circumstances, local planning authorities should take advice from their Chief Library Officer on relevant space standards and building costs.

A calculation using the benchmark figure above suggests a cost of £105,420 (30 x £3,514) per 1,000 people, or £105 (rounded) per person in new housing. These figures do not include any land purchase costs or VAT.

3.58 Public archive benchmark figure:

Studies by the MLA have established broad benchmarks for provision [see *Libraries, Archives and New Development; A Standard Charge Approach*, MLA 2010]. The cost figures are based on data for recently constructed archive facilities, which were provided by a survey of archive professionals carried out in 2006.

These suggest a need, on average, for 6 sq. m per 1,000 persons of archive space at a cost of £3,600 per sq. m. This equates to a standard cost of £22 per person in new housing.

3.59 Arts benchmark figure:

The Arts Council England recommended benchmark for arts provision is 45 sq. m per 1,000 population. This covers all three types of facility listed above. The estimated building and initial fit out costs of each type of provision have been estimated from a national survey of a sample of recent capital arts projects and are as follows:

- Type 1: galleries £3,400 per sq. metre;
- Type 2: multi use arts venues and theatres £3,700 per sq. metre; and
- Type 3: production, rehearsal and education space for arts £2,280 per sq. metre.

The average cost of these facilities [assuming 15 sq. m per 1,000 people for each of the three types] is £141 per person in new housing at 2009 prices.

[25] Please see Appendix 1.I "Culture and Spatial Planning" a summary briefing on the MLA and ACE standard charges for libraries, archives, arts and museums.

3.60 Museum benchmark figure:

The MLA recommended benchmark for provision is 28 sq. m per 1,000 people at a construction and initial fit out cost of £3,250 per sq. m. This relates to museums that are accredited and are publicly owned and managed or are regularly funded by local authorities. This amounts to £91 per person [28 x £3,250/1,000] in new housing. Major one-off schemes for museums of national or regional importance are not covered by these proposals.

Understanding current demand

3.61 In order to make some gauge of relative cultural participation against potential in each district, the study looked at National Indicator data.

Arts participation

3.62 To gauge relative arts participation against potential in each district, we have looked at National Indicator 11 data. (NI11 is monitored through the Active People survey). Active People is a national telephone survey of adult participation/ engagement in sport and culture. The Active People data measures the percentage of the adult population (16 years and over) who have engaged in the arts at least three times in the past 12 months.

3.63 The Active People survey asks the following questions about engagement in the arts:

- Have you attended any creative, artistic, theatrical or musical events in the last 12 months?
- How many events have you attended?
- Have you spent time actually doing any creative, artistic, theatrical or musical activities, or any crafts in the last 12 months?
- How many times have you done any of these activities?

Activities as part of paid work, formal education or volunteering are not counted. Arts activities and events provided by a range of organisations are included, not just those funded by local authorities or available in the authority area where the person answering the survey lives.

The NI11 baseline data referenced here is taken from an enhanced survey sample carried out from April 2008 until November 2008.

3.64 The study then compared the NI11 against an adjusted Target Group Index (TGI) figure which uses modelled data to identify propensity to engage in arts activities and reflects the local demographic profile. If the taking part figure is higher than the TGI estimate we can speculate that arts participation is higher than would normally be expected in an area of given population profile, and this might be a result of successful provision or other local interventions. In order to understand whether a geographical area was performing above or below the level of engagement one might expect, based purely on demographic profile, the study then compared the NI11 data against an adjusted (to depict 3 or more engagements per year, as per the Active People Survey) Target Group Index figure which uses modelled data to identify propensity to engage in arts activities and reflects the local demographic profile. If the taking part figure is higher than the TGI estimate we can speculate that arts participation is higher than would normally be expected in an area of given population profile, and this might be a result of successful provision or other local interventions.

Museum Participation

3.65 To gauge relative museum participation against potential in each district, the study looked at National Indicator 10 data. NI 10 measures the percentage of adults in a local authority area who have visited a museum or gallery in the past 12 months. Visits are for leisure purposes, including informal learning and studying or research for personal interests. Online access to collections and outreach services are not counted.

3.66 We had planned to compare the NI 10 against an adjusted Target Group Index figure which uses modelled data to identify propensity to engage in museums in the last twelve months, in a similar manner to that used for arts participation, but this is not workable (TGI in last 12 months cites 39% for South East region museum attendance against NI 10 percentage of 57%). However the Place survey (at 34%) more closely links to TGI - but the Place survey only asks about museums and galleries in your area. The Active People Survey (NI10) asked people for their attendance to museums and galleries, which may answer why the figures were so much higher – but not entirely. This area requires further work.

Library Participation

3.67 To gauge relative library participation against potential in each district, the study looked at National Indicator 9 data. NI 9 measures the percentage of adults in a local authority area who have used a public library service in the past 12 months. Use is for leisure purposes, including informal learning and studying or research for personal interests.

3.68 The study then compared the NI 9 data for each region against overall Hampshire and South East NI 9 data to ascertain which districts have an above average library attendance.

See Appendix 1.9 for table of results for participation compared with National Indicators by district, county and the region.

Archive Participation

There is no equivalent data for archives.

4. Research findings

This section of the report looks at the distribution of culture by typology. A separate section, Appendix II, exists with breakdowns of findings by District.

The Study Area

4.1 The original study area for this project was to be South Hampshire as defined by the PUSH growth point boundary. Hampshire County Council however provided additional funding for the analysis to cover the remainder of the county including the two cities.

4.2 During the course of the study it has become clear that the natural geography of culture does not reflect administrative boundaries. Arts audiences and museum visitors do not define their activities using the borders between Local Authorities. Any boundary for the study is therefore, to some extent, artificial and we have tried to mitigate this factor by mapping facilities outside the study boundary. That said, it is possible to analyse the extent to which the study area is in balance with national standards of provision, or over/under catered. Averaging out provision across several Local Authorities and travel areas gives a clearer picture than sticking to individual Local Authority boundaries. Therefore the study analysis, in general, uses the full boundary embracing Southampton, Portsmouth and the whole of Hampshire.

4.3 From the analysis it is clear that spheres of influence, for arts provision, exist which include Salisbury, Southampton, Portsmouth and Chichester in the South supported by Eastleigh and Winchester; and Reading, Newbury, Woking and Guildford in the North supported by Basingstoke and Farnham.

4.4 Libraries are relatively tightly bound by local geography with closer, local catchment areas which more closely align with local authority boundaries. The principal Local Authority players in museum provision are the County Council, Winchester City Council, Portsmouth City Council, and Southampton City Council. Their facilities are the main focus of this study. However, it should also be noted that the area has a large independent museum sector, as well as national museums and nationally funded naval museums in Portsmouth which provide a varied offer to local visitors and tourists alike.

4.5 The local authority record offices and archive services are provided by the county and unitary authorities – reflecting administrative structures – but the scope of their collections means that they attract both local users with the providing Local Authority area and those from outside such boundaries from other parts of PUSH and further afield.

The Approach

4.6 In this section, for each typology, we will:

- Review spatial pattern of provision;
- Assess extent to which the floor space of facilities matches the national bench marks;
- Comment on the extent to which the physical quality of the building (including its fitness for purpose, accessibility for people with disabilities, and the utilisation of its capacity) impacts on the ability of the existing network of provision to meet demand;

- Review the current levels of participation revealed by the Active People Survey.

Limitations of the Approach

4.7 It should be noted that spatial provision of facilities is only one of many factors which impact on cultural participation.

4.8 On the supply side, as well as the factors covered in the study (namely spatial location, capacity, quality of provision and accessibility), non-physical factors such as price, programming, ambience, quality of service and quality of product will have an impact on demand. Similarly, on the demand side the propensity to engage in culture will be influenced by factors such as age profile of the population, ethnicity, regional taste, disposable income, levels of educational attainment and available time.

4.9 In a study of this nature it is not possible to evaluate the impact of all of these variables or the myriad of other influences on participation in great detail. The emphasis is therefore on establishing a 'baseline' which can be related to spatial planning considerations, with a focus on the location, size, quality and catchment area of provision. The study uses the 'Active People' survey to measure participation which is based on very broad measures of participation, but provides a useful indicator for further research and planning.

4.10 For arts the measure is the number of people who have engaged in the arts at least three times in the last year. The scope therefore for people who engage in the arts to do so outside the locality of where they live is great. Many people will visit a theatre or gallery while on holiday or will frequently use up a unit of cultural engagement while on a day trip to London or elsewhere. The connection between level of arts participation and the quality of the arts infrastructure in a locality is therefore at best loose. However, the review of the Active People survey and the comparison with projected demand described in the methodology section paints an informative picture. In general areas with significant good quality infrastructure and a pro-active approach to arts development appear to have higher than average socio-demographically predicted participation rates.

4.11 At the other end of the spectrum library usage tends to be far more localised. The quality of local provision is therefore a significant factor in driving participation. This view is supported by the high levels of library use in Southampton, Gosport and Winchester, all of which have benefited from significant investment in recent years.

The Arts

Typologies and Study Hypotheses

4.12 The study identifies three main types of arts facilities relating to the Arts in the Hampshire and South Hampshire areas:

1) Multi-use arts venues and theatres, which can further be subdivided into three sub categories:

- Major venues serving sub regional audiences;
- Medium sized venues in general drawing an audience from within a town or district. (Although sometimes offering a specialist programme of wider appeal);
- Small venues serving a local area.

2) Art galleries

3) Production rehearsal and education space for the arts.

Performance Venues - spatial analysis

4.13 The table below (4.a) shows the number of different arts facilities in the study area, with a summary of the condition, accessibility and capacity of venues, as well as their size in square metre per 1000 population against the national ACE space benchmark of 45 m^2 per 1000 developed as part of the work on standard charges – see section 1.15.

4.14 Because there is such a broad range in the geographical reach of multi-use arts venues and theatres, distinct catchment areas were calculated for small, medium and large organisations and venues – see section 3.27. These are designated as small "A", medium "B", and large scale "C".

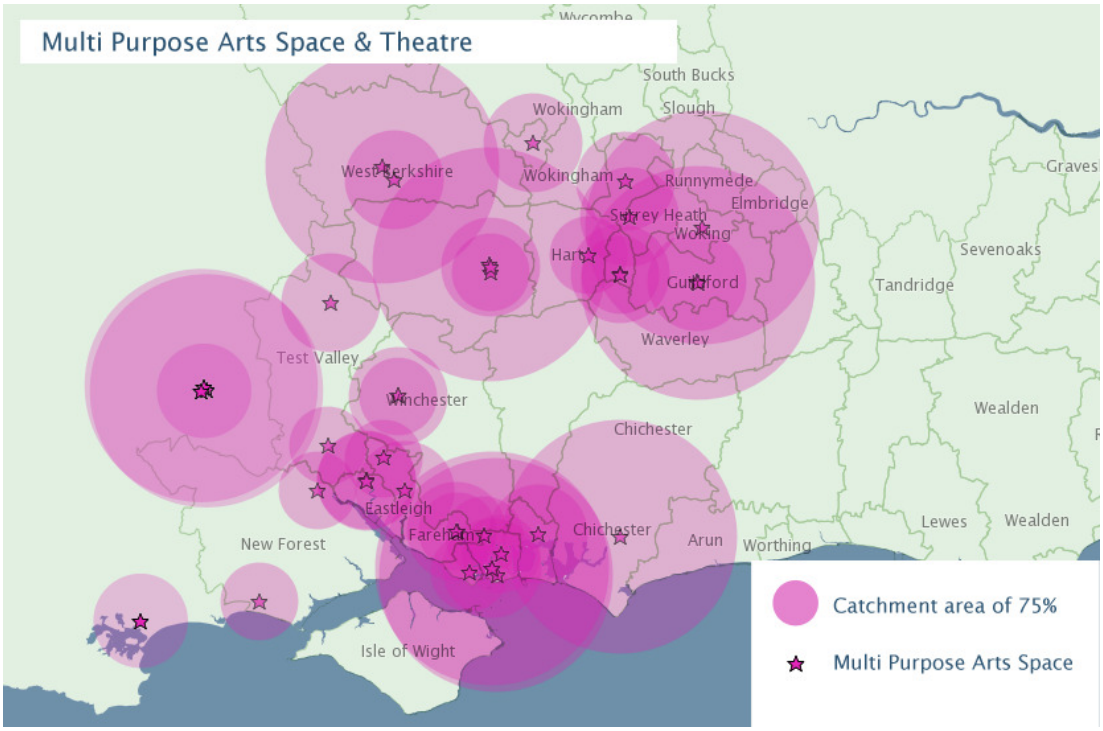
Table 4.a Summary of audit findings across arts venues in study area (note 6 facilities have multiple functions including a combination of performance exhibition and education space)

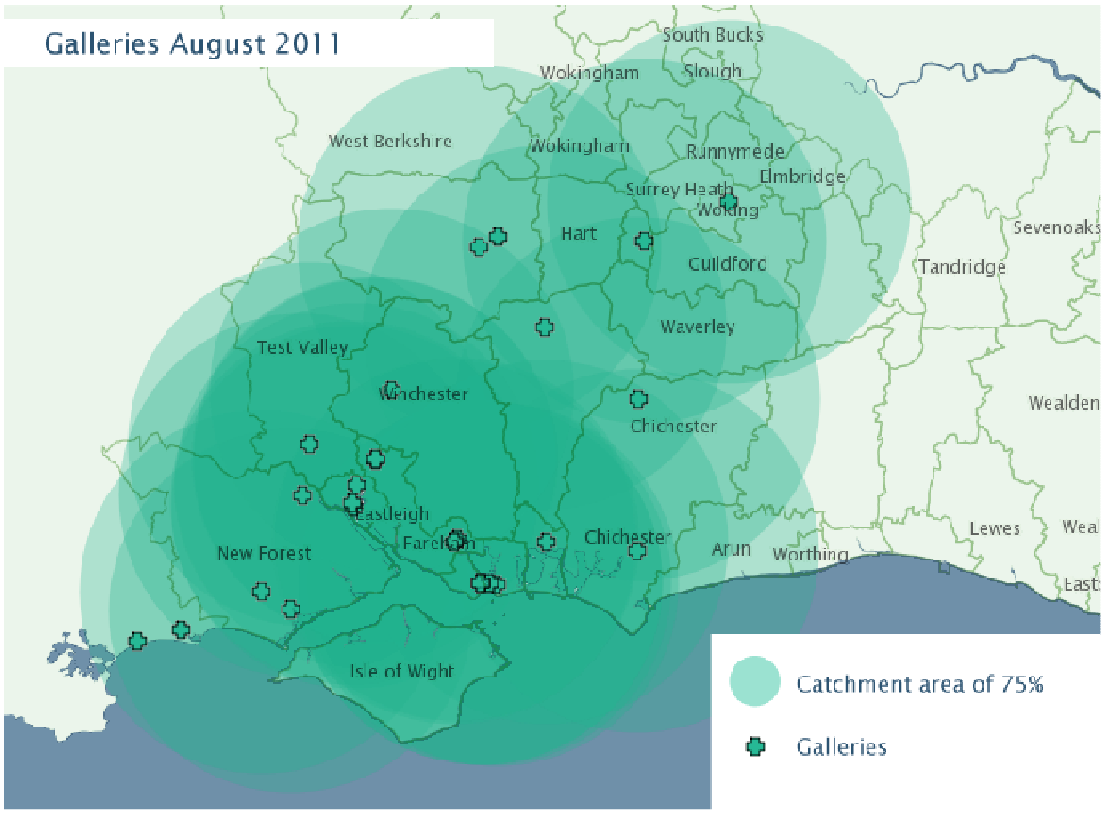
Number of Facilities		Comparison to Benchmark [26] 2010	Comparison to Benchmark 2026	Condition (% facilities in good or medium condition)	Access (% Good or Medium)	% at Capacity	Participation
Performance Space							Overall engagement in the arts in Hampshire (50%) is above regional (49%) and national (45%) averages. Rushmoor and Gosport are below national average
Major C 6,400m^2	**2**	**8%**	**7%**	**100%**	**100%**	**50%**	
Medium B or Small A 21,085m^2	**20**	**28%**	**25%**	**100%**	**100%**	**85%**	
Galleries 17,146m^2	**16**	**22%**	**20%**	**100%**	**86%**	**69%**	
Performance Rehearsal Education Space (note excludes space on school sites)	**10**	**4%**	**4%**	**90%**	**90%**	**40%** Capacity criteria not relevant to 3 organisations	
Total	**48**	**63%**	**56%**				

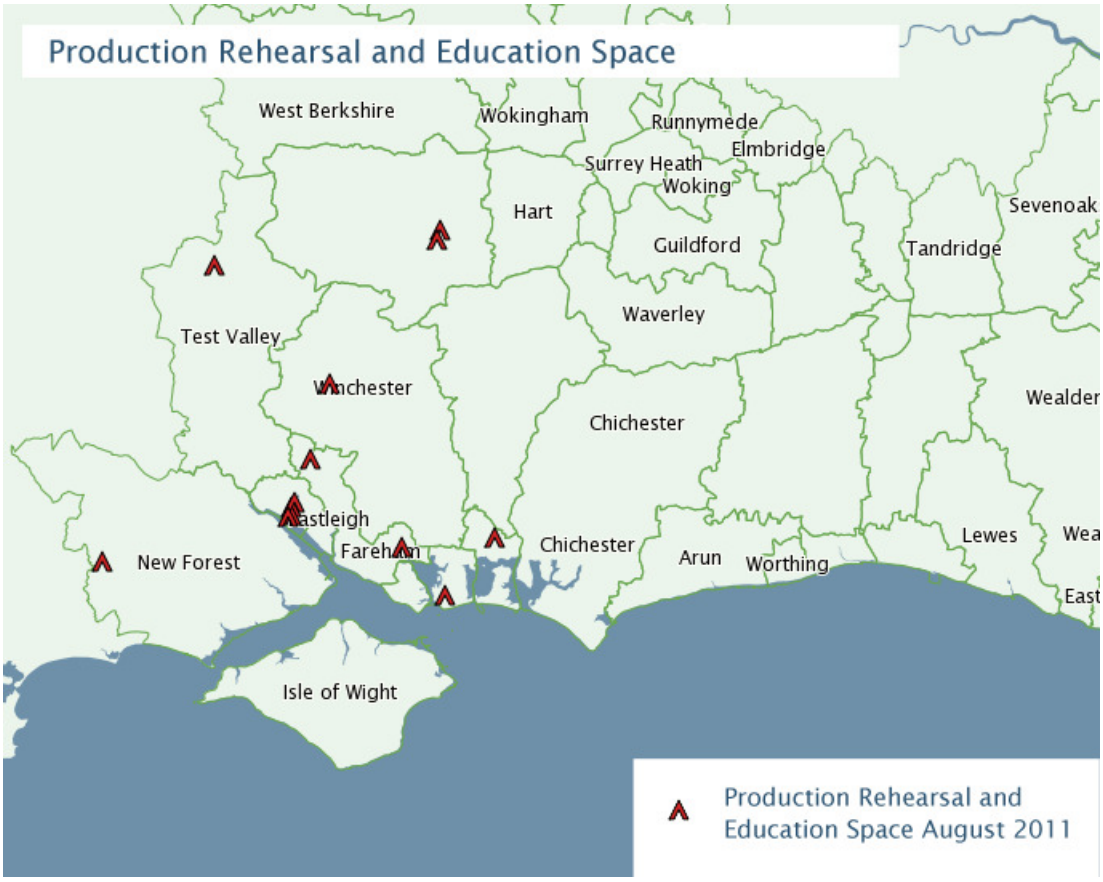
[26] ACE Standard Charge Arts space benchmark is 45 m2 per 1000 population

Summary

- 42 different arts facilities are located in the study area. Some however fulfil multiple functions hence the above total of 48.
- Virtually all residents live within the catchment of at least one of the major largest scale performance venues offering a high quality professional programme, (category C) which are located in Chichester, Portsmouth, Southampton, Salisbury, Guildford, Basingstoke and Newbury. The exceptions are the areas surrounding Andover and Bordon and rural mid-Hampshire including much of the rural areas in the Winchester City Council area.
- Medium sized venues with a significant professional programme (category B) cover most of the principal centres of population, exceptions being the area around Petersfield and Bordon**.** When small scale (category A) venues are included virtual total coverage exists**.**
- Galleries are predominantly located in the main areas of population - Portsmouth, Southampton, Winchester and Basingstoke, with additional facilities in the New Forest. There is also gallery provision in non-specialist venues in Havant, Fareham, Eastleigh, Andover and Alton.
- All residents fall in the catchment area of at least one gallery.
- Data on catchment areas for PRES coverage is not available. However the diversity of this category makes coverage extremely varied. e.g. Proteus, the theatre production company, will create work that tours well beyond the region, whilst Making Space, the crafts studio and workshop space, has a far smaller catchment. There is also a certain level of community-led arts provision provided on some school campuses outside formal education hours.
- In terms of floor space, provision currently is below the national benchmark; however if anticipated demographic change occurs by 2026, the existing network of provision will be significantly below the national space benchmark. To some extent this apparent deficiency is in some areas part mitigated by commercial and independent provision which falls outside the scope of the audit definitions.
- The fitness for purpose and accessibility of facilities is variable. In general the majority of facilities are fit for purpose and accessible, while some medium sized and small venues using adapted spaces which may need refurbishment.
- The existing network of provision is not fully utilised with some medium sized and small venues not open all year, or at restricted times. Some venues are not used to capacity.
- Participation in Hampshire is slightly above regional average. Southampton and Portsmouth are clear net importers of audience and gallery attendance. Other places with significant provision including Basingstoke, Eastleigh and Andover are also likely to import audiences across local authority boundaries. Winchester, on account of its Cultural offer which draws quite heavily on non-local authority funded partners not covered by this survey, is also likely to be a net importer of audiences. Other areas appear to export audiences, both within Hampshire and elsewhere.


Multi Purpose Arts Space & Theatre
South Bucks
Wokingham
Slough
West Berkshire
Wokingham
Runnymede
Elmbridge
Surrey Heath
Woking
Hart
Guildford
Waverley
Graves
Sevenoaks
Tandridge
Test Valley
Winchester
Chichester
Wealden
Eastleigh
Fareham
Chichester
Arun
Worthing
Lewes
Wealden
New Forest
Isle of Wight
Catchment area of 75%
Multi Purpose Arts Space


Galleries August 2011
South Bucks
Wokingham
Slough
West Berkshire
Wokingham
Runnymede
Elmbridge
Surrey Heath
Woking
Hart
Guildford
Sevenoaks
Tandridge
Waverley
Test Valley
Winchester
Chichester
Wealden
Eastleigh
Fareham
Chichester
Arun
Worthing
Lewes
New Forest
Isle of Wight
Catchment area of 75%
Galleries



Role of different venue sizes and requirement

Major Venues

4.15 Within South Hampshire the two main centres of population support major clusters of provision which import audiences from the surrounding areas. These are:

- Southampton
- Portsmouth

4.16 Each of these areas have a combined venue floor space that exceeds the national benchmark of 45 square metres per 1000 population set in the Arts Council England Standard Charge guidance, if purely assessed against the local population. However, when the provision and population within the sphere of influence of the cities is taken into account, the areas served by the city are not over supplied.

The two cities are supported by the following five areas which, for different reasons, have notably strong arts provision (however none are close in terms of reaching ACE's aspirational benchmark):

- Eastleigh (63%)
- Basingstoke (52%)
- Test Valley (57%)
- Fareham (58%)
- Winchester (32%) (note Winchester also draws on University, Cathedral and School provision not covered in the survey analysis)

4.17 Provision in these areas in terms of floor space is below the national benchmark, the facilities which exist however also serve a wider than local

catchment. It is therefore clear that in these areas no surplus of space exists when the total provision in the catchment area sphere of influence is taken into consideration.

4.18 Eastleigh Borough Council has adopted a highly pro-active approach to cultural development. The Point acts both as a medium scale arts centre serving local needs, and as creation centre for dance with a growing regional and national reputation. The Berry (a satellite centre at Wildern School) will opened in Spring 2011 to serve the Hedge End catchment. Eastleigh also promotes a notable programme of events and festivals and should be identified as a net contributor to the arts offer in Hampshire and a centre of strength.

4.19 The remaining Hampshire Districts and Boroughs support some medium scale and local venues to meet local needs. However in general they export audiences to those centres with strong provision both within and outside the county. In none of these areas does the floor space provided exceed the national benchmark.

4.20 Hampshire is also served by a number of major venues on its periphery which attract audiences from within the county. These include:

- Chichester Festival Theatre
- Theatres in Woking and Guildford
- The Hexagon in Reading
- The Watermill in Newbury
- The Playhouse in Salisbury
- Venues in Bournemouth and Poole

4.21 Across this network of regional and sub-regional providers significant specialisms exist. Chichester Festival Theatre and the Watermill in Newbury have national/international reputations as production houses for drama. Salisbury Playhouse is a recognised regional repertory theatre. The Kings and New Theatre Royal in Portsmouth, the Theatre Royal in Winchester and the Haymarket in Basingstoke are sub-regionally significant theatres. The Mayflower is a longstanding large scale touring theatre taking ACE funded lyric work as well as number one commercial tours. The Anvil is a regionally significant music venue and on a national circuit of significant music venues and The Point has a growing reputation as a creation centre for dance. In addition, the Guildhall in Portsmouth is a major events venue. This diversity of offer is of vital importance to the region's reputation for cultural provision.

4.22 In keeping with the PUSH Cities First policy, significant projects to enhance the cultural offer are anticipated in Southampton and Portsmouth. Arts Council England and Heritage Lottery Fund have recently agreed funding for Southampton's new arts complex (SNAC) and the Sea City Museum. Proposals are also being advanced for the development of the New Theatre Royal in Portsmouth, and ambitions also exist to enhance Portsmouth Guildhall as a major venue. The Guildhall has recently been transferred from Council ownership to a new trust. .

4.23 In 2008 the trusts running the Anvil and Haymarket theatres in Basingstoke merged. The Berry Arts Centre is managed through the Point in Eastleigh. The SNAC project in Southampton brings together a number of the city's major arts institutions; consideration is also being given to closer collaboration between venues in both the cities of Portsmouth and Winchester. This trend towards joint governance, collaborative working and sharing of backroom services is likely to be key, in delivering future efficiencies and maintaining diversity of offer.

Local Provision of venues

4.24 20 small or medium sized venues are located in the study area. Virtually all the major centres of population therefore have some access to publicly supported arts provision. The condition, accessibility, and utilisation of these facilities is however variable.

4.25 A number of schools and colleges wish to provide professional standard venues in order to achieve their education objectives. Many of these schools and colleges also see opportunities to improve life chances for children and families by providing community access to cultural facilities. If appropriate governance and management arrangements are put in place, this type of partnership with school provision could be successful. The Berry opening at Wildern may therefore be part of a growing trend to co-locate facilities. However, changes in government policy and increasing autonomy of school governing bodies can make co-location hard to sustain.

4.26 The Universities in Southampton, Portsmouth, and Winchester are also playing a major role by opening facilities to community use. Portsmouth University is a major investor in the New Theatre Royal Project and institutions related to Southampton University are central to the SNAC project. The universities are also partnering with venues to provide students and graduates opportunities to develop and stage new work. This trend is leading to the development of a network of creation spaces, twined with facilities such as the Point and the New Theatre Royal

4.27 In response to Housing Growth a limited number of 'cold spots', areas where existing provision is not sufficient to meet local need in terms floor space capacity or spatial accessibility, may emerge in places such as Fareham, Havant and West Waterlooville, Bordon and Romsey. Co-location of cultural and public provision may provide one way forward in these areas. Opportunities to enhance the arts offer in Gosport may also need to be explored. [Cold spots are areas not covered by or on the edge of the catchments of existing facilities]

4.28 In some areas facilities are becoming out-dated. In other areas similar facilities are located in close proximity and some duplication exists; rationalisation may therefore be appropriate.

Galleries

4.29 Spatial distribution of galleries is similar to that of major performance venues, and for the most part gallery provision is concentrated in the major towns and cities, including Basingstoke, Winchester, Southampton and Portsmouth. However many of the significant towns such as Andover, Eastleigh, Lymington, Fareham and Havant also accommodate gallery provision.

4.30 The catchment area for galleries is large, partly due to the way in which visitors choose to visit those collections which are of interest to them, as well as the relative infrequency with which visitors will attend a gallery. It might therefore be assumed that they will be prepared to travel further to see a collection that is of interest to them.

4.31 The South Hampshire area is comfortably covered by the catchment areas of the existing gallery provision. Southampton City Council is custodian of a nationally significant, designated, arts collection and the new gallery in the SNAC complex will help to add to this provision with specially curated and touring exhibitions. The Millais Gallery in Southampton has been without a permanent exhibition space for some years but there are plans for a new gallery space. Aspex Gallery on Gunwharf Quays

is an excellent example of an entrepreneurial social enterprise with Arts Council England, Portsmouth University and City Council support. ArtSway in the New Forest, although a small scale gallery, provides nationally and internationally significant work.

Production, Rehearsal and Education Space for art

4.32 The lack of robust data means it has not been possible to map the catchment areas of production and educational facilities. It is however noted that these facilities provide vital infrastructure for people who want to develop creative skills and engage in the creative process as opposed to those who want to attend performances or visit places of interest. It would therefore be highly desirable if a range of these facilities were available within easy proximity of all residents and which included specialist facilities covering for example film making, pottery and other crafts, to be available within the county.

4.33 Evidence available suggests that this is by and large the case, although some enhancement of quality and access might be desirable. Where information is available it would indicate that PRES space is well used for community workshops and therefore at capacity. Some of this provision is currently provided by multipurpose venues (specifically small scale). Alongside, and separate from, PRES provision, schools offer classes, technical and other creative facilities and space for community groups to create and show work. Some schools provide a base or residency facilities for professional artists. There has, to date, been no survey of such provision nor analysis of its impact.

4.34 The Push Quality Place Delivery Panel has published a separate study from David Powell Associates to review provision of creative workspace. (http://www.push.gov.uk/work/qualityplaces.htm) Creative workspace provision is an important element of the infrastructure supporting creative industry development, and may form part of the provision a Local Authority wish to provide, an analysis of creative workspace provision is outside the scope of this study.

4.35 Significantly there is recognition within the region that the existence of cultural facilities will not in themselves create a cultural identity for the region. For these facilities to celebrate and show the regional culture there is a continuing need for new, emerging and established artists to generate cultural activity that can demonstrate cultural vibrancy both in and outside of the region.

4.36 During this research it was clear that in PUSH a distinction has been drawn between “Creative Workspaces” and Production, Rehearsal and Education Spaces. This distinction defines “Creative Workspaces” as predominantly incubators for business development and of a different nature from PRES which are defined as “facilities that enable members of the community to get hands on experience of engaging in cultural activity”.

Comparisons with National Benchmarks

4.37 The Arts Council England publication on standard charges[27] identifies a combined benchmark of provision of 45 square metres per thousand population to cover production, rehearsal and education space for arts, multi-use arts space/theatres and art gallery provision. Community media facilities are included

[27] *Arts, museums and new development: A standard charge approach*. (2009)

within this category if they form part of wider production, rehearsal and education space for arts, or multi-use arts venues.

4.38 Within the Hampshire and South Hampshire region, the cities of Portsmouth and Southampton exceed benchmark provision. Basingstoke, Test Valley, Fareham and Eastleigh provide greater than 50% of the benchmark, and the remaining seven authorities have provision which equates to less than 35% of the benchmark, with East Hampshire and Hart below 10%.

4.39 The population of many of the Districts which do not meet the benchmark themselves are served by facilities within their neighbouring authorities and this means that their residents have access to the appropriate range of provision. However, across the whole study area there is a deficit in provision against the overall benchmark. Further research could be carried out to look at m^2 per 1000 served by venue catchment areas. This would imply cross-district working.

Quality, Accessibility and Capacity

4.40 With one exception all the arts facilities available for public use, were of medium or good quality. This suggests that quality of venue was not a significant barrier to participation. However when new investment has taken place as in the case of the Lights in Andover this appear to have an impact on participation.

4.41 Only one of the publically accessible venues , suffered from significant access problems , 6 venues however did not provide data on accessibility.

4.42 85% of the small medium sized venues reported that they were at or close to capacity. Where venues are at full capacity, the impact of predicted population growth, or changes, should be assessed. (Districts with at capacity venues are Eastleigh, Test Valley, Winchester and Southampton.)

4.43 Participation and engagement in the arts in Hampshire is 50% of the population which is fractionally above the regional average for participation of 49%. Participation within the PUSH area is 47.8% which is slightly below the regional average.

4.44 Districts with significantly lower than average levels of participation include Gosport, Havant, and Rushmoor. To a large extent these figures are explained by demographic factors; however cold spots in provision exist within Gosport and the north of the Havant Borough. Facilities in Rushmoor score relatively low in the 'Conditions Survey' on accessibility and provision by 2026 will be below 25% of the National Benchmark.

4.45 Districts with the highest levels of participation include Winchester, Test Valley, New Forest, Fareham and Eastleigh, all of which are within the catchment areas of a good range of provision, either within the district or nearby.

4.46 Participation in Portsmouth and Southampton is broadly as would be anticipated for the local population given the population demographic. The floor space of provision of the two cities has significant net importers of visits to venues with a mix of both performance and visual arts spaces.

Libraries analysis

4.47 Summary table of audit results, below, showing number of facilities in study area, condition, accessibility and capacity of facilities and comparison of current space standards with the national space benchmark figure of 30 m^2 per 1000.

Number of Facilities	Comparison to Benchmark 2010	Comparison to Benchmark 2026	Condition (% facilities in good or medium condition.)	Access (% Good or Medium)	% at Capacity	Participation against SE average
73	95%	86%	86%	82%	80%	+1.27

Summary

- 73 Libraries are located in the study area.

- The density of provision is greater in the cities than in the county. In Hampshire one library is provided per 24,500 population. In Portsmouth one library is provided per 21,300 population and in Southampton one library per 19,000 population.

- Good spatial coverage exists across most of the study area. Virtual complete coverage is provided in the urban areas including South Hampshire, though some rural areas are not covered by the catchment area provided by the existing network of provision – however, they are supported by mobile provision.

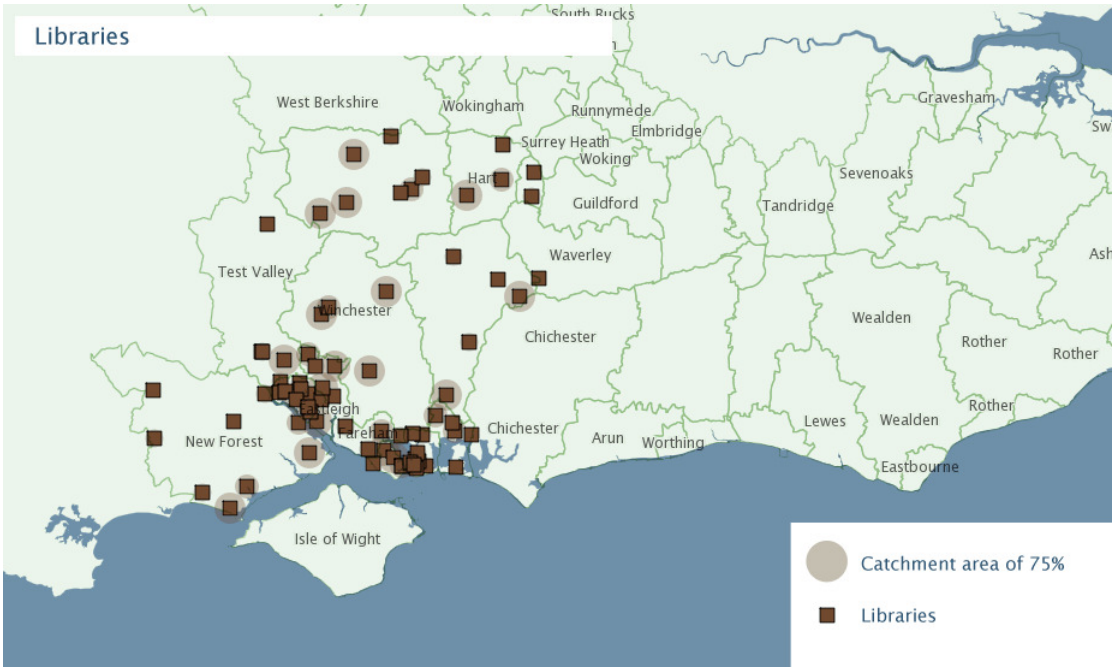
- Across the study area floor space is close to the recommended national benchmark with Hampshire below the benchmark, Southampton on it and Portsmouth exceeding the m^2 space requirement per 1000 people. (note figures do not take into account the new Southsea Library)

- In terms of gross floor space allocations the existing network of provision will be somewhat below the national standard in 2026. However the impact of growth will not be even. Some areas will experience declining population and rationalisations may be required. Others, including Fareham which is currently above the benchmark, will be below when the new developments are complete. Consideration may also need to be given to provision in the Whiteley area. This might potentially be delivered on a stand-alone or co-located basis.

- Libraries are generally in good condition. Only seven libraries were classified as in poor condition, however 5 of these were located in Portsmouth. Similarly libraries are generally accessible.

- Utilisation of library space is frequently constrained by possibly temporary limitations on opening hours, 80% of libraries are at or could be at capacity . Where libraries have over lapping catchments, improved utilisation could possibly be achieved by consolidating provision.

- Participation levels are generally above the South East average. The participation levels in Southampton, Gosport and Winchester which benefited from the opening of new libraries and discovery centres in the past 5 years have among the highest levels of participation in the county and Fareham.



Spatial Analysis

4.48 Libraries tend to attract regular users from a fairly compressed catchment. In the urban areas small libraries will draw most users from within a 1 mile to 1.5 mile radius and many users will walk or use public transport.

4.49 Town centre libraries will attract business users, students and people working in the town, as well as residents. These facilities will have a wider catchment area, possibly up to three miles.

4.50 Hampshire County Council has developed the Discovery Centre model as a new approach to library provision in town centres. These facilities combine traditional library services with extended IT access, meeting rooms, Gallery and performance space. Discovery Centres have so far been opened in Gosport and Winchester, and Basingstoke. When opened these facilities seem to have had a significant impact on participation. The concept has elicited the interest of several distinct authorities who wish to explore opportunities for co investment with the library authority to bring forward this type of project.

4.51 In rural areas the catchment area for libraries is more extended. Neighbourhood libraries therefore attract 75% of users from within four miles. This dispersed catchment is due to the lower density population. A mobile library service also serves a number of small villages and settlements outside the catchments of the

physical library network. The good distribution of libraries may make them useful facilities for the co-location of other cultural facilities in rural areas.

4.52 The catchment area map of libraries shows almost complete coverage of the South Hampshire area with significant concentrations of provision in the two cities. Possible cold spots exist in Whiteley and the proposed Fareham Eco town. In the rest of the county the principal centres of population are covered but inevitably coverage in rural areas is sparse.

Comparisons with Benchmarks

4.53 Across the whole of the study area library floor space at 95% just about matches provision recommended in the MLA Standard Charges paper.

4.54 The level of provision is below the benchmark in East Hampshire, Hart, New Forest, Eastleigh and Test Valley. This possibly reflects the rural character of the population. Provision is also below the benchmark in Eastleigh, which may reflect previous periods of growth, and marginally under benchmark in the city of Southampton. Provision in Fareham, Gosport and Portsmouth is significantly above the benchmark.

Quality, Access and Capacity

4.55 The quality of libraries is generally good and only 7 of the 74 libraries are rated as poor. Similarly libraries are in general regarded as being accessible. Only 3 libraries have poor access and 8 libraries did not report accessibility data.

4.56 The key issue in terms of utilisation of libraries is opening hours, many libraries potentially could provide additional capacity if they met the 37 hours per week opening criteria. However in many instances this would not be economic. Several of the smaller libraries are however additionally deemed to be at capacity as their foot print is below the MLA standard of 30 sq. m per 1000 population.

Participation

4.57 Library participation across the study area exceeds the South East average. The areas of highest participation are in Gosport, Winchester and Southampton . This may reflect the impact of investment in the Discovery Centres and new City Library and suggests that against a national trend of falling attendance good quality modern libraries will be heavily used. Fareham, Hart, Havant and Test Valley all also have high levels of library usage.

4.58 Library usage appears to be lowest in Rushmoor, New Forest, Basingstoke & Deane and Eastleigh.

Museum Provision - Spatial Analysis

4.59 Museum provision across the study area falls into several different categories including Local Authority owned, managed and supported; independent trusts (including military); national museums and commercial. The study is solely concerned with accredited museums and focussed on auditing museums which are Local Authority run, managed or regularly supported, as this category of museum formed the basis for the national space standard research, thereby providing a space

benchmark comparison. The study does not look at the quality of education offer, exhibitions and programming which is central to access and participation.

4.60 The uniqueness of museums is based on the collections they hold, which have often developed over many years to reflect the interests and history of local communities. Other, more specialist collections relating to specific industries, places, people or events, tend to have wider than local significance. Over the last 20 years, museums have placed a much greater emphasis on finding new ways for people of all ages to interact with their collections, through learning programmes, outreach, exhibitions, volunteering and local involvement.

4.61 These changes in role and function have brought changes to the physical provision which museums now routinely plan for. In addition to the core function of maintaining collections to professional standards, museums now typically include more flexible space for community and educational use, changing exhibitions and more high quality public space to meet visitor expectations in terms of cafes, retail, toilets and cloakrooms.

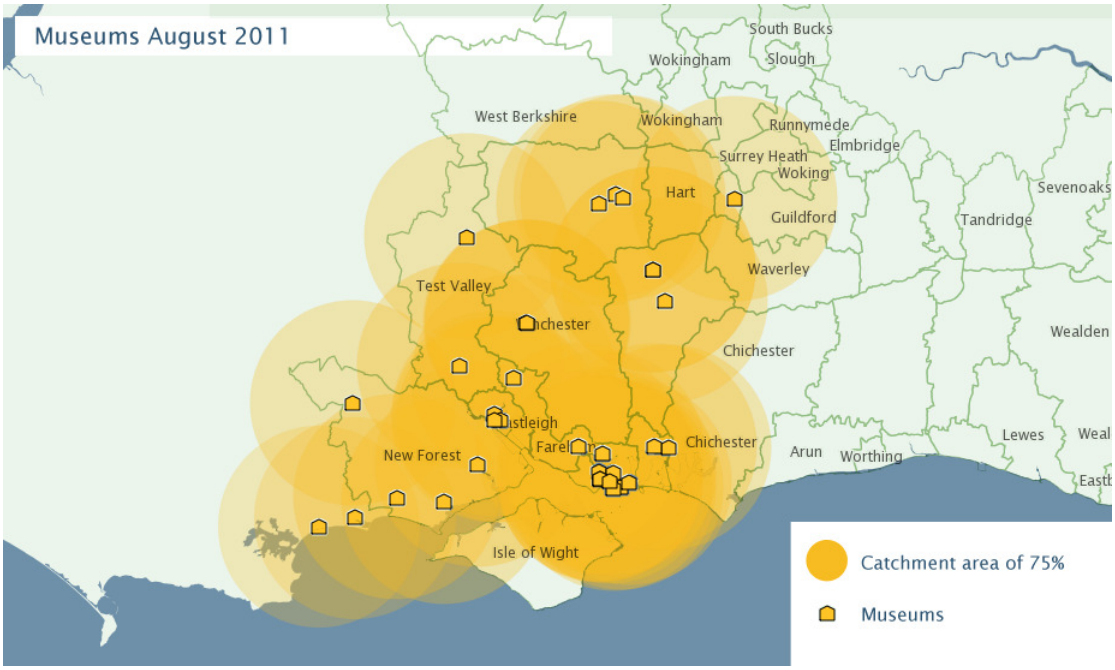
4.62 Museum collections can be categorised as of local, regional, national, international or designated significance[28] and broadly, their catchment areas have a direct correlation to their collections' significance. For example, local collections having a local catchment area and regional/national collections having a wider catchment area and visitor draw.

4.63 Summary table of audit results, below, showing number of facilities in study area, condition, accessibility and capacity of facilities and comparison of current space standards with the national space benchmark figure of 28 m^2 per 1000.

Number of Facilities	**Comparison to Benchmark 2010**	**Comparison to Benchmark 2026**	**Condition (% facilities in good or medium condition.)**	**Access (% Good or Medium)**	**% at Capacity**	**Participation against SE average**
33	58%[29]	52%	78%	51%	18%	-2.84

[28] 'A measure of success' Research into museums and collections in Southern England. Southern Museums Agency p. 64, 2001

[29] This figure represents the fact that collectively across the whole study area museums, counted in the study, make up 58% of the total suggested space for 1000 head of population as expressed in the national space benchmark.



Summary

- 33 accredited museums are located in the study area and fit the criteria. The study area is home to a number of Local Authority owned, managed or supported museums with both local and specialist collections; independent trusts; military museums; national museums and significant naval collections.

- Nationally significant museums, including the historic dockyard in Portsmouth, the National Motor Museum, Fort Nelson, Jane Austen's House Museum and museums run in association with the armed services, have not been included in the detailed audit of facilities as these are deemed to serve a wider, national audience.

- All study area residents live in the 75% catchment area of a museum and all South Hampshire residents live in the 50% catchment area.

- Overall, the floor space for the whole study area is 16 m^2 per 1,000. It is therefore 57% of the National Benchmark figure of 28 square metres per 1,000 populations. This is partly explained by the high number of independent museums in the study area which are not covered in the scope of the audit.

- At medium to large scale Local Authority museum provision is largely located in the main centres of population including Portsmouth, Southampton, Winchester and Basingstoke. This is complemented by a pattern of smaller scale, local history museums across the Hampshire districts.

- Floor space is near to or above the benchmark standard in Basingstoke and Portsmouth. Southampton was significantly low in floor space at the time of the study but this will change with the development of the new Sea City Museum project taking it to the figures represented in the report (14 m^2, 52% of benchmark). The reopening of Tudor House in 2011 has also increased museum floor space in the city.

- Floor space is above benchmark in Gosport as the audit currently includes the whole of Gosport Discovery Centre (over 2000 m^2) in the calculation – isolating the museum element of this will change the figures. All the other areas have provision which is below benchmark.

- The principal Local Authorities supporting museum services are Portsmouth, Southampton and Hampshire County Council. Southampton, Winchester and Hampshire County Council are currently exploring opportunities for greater collaboration.

- The condition of the museums is variable. Three quarters rate their buildings as good or reasonable. Seven were not able to supply data. On some sites significant issues exist not only in terms of visitor experience but also in terms of collections care and storage – severely constraining their ability to develop collections and activities reflective of future needs.

- (24%) museums have poor accessibility and just under 25% were not able to supply data relating to accessibility.

- 18% of museums reported that they were at capacity and 42% did not supply any data on this area. A key constraint on capacity is storage space. Significant opportunities therefore exist for organisations with a responsibility for managing museums to collaborate on matters relating to the stewardship and storage of collections.

- Usage of museums across the whole study area is below the South East average.

Spatial Analysis

4.64 Museums fall into two broad categories:

- Those museums which meet a primarily local need and have locally significant collections related to life within the community they serve. There are approximately 15 of these predominantly local, social history collection based museums.

- The rest of the museums included in the study tend to have a mix of specialist collections (literary, scientific, artistic, archaeological), or be based in significant buildings such as forts or industrial buildings. Some have a mix of both local and specialist interest, such as the archaeological collections at Southampton or transport collections at Milestones. Another significant category is military and naval museums.

- Although the study area has quite a good geographic spread of museums, there are districts with relatively low or no Local Authority supported museum provision compared to the national benchmark figure of $28m^2$ of museum provision per 1000 population. Areas with less than $10m^2$ per 1000 include East Hampshire; Eastleigh; Fareham; Hart; New Forest. Southampton currently has but with the completion of Sea City Museum will rise to 14 m^2.

- The general catchment area for museums with locally significant collections can most readily be related to local population and local demographics. A 50% catchment radius equates to approximately 6.6 miles or up to 24.2 miles for 75% catchment. The exception to this will be local museums with a

developed, specialist offer, for example St Barbe Museum and Gallery, which will have a mix of audiences drawn from the local area and further afield for higher profile temporary exhibitions.

- The catchment area for museums with more specialist interest collections (deemed of regional and national significance - for example those associated with particular individuals or subject matter) is much wider and does not relate as easily to either Local Authority boundaries or local population characteristics. The catchment radius for museums with regional/national collections can extend from 62 miles (50%) to 115 miles (75%). That said, although the collections may draw an audience from further afield, the education and outreach offer tends to be targeted at a more local audience.

- The catchment map illustrates that local museums cover all the principal centres of population in Hampshire including Basingstoke, Winchester, Eastleigh, Southampton, Fareham, Portsmouth, Gosport and Havant. However, space provision varies greatly across the main centres.

Quality, Access and Capacity

4.65 The physical quality of many of the museums may not be as good as might be desired. Although according to the condition survey only one museum is identified as poor, most fall into the medium quality criteria and data is not available for nearly a quarter. Similarly eight of the museums in the study area were considered to be poor in terms of accessibility and again data was missing for approximately quarter of the venues. It was also noted that several museums are operating significantly under capacity. This suggests that many of the buildings may not actually be fit for purpose. A future challenge may be to improve the quality and utilisation of existing provision rather than expand the number of facilities.

4.66 A further challenge is that of collections storage, which is an issue is for all the major Local Authority museum providers. This area is currently under review by Hampshire County Council, Southampton, Portsmouth and Winchester City Council who are exploring opportunities to enhance the quality of collections management, storage and service delivery which might arise from closer working relations and collaboration. Any moves towards shared collections storage facilities and related collections management functions should also take into account the services provided to support wider schools education work and outreach (including support for the independent museum sector), and how this will be affected by future housing growth and population changes. For example, Oxfordshire County Council's museum service collects developer contributions for the Central Museum Resource Centre at Standlake. The resource centre provides public access to the heritage, archaeology and local history collections for study and research; support for schools cares for the county collections and provides safe storage and conservation support for amateurs and other museums. As it is operating at capacity, further development will require it to increase its activities to meet new demand. In Oxfordshire a contribution is therefore sought from residential development throughout the County based on a fair division of about 20-25% of the capital costs of the scheme planned to meet increased demand, which equates to between £7- £22 per dwelling depending on presumed occupancy. [30]

[30] http://www.oxford.gov.uk/Direct/64239PlanningObligationsSPDPlainEnglishlogo.pdf

Participation

4.67 Residents within the study area are accessing museums at just below the South East average level. It should however be noted that the way the Active People survey measures participation does not relate to access of local facilities so visits to facilities outside the study area may well significantly influence the survey findings.

4.68 Museum usage is particularly high in Basingstoke, Winchester and Test Valley and there are low levels of museum engagement in Rushmoor and Gosport using Active People data. The Place survey, however, which specifically asks about use of your local museum, sees Winchester still performing far better than the other districts and Gosport doing far better than the Active People survey suggests.

Archives

Background

4.69 Residents of Hampshire, Southampton and Portsmouth are served by the three main records offices based in Winchester, Southampton and Portsmouth.

4.70 For the purposes of this study, the audit has focused on the archive services directly provided by the Local Authorities. Local Authorities are required by The Local Government Act 1972 (s.224) to make proper arrangements for any documents that belong to or are in the custody of the council. The Public Record Act of 1958 places additional responsibilities for safe keeping upon Local Authorities who act as 'Places of Deposit' for records covered by the Act. Other requirements with regard to access to information in records and archives have been placed on public bodies through the Data Protection Act 1998 and the Freedom of Information Act 2000 which came into force in 2005.

4.71 An archive is a place where records that have a permanent or continuing value are selected, preserved and made available for use. Such records may be generated by individuals, families, businesses and institutions. They include manuscripts, files, books, photographs, maps, plans and drawings, sound and moving images and digital records.

4.72 Some 99% of visitors agree that archives contribute to society by preserving the heritage and culture of an area. Archive services are used by between 5 and 7% of the adult population and over 20% of these are first time visitors each year. Archives have seen visits growing by 50% in the ten years to 2004. Many visit for family history research, whilst others (approximately 10%) visit in connection with their employment.

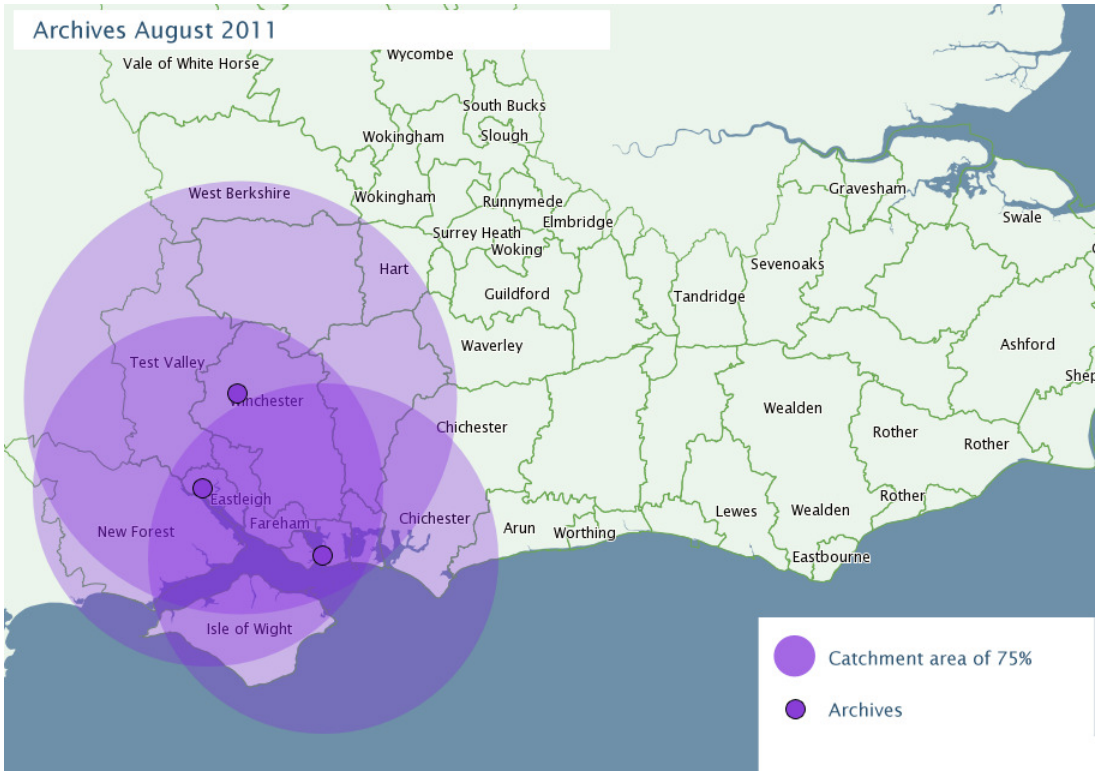
4.73 In many areas experiencing housing growth or regeneration, existing archive buildings and archive services will need to be upgraded or replaced. Provision could be through refurbishment, extension or replacement of buildings and associated services. Some archive services are also being developed in partnership as outposts within other organisations or co-located in shared premises.

4.74 Summary table of audit results, below, showing number of facilities in study area, condition, accessibility and capacity of facilities and comparison of current space standards with the national space benchmark figure of $6m^2$ per 1000 population.

Number of Facilities	Comparison to Benchmark 2010	Comparison to Benchmark 2026	Condition (no. of facilities in good or medium condition.)	Access (no. of facilities Good or Medium)	No. at Capacity
3	46%	42%	3	3	1 (Southampton)

Summary

- The catchments of the statutory archive services are large, extending across the study area. The exceptions are to the SW and NE of the region.
- Spatial provision is below the national benchmark standard of 6m^2 per 1000 population.
- According to the audit returns, the condition and accessibility of the statutory archives is reasonable.
- Only one of the archive services (Southampton) has categorised itself as being at capacity. The other archives and record offices appear to be below capacity, possibly due to restricted opening hours, capacity issues or more effective visits as a result of prior internet research but less visits by volume than in recent past.
- Several other archives are located in the study area and cover specialist areas, such as naval and military history, academic interests or local history. They are mapped to show their location but not included within the detailed audit.



Spatial Analysis and benchmark figures

4.75 Overall the figure for archives space is low at around 50% of the national benchmark standard. Hampshire Records Office has 3m^2 of archive space per 1000 population; Southampton Records Office has 3m^2 per 1000 and Portsmouth 4m^2 per 1000. The estimated population changes to 2026 will see this figure fall to 2 m^2 per 1000 for Hampshire and Southampton, with Portsmouth unchanged.

4.76 The catchment areas of the three archive services cover most of the study area. However, analysing the 50% catchment data reveals that the some areas including Fordingbridge, Basingstoke, Farnborough, Fleet, Bordon and Petersfield are less well served than others. This analysis does not include data from neighbouring Local Authority services, such as the Surrey History Centre, which may also reach into Hampshire.

Patterns of provision and future need?

4.77 The pattern generally is of a centralised storage facility, with space for people to consult archive material. Many recently built archive facilities also have seminar space and dedicated areas for use by visiting groups such as school groups. There is also a need for space for conservation work and for sorting archive material. A reception area, sales space and exhibition space are also normally provided. Typical elements of an archive facility, based on recent work by the National Archives, are shown in *Public Libraries, Archives and New Development: A Standard Charge Approach* (MLA 2010).

4.78 In the last ten years, traditional archive service provision has been radically extended by digital access. For half of those using such online resources for the first time, it is their first contact with archives. This is creating a new market, with a different profile, to that for onsite visits. Improvements in digital access are also changing the pattern of use of site-based facilities, with a reported increase in targeted enquiries and enhanced efficiency of visits.

4.79 The explosion in digital access is resulting in archive services offering more PC-based information for users. In addition, for those that have no personal access to the internet, a devolved network of information points is being provided. This may comprise computers at public libraries, community halls or in other accessible locations.

4.80 However, there is little current evidence that online use will replace user needs for site-based central archive facilities. The process of creation of digital records in the normal course of an authority's business also brings with it further responsibilities for archive services in managing those records.

4.81 The Hampshire, Southampton and Portsmouth archive services will therefore need to consider how best to meet the needs of the new growth areas, whilst also addressing current potential 'cold spots'.

5. Concluding remarks

These concluding remarks have been written specifically with the PUSH growth area in mind and support the early study by Professor Elson on the PUSH planning area.[31] *Recommendations and remarks in this section do however also have relevance to the wider study area.*

5.1 Through an analysis of the current building stock, its accessibility, capacity, catchment analysis and size, as well as broad local participation levels, a baseline detailing cultural facilities in the study area has been established. A number of themes emerge which can help inform future planning.

5.2 This section is structured to reflect the rationale for the study and the intended use of its results, as outlined in paragraphs 1.19-1.17.

5.3 The themes that emerged relating to the South Hampshire (PUSH) area are as follows:

Overlapping catchments

- For the arts the results of the catchment analysis shows a pattern of overlapping catchments across the study area. The smaller/local facilities such as multi-use arts venues [categorised as scale A and B] have estimated catchments [50% of users] of 3.9 and 4.9 miles respectively. These are overlaid by the catchments of larger multi-use arts venues [scale C], galleries and museums. Here the catchments are 13.5 miles for scale C arts venues; 12.7 miles for galleries and between 6.6 miles and 61.5 miles for museums – depending on whether the collections are of local or wider regional/national significance.

- Looking at the local / sub-regional breakdown, this gives a 'local' catchment range of between 3.9 - 12.7 miles, overlaid with a sub-regional catchment range of between 13.5 and 61.5 miles.

- The conclusion is that even quite local facilities serve a catchment which extends beyond an individual district and this would imply that future plans will need inter-district or inter-authority partnership or discussion. For the non-local facilities they would require PUSH-wide and/or even County/ sub-regional consideration.

- As part of this thinking, greater consideration should also be given as to how areas of expertise or specialisms can be developed to ensure a diversity of offer across PUSH galleries and performing arts spaces. This would be aligned to a better understanding of the impact of programming/service delivery on the usage of facilities as well as reach.

- There is greater uniformity of library catchment areas [0.6-1.5 miles] and they demonstrate very local catchment areas. Infilling in urban centres will therefore have an impact on local library provision, and the major urban extensions will probably require new facilities to be located nearby

31 Spatial Planning and the Provision of Cultural and Sporting Infrastructure in the PUSH area/ Report for Living Places and the PUSH Quality of Life Delivery Panel /Professor M Elson / Emeritus Professor in Planning

– either as a joint service/co-located facility with other services, or as stand-alone facilities.

Dominance of City provision

- The catchment analysis also illustrates the dominance of city arts facilities, in terms of catchments and reach. Arts provision catchments therefore extend to adjoining districts and areas, serving populations across LA boundaries. It would be useful in planning future provision or pattern of provision to undertake more detailed work on cross boundary issues and a post code analysis of users to assess penetration in different areas.

- The data currently suggest an east/west focus on Southampton and its hinterland and Portsmouth and its hinterland. Cross service planning would therefore be recommended to inform any future development plans.

Cold spot areas

- Catchment and participation data analysis has identified a number of 'cold' spots either in terms of catchment/reach or participation. For arts these are: Romsey, Warsash, Bishops Waltham, Swanmore and Waltham Chase and Denmead.

- For galleries these are the Test Valley; the middle of the South Hampshire area including Hedge End, Whiteley, Bishops Waltham, Locks Heath and Stubbington; and Waterlooville, Denmead and Horndean.

- Potential gaps for libraries include Colden Common, Burseldon, Whiteley, Titchfield, Wickham; Southwick and Denmead.

- This information would suggest that greater focus needs to be given to cultural provision in the South of Test Valley, in the middle of South Hampshire around Hedge End and Whiteley and at Waterlooville. Any such discussions would need to refer to revenue costs and community needs and consultation, as well as plans for related community halls or other voluntary sector organisations/activity and provision across boundaries. One model which might inform future working is the joint work between Winchester City Council and Havant Borough Council where Winchester City Council has negotiated a Section 106 agreement relating to cultural provision and public arts related to the West of Waterlooville Development and this will in part be spent across the Boundary in Waterlooville which is part of the Havant Borough Council area

Transport

- The importance of access to good transport links in stimulating participation should also be included in future planning. Where there are existing good quality transport routes, the catchments of facilities will be stretched accordingly. This factor has not been fully taken into account yet but would need to be included in any future analysis and planning.

State of building stock

- The results of the survey show that approximately three quarters of the multi-use arts venues were purpose built, but only about a quarter of the museums. For libraries, approximately half are purpose-built. Those that are not purpose-built may be more costly to adapt as needs change. The focus of different cultural sectors will therefore vary, depending on how far the current building stock is fit for purpose and whether it should be adapted and extended or replaced.

- Gaining data on the quality of buildings proved difficult however the current listing obtained data for over 90% of provision. Few facilities are currently deemed to be of poor quality. Equally more of the facilities are only considered as of average rather than good quality (63 good, 68 adequate, 7 poor, 11 no data).

- The data available shows that of the three public archives, two are in adequate condition and one is in good condition.

- Ten galleries are in good condition, and 6 are adequate.

- Thirty five libraries are in good condition, twenty nine are adequate with seven libraries in a poor condition. For two libraries there is no data.

- 10 multi-purpose arts venues are in good condition, eleven are adequate and there is no data for 2 venues. There are six schools that also provide community access to a multipurpose arts venue, no quality data has currently been collected for schools.

- Ten museums are in good condition, sixteen are adequate, five have provided no data.

Capacity issues

- The degree to which there is good quality information on the capacity of existing facilities is variable. This in some areas makes it difficult to assess the likely impact of new housing. The capacity information is crucial if cultural providers are to demonstrate that they are unable to accommodate new growth and therefore would need to take action to enhance or enlarge the current pattern and opportunities to meet new needs. Local Assessments at Planning authority level may therefore need to be undertaken in some areas to further verify the evidence base supporting this report.

School sites

- Out of the nine schools which have specialist arts status, 6 have public access to those facilities. One of the schools, Wildern School in Hedge End, is located in one of the cold spot areas and will be providing public arts facilities/space through The Berry in partnership with Eastleigh Borough Council. This type of development and the indicative catchments used for the schools would indicate that there might be more potential to extend school sites in other areas to cover other cold spots such as Denmead.

- However, any such move would also need to fully consider the existence of a number of detailed issues of incorporating cultural uses on school sites; such as access, management arrangements, accessibility of sites and other matters.

Themes emerging from arts facilities analysis

- Audiences travel to venues of their choice across administrative boundaries. Most facilities are concentrated in the cities and towns of Basingstoke, Winchester, Southampton, Portsmouth and Eastleigh; these locations are significant importers of visitors to cultural venues. The remaining 9 districts appear to export visitors. Residents in these areas rely on facilities outside their district boundaries. Scope may therefore exist for Local Authorities to work collaboratively to support performance venues and galleries.

- In some areas, several similar facilities are located in close proximity to each other. In some instances these facilities are in different ownership – County Council, District Council, School, College and University. Opportunities may exist for collaborative working, sharing services, joint programming or possibly rationalisation.

- Hampshire residents enjoy good access to all 3 identified arts typologies. Virtually all residents live in the catchments of a large scale venue, the only exceptions being residents living in the largely rural central part of the county. All the principal towns are served by medium or small scale venues. Some cold spots where populations are on the edge of catchments do however exist and these include Romsey, Warsash, Bishops Waltham, Locks Heath, Stubbington, Bordon, Alton, Petersfield and North and West Waterlooville. Gosport should also be considered a cold spot due to its lack of transport connectivity.

- The area is well served by galleries; these are principally located in the main centres of population, Basingstoke, Winchester, Southampton and Portsmouth. More research is required to gain a comprehensive understanding of production rehearsal and education space for arts across the region. In particular more information is required relating to the extent of community access to facilities on school sites.

- Total floor space provision in the study area equates to 63% of national bench, unless new provision is delivered this figure will fall below 58% by 2026. The cities of Southampton and Portsmouth have provision that exceeds the benchmark standard. However when the catchment areas of the facilities in the city are taken into consideration, the level of provision roughly equates to local need.

- Better quality data is required to enable a full assessment of the existing networks' fitness for purpose, accessibility and capacity – venues and authorities should be encouraged to fill in the gaps in the data to build a comprehensive picture.

- Participation levels across the study areas are roughly in line with regional average; however in terms of participation the study identifies Rushmoor,

Gosport and Havant as cold spots. Participation in Basingstoke, Hart Southampton and the New Forest is also lower than might be expected.

- If developed it is likely the eco towns in Fareham and Bordon might expect to be served by enhanced local facilities. Population growth in Eastleigh, Portsmouth, Southampton, Test Valley and Winchester including West Waterlooville may lead to requirement to enhance provision.

Themes emerging from library facilities analysis

- Good spatial coverage exists across the study area and almost complete coverage exists in the urban area. Coverage is sparser in rural areas - this is however mitigated by mobile provision. Relative cold spots exist in the Whiteley and North Fareham / Wickham areas. In some areas several fairly small libraries with limited opening hours are located in very close proximity to each other and it may be desirable to explore opportunities for rationalisation and enhancement.

- Total library floor space equates to 95% of the national benchmark; without the provision of new facilities this will fall to 86% by 2026. Provision is over benchmark in Gosport, Basingstoke and Portsmouth and significantly below benchmark in Eastleigh, Hart, New Forest and Test Valley. Additionally population growth may lead to additional requirements in Fareham and East Hampshire.

- The quality of library provision is generally good. The capacity of some facilities is however restricted by limited opening hours. It is clear that new investment and access to IT provision at Southampton Central Library, Winchester Discovery Centre and Gosport Discovery Centre has had a significant impact on usage. These libraries have experienced growth in demand in the context of a national trend of declining library visits.

- Participation levels are slightly above the regional average. Participation cold spots however exist in Rushmoor and New Forest.

Themes emerging from archive analysis

- Public record offices are located in Southampton, Portsmouth and Winchester; these provide adequate spatial coverage for the area. The Hampshire County Council record office and the Southampton record office are in good condition and Portsmouth is reported as adequate.

- In areas experiencing population growth, existing archive services are likely to experience additional demand. Need is therefore likely to emerge to upgrade or refurbish existing facilities or extend access through new service points such as in libraries or via ICT.

Themes emerging from museum facilities analysis

- The area is well served by a wide diversity of specialist and local museums. All Hampshire residents live in the 75% catchment of a museum and all South Hampshire residents live in the 50% catchment of a museum.

- Museum floor space is however significantly below the national benchmark. Unless additional provision is delivered, this deficit will increase by 2026. However Hampshire is also well served by national and independent museums which were not included in the audit for this study. Opportunities may therefore exist to review the relationship between Local Authority museum services and the independent sector if the need for additional museum provision or services is identified for an area.

- Increases in population will increase demand for museum services. It is likely this increase in demand will be best met by enhancing existing provision rather providing new facilities, although some modernisation and replacement may be desirable in some instances.

- The study did not cover schools' usage of museum facilities as part of the catchment analysis. As school groups require particular building standards and facilities, it would be informative to assess and map schools' use of museums across the area and identify any physical shortfalls in provision, to inform future development or investment priorities.

- Museum participation in the study area is slightly below the national average. Particular cold spots exist in Eastleigh, Gosport, Rushmoor and Southampton.

Next steps

5.4 This study has analysed the location, scale and catchments of cultural facilities in the study area. It has also established the overall level of space within buildings used for cultural purposes and has compared this with national benchmarks and has drawn conclusions.

5.5 This audit of cultural facilities was designed originally to feed into spatial planning agendas in the PUSH area, but has subsequently been widened to cover all Hampshire Districts. The results of the analysis, including the identification of gaps [cold spots] in provision, support some of the proposals outlined in the PUSH Quality Places Capital Projects Listing. For example the development of library facilities at Whiteley, the proposed new cultural centre in Havant and provisions for creative workspace and community facilities in Waterlooville all fall into this category. These would need to be further explored against the local and district analysis including local catchments.

5.6 A number of 'next steps' are recommended to move the agenda for cultural provision forward in PUSH:

- There is a need for more information on the capacity and suitability of spaces for the arts. This is necessary if any realistic analysis is to take place of the needs for arts generated by growth;

- There is also a need to fill the gaps in catchment and size information for some cultural facilities [see section 4];

- There is a need for a further study that examines the contribution the independent museums make to museums provision in Hampshire and their relationships with the different Local Authorities.

- Consideration should be given to carrying out the spatial planning review, as carried out in the original PUSH study of 2009, for the non-PUSH Districts;

- Cultural officers should review their needs in the context of local service reorganisation needs and the demands created by population growth, producing relevant strategies and project listings;

- Planners should be approached to consider how to incorporate information on needs for cultural infrastructure within infrastructure delivery plans accompanying LDFs;

- Following their independent study, Hampshire County Council's Library and Information Service will be contacting Districts separately about this policy which is designed to meet current policy on planning obligations and be a basis for CIL requirements after 2014;

- Consideration should be given to the adoption of appropriate cultural benchmark figures across individual Local Authority areas or sub-regions. This could be along the following lines:

  - For libraries, a benchmark of 35 sq. m per 1,000 population for the cities of Portsmouth and Southampton, and 30 sq. m for the remainder of the study area;
  - For archives, the figure of six sq. m per 1,000 population of purpose built, fit for purpose, space across the PUSH area, with an agreed proportion of any tariff payments devoted to Portsmouth City, Southampton City and Hampshire County Council archives;

  - For museums, a figure determined authority by authority, based on the 28sq m per 1,000 population benchmark, reflecting the level of private and other non-local authority museum provision in the local area; and

  - A benchmark of 45 sq. m per 1,000 people for arts facilities, depending on local circumstances and existing provision.

5.7 The benchmarks used in the study are backed by national surveys of a sample of Local Authorities and relate to reasonable space needs at the current time. Reflecting current practice and provision, they comprise a defensible level of arts and other cultural spaces and their costs in association with new development. As patterns of provision evolve we would expect these benchmarks to be re-calibrated from emerging national and other data as local development plans are reviewed.

ENDS