

Appendix 1: Supporting Information and Impact Assessment

Service / Policy:	Culture and Events
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Section 1: Background Information	
1.	<p>What is the proposal / issue?</p> <p>To understand the budget implications arising from the 2016 Torbay Air Show and to determine whether it is in Torbay's economic interest to repeat this event* and whether it is affordable.</p> <p><i>*If the event is to be repeated then a decision will need to be made at this meeting in principle for a 2017 Air show to allow enough time for the relevant permissions and procurements to take place e.g. booking of aircraft, sponsors etc.</i></p>
2.	<p>What is the current situation?</p> <p>The first Torbay Airshow 2016 was a huge success in terms of the public response and audience participation with two days and one evening of world class flying of both military and civilian aircraft; an event village of live music and family entertainment; and at least 100,000 spectators across Torbay with many more residents also watching from their homes and gardens.</p> <p>The event was to be primarily funded through a combination of pump priming costs from the Coastal Communities Fund with match funding from commercialisation of the event through sponsorship and marketing. Regrettably the commercialisation fell short of estimates provided in the months leading up to the event upon which some spending decision were made (e.g. extent of Park and Ride and VIP packages provided).</p> <p>This is the only event that has been labelled with the "Torbay" brand in recent times and has the potential to be a signature event for the Bay and a regular event in the national air show calendar.</p>

Torbay Council staff and many partner organisations thoroughly enjoyed working on the show and it brought many teams together in an extremely positive way, the benefits of which extended beyond the delivery of an Airshow.

Torbay Council, with partners, demonstrated that it had the ability to organise an extremely complex event and an organizational capacity that could have handled twice the visitors numbers.

Most importantly, the Airshow made a significant contribution the Bay's economy with most core hotels reportedly full at full tariff rates, and the event and publicity presented the Bay in a very positive light. Airshows are second only to football matches in the list of activities that attract visitors in the UK.

Use of Resources

There is only 1.5 FTE events staff at Torbay Council and budgets in this area have been dramatically reduced over many years. Due to the nature and scale of the event planned there were significant up-front costs which had to be borne to ensure the success of the event. These set up costs included an external event safety advisor; volunteer coordination; costs and insurance of the flying programme; park and ride costs.

Running an event is not an exact science, particularly for a first event where audience attendance, local interest and the vagaries of the weather may all have an impact. The additional complicating factor for the Torbay Airshow were new and additional requirements which had to be met following the Shoreham Air Disaster inquiry, many of which were unknown until Spring 2016. These additional requirements in relation to primary and secondary viewing areas, crowd management and off shore coordination etc were all additional considerations and costs during the last few months of the event planning.

One of the other challenges was the event site was an "open site" i.e. you did not need a ticket to enter, and therefore crowd management and evacuation and contingency plans for an unknown size of audience had to be developed. The council had to plan for the worst and hope for the best.

Presently Torbay Council does not have a sustainable Events Team but if events such as this can be developed into profit centre, then it offers the prospect of a viable service with wider economic benefits. In other Air Shows across the country there are permanent teams of staff who are employed specifically to organise the respective Air Shows.

Commercialisation of the event

The Council contracted out the commercial element of the event following a competitive process. The bid prospectus set out how the event would work financially and the level of income which could be generated. Overall the income actually derived from this company was at the minimum level of their initial bid and significantly below their ongoing estimates thereafter, which indicated that the Airshow was likely to be even more popular than originally forecast.

Regrettably, a month before the event the promoter was still giving the authority confidence that a figure of double the income was easily achievable. It was only apparent 10 days before the event when tickets sales for VIP enclosures and similar had not been reached was there any concern raised with the council. This resulted in the opening event on the Friday evening being cancelled by the Council due to poor ticket sales and change of approach being adopted for the VIP and Hurricane Hanger in an attempt to limit the losses for catering etc, which had to be paid up-front. Fixed costs were therefore incurred unnecessarily.

Sales

A profit and loss account is provided in Appendix 3 and this section looks at some elements of the sales initiatives, which are in addition to the commercialisation income mentioned above.

Torbay Council had to build a website capable of taking on line sales to support the event. This website alone processed £26k of on-line sales. This is the first time the council has undertaken this type of venture and it has created a platform for future commercial opportunities.

In addition, souvenir programmes and other merchandise were also sold, although sales were not as high as anticipated £600 was generated through people downloading the Air Show app, which was produced by students at South Devon College. This engagement with the students for a local event was beneficial to both the Council and the students.

There were concerns locally that the programme for the Air Show was not published until 3 days before the event. This caused some anxiety with the local press and locals in so far as the exact schedule was not available. Although this probably ensured that more guides and apps were purchased in the immediate days leading up to the event, it might have led to confusion as to what the show had to offer as it was a new event for Torbay. This is something the council needs to review.

Traffic Management and Infrastructure Costs

The traffic management was a significant challenge. Legal processes require the advertising of road closures in advance. Based on the assessment of the audience numbers this was implemented in good time. However, there was a public backlash to this as they didn't understand why the council was doing it. This caused two weeks of increased demand to the council and lots of negative stories in the local media perpetuating misinformation which suggested that the council was organising a money making campaign, and that if the council closed roads people would be forced to park in car parks, and therefore the Council would see a substantial increase in its income.

The road closures were not intended to do this, and were an essential safety measure for crowd management and to allow blue light services to freely access the event site and other areas of the Bay in the event of an emergency. During the event, many of the road closures were relaxed as the traffic management issues expected from a congested network did not materialise.

One of the major areas of concern for organisers and the multiagency group supporting the event was park and ride facilities. Torbay uses the national model of a Public Safety Advisory Group (PSAG), which is multi-agency and advises on all large events. The PSAG advice was that park and ride facilities were essential, and in part driven by the success of the Radio One Park and Ride and overall traffic management a few weeks previously, was keen to ensure that there was adequate provision. The National Decision Making model used by agencies supported this decision making. However, this resulted in last minute decisions having to be made to ensure that appropriate park and ride facilities were provided. This had a significant infrastructure costs circa £150k.

In reality, the use of the Park and Ride facilities was minimal. However, if the facilities had been mostly full, then the Council would have recouped the full cost of supply. This is a difficult area of event planning as the traffic chaos caused by the recent Elton John event at Exeter demonstrated. Other air shows across the country have had significant problems with traffic management e.g. North Yorkshire in 2015 and organisers were keen not to repeat these kind of mistakes.

Unfortunately the park and ride only had limited use, and this resulted in a substantial loss. However, for those who did use the park and ride they were very pleased with it.

The lack of use can be attributed to:

- There were not as many day visitors to Torbay areas anticipated;

- Those that did attend parked 'on street' and then walked to the event site or other viewing areas. As the bay is a natural amphitheatre not all spectators were at Paignton
- The poor and adverse publicity from the media about the traffic management arrangements probably put some people off attending;
- The weather was variable across the South West region throughout the weekend, which may have deterred some from travelling to the event;
- Torbay has never delivered a large scale, free to access, outdoor event before and therefore never needed to set up park and ride facilities. Many believed that the costs to park were significantly higher than they were, with VIP car parking prices being quoted as the norm.
- There was also some miscommunication over the additional trains put on especially for the Air show.

Other costs included the provision of toilets, litter picking, fencing and stewarding. This all worked well, although the amount of provision provided would have coped with a much larger audience attendance.

The council erred on the side of caution but as it was a first year event it is important to note that as a public authority there is an increased emphasis on accountability and risk management for this type of event, as well as reputational risk to Torbay Council, particularly in light of additional new safety requirements.

Volunteering and Team effort

Owing to the size of the events team there was a significant volunteer capacity required for the three days of the show and in the preparation and dismantling of the event site. There was over 100 Council staff involved in the event in some way, from printing, design, customer contact centre, insurance, emergency planning, etc, and many of these staff also volunteered throughout the event (the red t shirts).

Without this team effort, the event would not have been possible. However, credit must be given to the core staff leadership team in Communities. The event relied heavily on the good will of Council staff, largely within the Joint Operations Teams to make it work. Approximately 516 hours of staff time were utilised as volunteers over the three days.

The organising team were also grateful for members of the community who volunteered, in some cases for the whole weekend.

Emergency and Contingency Planning

Emergency planning arrangements were well organised. There was good engagement with the statutory partners in particular police, fire, ambulance, coastguard etc. Silver room (Tactical Control) was passive, but there was a Council representative in the Silver Room at Teignmouth Police Station all weekend with the police. There was good support from the Public Safety Advisory Group (PSAG). Offsite silver room at Teignmouth (designated point) continues to be logistical challenge for Torbay based events/issues.

Contingency planning was different for a first event due to the number of unknowns, but an emergency desk top exercise with support from the Police made a valuable contribution to the contingency planning.

Adequate insurance cover was required for the event. Initial advice was that £50M insurance cover was needed. This increased to £100M following a peer review by our insurer which was completed just a few days before the actual event; This was an additional and unexpected cost.

The lost and found children facility run by the Councils Beach Management Team worked extremely well. There were a handful of incidents, mainly found children all of which were resolved within minutes. There were over 80 incidents which required a medical response over the three days. These were all dealt with by onsite staff and none required an escalation to hospital treatment.

Media Management and Marketing

The amount of funding available for marketing was limited and therefore this was targeted at the M5 corridor and specialist Air Show events and publications to try and draw audiences in from wider than just Torbay. There was marketing and publicity in the Torbay area, although there has been feedback from the public who expected there to be much more locally, with some comments that local people didn't know there was going to be an Air Show despite leaflet, radio, press and social media advertising. However, the press coverage in the lead up to the event, albeit not always positive, clearly articulated that an Air Show was happening.

What is clear however is that the Council needs to improve its media management and to embrace a more interactive relationship with all media outlets. Rather than support this new event, the media seemed to focus on the negative aspects of such an event before it had even occurred. This is something the Council needs to learn from.

The event had a number of media partners who broadcast from the event site i.e. Breeze and Radio Devon but there was a definite lack of television coverage, and the event did not appear on the local news either during the event or after. Social Media however was overwhelmingly positive with Twitter, Facebook etc sharing very positive comments and spectacular pictures throughout the weekend. There were various film crew on site all weekend filming the event including Planes TV who filmed the event and posted it live on their website. They have also made a DVD which the Council can use for future promotions.

Areas outside of our control

- Weather;
- Number of people attending;
- Press coverage locally in the lead up to the event;

Was the event successful?

The event was a huge success.

- Torbay Council ran a world class 3 day air show display, which has had hugely positive support locally, on social media and from those attending.
- The event was well managed and safe, and partner agencies were very happy with all the arrangements;
- The event clearly demonstrated an appetite for such events by local residents and attracted many visitors to the Bay, which will have benefitted the economy significantly.
- The first show has provided a platform upon which bigger and better shows can be developed, with lessons learnt.
- The pilots and aircraft operators expressed their delight and would very much like to come back.-
- The council has a good platform to work from for future events of this size and stature, with a detailed Event Management Plan and control measures considered, be it another airshow by the Council or not.

The unexpected positive consequences of the event were:

- The event that significantly raised the reputation of Torbay Council and gave us a reach locally and nationally;
- The team spirit and pride that it gave all of the staff within the Council;
- The success of the event was palpable both inside and outside the council for several days after the event and the council continues to receive compliments from residents and visitors about the event.

<p>3.</p>	<p>What options have been considered?</p> <ul style="list-style-type: none"> (i) Recognising that such events take time to build but have long lasting economic benefits (Bournemouth’s show now has 800,000 visitors), the council could decide to make a long term commitment and for this to become a permanent signature event for Torbay establishing a budget to underwrite and deliver the event; (ii) The Council could make a three year commitment to the event only, with an appropriate budget to give the event time to establish itself and become commercially viable (sustainable); (iii) The council could choose not to deliver an Air Show in future years*. <p><i>* The funding which pump primed this event was given on the understanding that the event would become sustainable in future years, so a decision not to repeat the event (or a version of it) would need to be agreed with the funder;</i></p>
	<p>How does a proposal to continue support the ambitions and principles of the Corporate Plan 2015-19?</p> <p>Principles:</p> <ul style="list-style-type: none"> • Use reducing resources to best effect <p>Targeted actions:</p> <ul style="list-style-type: none"> • Working towards a more prosperous Torbay • Promoting healthy lifestyles across Torbay • Ensuring Torbay remains an attractive and safe place to live and visit <p>Ambitions :</p> <ul style="list-style-type: none"> • Working towards a more prosperous Torbay
<p>5.</p>	<p>Who will be affected by this proposal and who do you need to consult with?</p> <p>There is no requirement to consult on this decision. However, the Mayor has sought feedback through an article in the Herald Express to seek views on whether the council should repeat the Air Show. The response was overwhelmingly positive, and this is supported by the many compliments that the council has received directly.</p>
<p>6.</p>	<p>How will you propose to consult? See above</p>

Section 2: Implications and Impact Assessment

7. What are the financial and legal implications?

Costs exceeded income and grant funding for the following reasons:

- (i) Additional costs were incurred as a result of new CAA requirements following the Shoreham Air disaster;
- (ii) The initial set up costs (for a first time event) were higher than anticipated, given that the Council had a limited infrastructure on which to build;
- (iii) The commercialisation of the event was only partially successful;
- (iv) Poor use of Park and Ride
- (v) National research demonstrates this and suggests that most large events don't move to breakeven or profit until years 3-5
- (vi)

The budget comprised of an initial £124,000 grant from the Coastal Communities Fund with anticipated match funding from the commercialisation of the event. Although the council did not allocate a dedicated budget to underwrite the event it accepted that some subsidy would be required most probably in the region of £125K-150K. Regretfully, some aspects of the expenditure did not become apparent until the last month of planning, when it became clear for example that the commercial income would be lower than anticipated but fixed costs had already been incurred and at this late stage there was no option but the carry on and fulfill contractual commitments. The better safe than sorry Park and Ride strategy proved unnecessary.

This resulted in a total cost to the Council in year one of £250,000

If the Council were to repeat the event the intension would be to build on the investment already made and aim to make the event cost neutral to the Council within 4 years. The council would need to underwrite an element of future costs over this period, but at a year on year reducing level. This level of investment is shown in Appendix 3. The total investment required from the Council will be £211,000 up to 2019, which would give a cumulative Economic Benefit of £33 Million.

The Coastal Communities Fund grant conditions have a degree of flexibility and it is recommended that a further £20k be

allocated from this fund (rather than be used to support another new event). It is proposed to fund the remainder from the CSR account.

8. What are the risks and opportunities?

Opportunities

1. The council now has a high profile, successful and universally supported event from 2016 which it can build on to attract new sponsors and new audiences. One of the conditions of the pump priming grant was that the event was sustainable for future years. Part of the sustainability was developing a prestigious and high quality event to ensure that could be used to attract future funding and sponsorship for future years.
2. The impact of the Air Show was palpable for several days after the event, and truly gave the community something for them to be proud of in Torbay. The success of the event enhanced the reputation of Torbay Council with residents like no previous event ever has.
3. The council can establish the Torbay Airshow as a key slot in the national Air show calendar which will make it a signature event for Torbay outside of the main holiday season.
4. A three year commitment to the Air Show with an intention to make it break even and hopefully generate a profit after three years would be a direction of travel to consider.
5. There is no other event in Torbay which is badged as a "Torbay" event for the benefit of the whole Bay.
6. The Air Show attracted an audience of over 100,000. This scale of event shows that Torbay is open for business and will interest future investors and visitors. (Bournemouth air show now attracts more than 800,000 visitors).
7. There will be opportunities to partner with local businesses in future years now the council has shown how well it can deliver this type of event.
8. Torbay is a natural amphitheatre and all the pilots are keen to come back and fly here again. This is particularly important due to the restrictions imposed on others show following the Shoreham Air Disaster.

9. The staff team pulled together and "owned" this event to make it the success that it was and gave them something to be proud of.

10. The linkage with the Armed Forces worked well and the Air Show will be a great back drop to future links with the Forces.

Risks of repeating the Air Show

- There will be a need for the Council to underwrite the Air Show for at least three years to give it the opportunity to become sustainable and commercially viable.
- The council's resource decisions in terms of reducing numbers of staff overall may result in a lack of capacity from across the Council to support such a large event;
- There will be a need to rely on the flexibility of the wider staff team across Torbay Council to support the event in future years

Risks of not repeating the Air Show

- Torbay loses the opportunity to generate a signature event which Torbay can be proud of, which raises its profile locally and nationally.
- Torbay loses the opportunity of attracting new visitors and business to the Air Show and the opportunity to boost our economy.
- The reputation of Torbay Council with the public may reduce, and undo the improved position with the public following the success of the 2016 Air Show.
- The reputation of Torbay Council with its staff may reduce, and undo the improved position and increased morale generated by the success of the 2016 Air Show.

Air Show Safety

Air displays are governed by the Civil Aviation Authority and there are new requirements in place following the Shoreham Air Disaster. Pilots are granted approval to take part in displays only after a thorough test of their abilities and each

	<p>manoeuvre should be carefully planned and rehearsed</p> <p>The rules cover how shows are organised, the height and speed at which aircraft can fly, and the types of manoeuvres they can carry out, consideration of crowd location including primary and secondary viewing areas, geography and weather conditions. Safety at Air Shows is paramount and this is reflected in the additional costs of safety, security and insurance.</p>
<p>9.</p>	<p>Public Services Value (Social Value) Act 2012</p> <p>Key elements of the Air Show have to be procured as Torbay Council does not have the necessary skills or competencies to deliver them e.g. Flying director, Specialist Event Safety Planning, Security etc. Other aspects of the event will be delivered by Torbay Council.</p>
<p>10.</p>	<p>What evidence / data / research have you gathered in relation to this proposal?</p> <p>An initial review of the event with partners (on the final night of the Air Show) and with the internal staff team has been undertaken. A summary of the issues raised is shown in Appendix 2. There is still a need to complete a more detailed review, which is scheduled before the end of July.</p> <p>An external review of the Economic benefit to Torbay is still pending with the results due in mid July 2016.</p> <p>What would we need to do it again?</p> <ul style="list-style-type: none"> • Council would need to set a budget and underwrite the costs; As per the details in Appendix 3; • Significantly more sponsors with a headline sponsor for the whole event; • Consider reducing the number of days of the air show from 3 to 2 (but this is a risk based on the weather); and making more of the Saturday evening to encourage spectators to stay on site and working with a wider range of local businesses and other partners to maximize opportunities

	<ul style="list-style-type: none"> • Consider a new future date of the event as there were clashes with other regional events; • Not reduce the staff in Culture/Events/Community Safety in future budget rounds who were the primary workers involved in making this event a success; • If this is to become a signature event for Torbay then the resources to support it need to be in place; • Greater community buy-in. This was the first event of its kind in Torbay and Torbay has never run an event on this scale before. The organisers catered for large numbers of people based on experiences elsewhere in the country, and they really needed locals to get behind the event, who were skeptical at best. However, the council has had many compliments from the public and staff about the events with a request that it returns next year. • The council can substantially reduce the costs of the event if future years based on the learning from this year. Upfront event management planning can all be reduced based on the knowledge gained from the 2016 event. • The council can build from here and it would be a shame to waste the learning and experience from this event. • Increase sponsorship for the event. There was no headline sponsor for the event and the council needs early discussion with businesses to attract this type of funding. • Anecdotal feedback is that due to the success of this year's event, there are sponsors who are keen to be associated with it for next year. If the council made a 3 year commitment then this would offer stability and give sponsors confidence; • Need to consider the wider business opportunities away from the main event site e.g. having Air Show partners across the Bay, who can help with commercialisation e.g. selling programmes, hosting VIPS, but without increasing the footprint of the site and therefore incurring additional legal responsibilities.
11.	<p>What are key findings from the consultation you have carried out?</p> <p>The economic benefits of the event were independently evaluated appendix 4(to follow).</p>

12.

Amendments to Proposal / Mitigating Actions

There has been a preliminary review of the event organisation already undertaken, with a further more detailed review planned for late July. Some of the initial feedback on areas where process and procedures need to be reviewed are detailed in appendix 2.

Equality Impacts

13	Identify the potential positive and negative impacts on specific groups		
There is the potential of an overall reduction in service delivery; however this will have no differential impact on the specific groups listed below.			
	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people	The event is a family event with opportunities for families and intergenerational activity across the Bay		
People with caring Responsibilities	The event is a family event with opportunities for families and intergenerational activity across the Bay. There were facilities available for disabled visitors and their carers.		
People with a disability	The event is a family event with opportunities for families and intergenerational activity across the Bay. There were facilities available for disabled visitors and their carers.		
Women or men	The event is a family event with opportunities for families and intergenerational activity across the Bay		
People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			No discernible impact
Religion or belief (including lack of belief)			No discernible impact

People who are lesbian, gay or bisexual			No discernible impact
People who are transgendered			No discernible impact
People who are in a marriage or civil partnership			No discernible impact
Women who are pregnant / on maternity leave			No discernible impact
Socio-economic impacts (Including impact on child poverty issues and deprivation)	The event is focused at attracting new visitors to Torbay and to have a positive impact on businesses and therefore increase the level of investment in the area. There is the potential for £24Million of Economic benefit to be generated over the next 4 years by running this event with a further £211,000 worth of investment by the council.		
Public Health impacts (How will your proposal impact on the general health of the population of Torbay)	This is an outdoor event supported by sustainable travel options.		
14	Cumulative Impacts – Council wide (proposed changes elsewhere which might worsen the impacts identified above)	N/A	

15	Cumulative Impacts – Other public services (proposed changes elsewhere which might worsen the impacts identified above)	For this to be a sustainable event then it relies on the support of departments from across the Council and partners to ensure its success.
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