



## Report of the Director of City Development

### Report to Inclusive Growth, Culture and Sport Scrutiny Board

Date: 14 February 2018

Subject: Culture Strategy Delivery Plan

Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

### Summary of main issues

1. On 17<sup>th</sup> July 2017 Leeds City Council's Executive Board formally adopted the new Culture Strategy for Leeds 2017-2030. The Culture Strategy is the first of its kind in Leeds having been co-produced with the residents, artists and businesses of the city. The strategy includes six guiding values and principles, five aims and seven objectives. A copy of the new Culture Strategy for Leeds 2017-2030 and associated appendices can be downloaded at [www.leedsculturestrategy.co.uk](http://www.leedsculturestrategy.co.uk).
2. Since its adoption the Culture Strategy has received national and international recognition as a best practice example and model for co-producing the future cultural policies of a city. Interest has come from as far as Scotland, Italy and Iceland.
3. A key action of the Culture Strategy was for Leeds to bid for the title of European Capital of Culture 2023. On the 23<sup>rd</sup> November 2017 the European Commission wrote to UK Government confirming its decision that, as a result of Brexit negotiations, the UK would no longer be eligible to participate in the European Capital of Culture competition, with immediate effect.
4. Following a White Paper approved by Full Council on 10<sup>th</sup> January 2018, which gained cross party support, Leeds will move forward with plans to host a year-long celebration of its diverse cultures in 2023. Although not European Capital of Culture, the year will continue to have a strong international focus and will be rooted in the values, aims and objectives of the new Culture Strategy for Leeds 2017-2030.

There will now follow a period of ongoing dialogue, planning and development with a view to sharing more detailed plans in late spring 2018.

5. Given the implications of decision taken by the European Commission and the time needed to recast the plans for Leeds 2023, the need has also arisen to review the scope and timeframe of the Culture Strategy Delivery Plan.
6. The Delivery Plan will continue the co-produced approach pioneered by the development of the strategy, seeking to share ideas, energy and resources and empower people to create and enjoy the cultures that are relevant to them, as opposed to creating a top-down, predictive and restrictive plan for our city's future.
7. With this in the mind the proposed Culture Strategy Delivery Plan will not be an uninspiring spreadsheet on a computer, seen only by council officers and officials. Instead we will seek to create an open-source online platform that anyone can contribute to, crowd sourcing our cultural identity, placing culture at the heart of our daily lives, connecting all corners of the city, sharing experiences and creating the conditions for every person living in the city to have the capacity to create and play an active role in the cultural life of Leeds, should they choose it.

### **Recommendations:**

Scrutiny Board is recommended to:

- note the plan for a year-long celebration of culture in 2023 as a direct legacy of the city's bid for the title of European Capital of Culture;
- note the contribution and important legacy of the European Capital of Culture bid enabling a more ambitious Culture Strategy Delivery Plan over a longer timeframe;
- endorse the revised timescale for developing the Culture Strategy Delivery Plan to Autumn 2018, in light of the European Commission decision;
- note the extension of the timeframe for the Culture Strategy Delivery Plan to cover a six year period of 2018-2023;
- endorse and support the continuation of the projects that have already begun as part of the Culture Strategy Delivery Plan;
- endorse and support the continuation of the co-produced approach to the Culture Strategy Delivery Plan as set out in this report including the creation of an open source online platform to host it;
- ask officers to come back with a progress report later in the year.

## **1. Purpose of this Report**

- 1.1 To provide members of the board with an interim update on the development of the Culture Strategy Delivery Plan following the adoption of the new Culture Strategy for Leeds 2017-2030, and outline the implications of recent events relating to the city's bid for European Capital of Culture.

## **2. Background information**

- 2.1 On 17<sup>th</sup> July 2017 Leeds City Council's Executive Board formally adopted the new Culture Strategy for Leeds 2017-2030. The Culture Strategy is the first of its kind in Leeds having been co-produced with the residents, artists and businesses of the city. The strategy includes six guiding values and principles, five aims and seven objectives. A copy of the new Culture Strategy for Leeds 2017-2030 and associated appendices can be downloaded at [www.leedsculturestrategy.co.uk](http://www.leedsculturestrategy.co.uk).
- 2.2 A key action of the Culture Strategy was for Leeds to bid for the title of European Capital of Culture 2023. A small delivery team within Leeds City Council's Culture and Sport service had responsibility for creating the new Culture Strategy for Leeds 2017-2030, developing the bid for the title, and ensuring that the city's many and diverse communities were fully involved, engaged and represented in both projects.
- 2.3 Autumn 2017 saw a series of key milestones for the bid including the creation and submission of an initial 80 page bid book, a celebration event hosted at Quarry Hill which was attended by more than 4,000 people from across the city, extensive media and marketing campaigns and preparations for the initial panel interview. Whilst some early preparatory work was undertaken to start the broader development of the Culture Strategy Delivery Plan, the limited resources of the team were focused on ensuring that the first stage bid for the title was successful.
- 2.4 On the 23<sup>rd</sup> November 2017 the European Commission wrote to UK Government confirming its decision that, as a result of Brexit negotiations, the UK would no longer be eligible to participate in the European Capital of Culture competition, with immediate effect. The decision was announced despite the team being reassured by the previous actions of both Department for Digital, Culture, Media and Sport (DCMS) and the European Commission that the competition would go ahead.
- 2.5 The announcement was a huge shock to the city and has far reaching consequences, not only for the developments, ideas and projects included as part of the bid, but also impacting the development of the Culture Strategy Delivery Plan which was very closely aligned with the bid and would have provided the framework for its delivery.

## **3. Main Issues**

### **Leeds 2023**

- 3.1 Following a White Paper approved by Full Council on 10<sup>th</sup> January 2018, which has cross party political support, Leeds will move forward with plans to host a year-long celebration of its diverse cultures in 2023. Although not European Capital of Culture, the year will continue to have a strong international focus, be rooted in the values,

aims and objectives of the new Culture Strategy for Leeds 2017-2030, and support the creation and artistic direction of a programme of events, exhibitions, commissions and festivals during the year 2023.

- 3.2 On the 31<sup>st</sup> January 2018 a public meeting was attended by more than 600 people from across the city to consider ‘What Next for Leeds 2023?’ The meeting marked a starting point for developing plans for the year-long celebration and included the announcements that the year would include:
- The creation of a new People’s Theatre by Leeds theatre-company Slung Low, expected to undertake its first performance in 2020, with a major outdoor show taking place in 2023.
  - The Yorkshire Sculpture International, a triennial sculpture festival delivered by Yorkshire Sculpture Triangle which includes Leeds Art Gallery, Henry Moore Institute, The Hepworth Wakefield and Yorkshire Sculpture Park and is supported by Arts Council England. A pilot festival will take place in 2019 with the first major festival in 2023.
  - The plan to create a full size Lighthouse on the banks of the River Aire, inspired by Leeds Civil Engineer John Smeaton will go ahead and there is an in-principle agreement for it to be fully-funded by a local business.
- 3.3 Although good progress has been made in the eight weeks since the shock announcement there is much still to consider. The Leeds 2023 Independent Steering Group will be retained for an initial 12 month period to further develop the scope of the year-long celebration, and ensure robust governance and delivery mechanisms are in place for its successful delivery.
- 3.4 There will now follow a period of ongoing dialogue, planning and development with a view to sharing more detailed plans for the year late spring 2018. Members of the public have been invited to contact the team with any questions, views and comments by 30<sup>th</sup> April 2018, via the website [www.leeds2023.co.uk](http://www.leeds2023.co.uk).

### **Culture Strategy Delivery Plan 2018-2023**

- 3.5 Given the implications of the decision taken by the European Commission and the time needed to recast the plans for Leeds 2023, the need has also arisen to review the scope and timeframe of the Culture Strategy Delivery Plan.
- 3.6 It is proposed that, as a direct legacy of the bid which was both inspired by and contributed to the creation of the Culture Strategy, the Culture Strategy Delivery Plan will now have a six-year time frame as opposed to the proposed three year timeframe initially proposed. Alongside community-driven projects, the Delivery Plan will comprise plans for a £35 million cultural programme, enabling the year-long celebration in 2023 to be bold, ambitious and inclusive.
- 3.7 Although resources have been limited there are some actions and projects that are already in development, which will form part for the Culture Strategy Delivery Plan. These include:

- A revised arts@Leeds grants programme to further support the development of arts organisations to build resilience and grow their contribution to the Leeds economy. This resulted in the arts@Leeds programme becoming a three tier programme of funding and business support for arts organisations tailoring the support to the needs of the organisations as they grow. The Engagement Programme offers in kind support and training to ensure that organisations are ready to apply for funding and have a strong foundation for growth. The Development Programme targets arts organisation in growth helping them to scale up, develop robust business models and broaden their audience. The Investment Programme works with larger organisations to match create a whole council relationships matching their expertise, programming and development needs with departments across the city council to deliver on a range of policy areas. Recommendations for funding on this basis were considered by executive Board on February 7<sup>th</sup> 2018.
- Participation in the United Cities and Local Government Pilot Cities programme to map the city's performance against the nine Agenda 21 criteria for sustainable cities and benchmark Leeds with other European cities. The programme aims to promote the city's cultural strengths to international partners and create a series of bespoke projects to overcome the city's cultural challenges based on learnings from other cities. A workshop with the arts and culture sector has already been held with a further workshops with Leeds City Council officers was planned for 12<sup>th</sup> February.
- The creation of a new Leeds Cultural Education Partnership to ensure that culture remains a key feature of education and can be created and enjoyed by anyone regardless of their background. The partnership focuses initially on schools and ensuring that the cultural offer provided by the city is incorporated as part of the curriculum. For example Leeds museums and Galleries services has created a Leeds Curriculum pulling together content and material relating to cultural stories of Leeds such as Leeds West Indian Carnival which will be used to inform lesson plans, school visits and events.
- The 'Our Spaces Strategy' is working towards delivering the ambition for our public spaces to become our greatest cultural asset. With several public realm projects planned across the city a new strategy will aim to provide a high-level framework which considers how the needs of cultural events can be incorporated in these plans from practical infrastructure requirements to audience experience and scalable and flexible spaces for culture.
- A new sector-led strategy for the development and support of music in Leeds, led by Music:Leeds to build resilience across the music industry and grow its contribution to the Leeds economy. Leeds Beckett University and its partners have undertaken an initial audit and hosted a symposium sharing ideas and best practice from across Europe to support both music production and performances in cities. The next stage of the project will be to undertake further engagement with the sector and build towards a new strategy for supporting the music eco system in Leeds.

- Planning for a year-long celebration of culture in 2023 as a legacy of the city's bid for European Capital of Culture, as outlined in section 3.1 to 3.4 of this report.
- 3.8 The Culture Strategy makes a commitment to develop a Delivery Plan that retains the ethos of the strategy creating space for everyone, from individuals doing their bit for their community, to global organisations based in Leeds and public sector services. The Delivery Plan must continue the co-produced approach pioneered by the development of the strategy, seeking to share ideas, energy and resources and empower people to create and enjoy the cultures that are relevant to them, as opposed to creating a top-down, predictive and restrictive plan for our city's future.
- 3.9 With this in the mind the proposed Delivery Pan will not be an uninspiring spreadsheet on a computer, seen only by council officers and officials. Instead we will seek to create an open-source online platform that anyone can contribute to, crowd sourcing our cultural identity, placing culture at the heart of our daily lives, connecting all corners of the city, sharing experiences and creating the conditions for every person living in the city to have the capacity to create and play an active role in the cultural life of Leeds, should they choose it.
- 3.10 Not everyone in the city has access to the internet and digital services and officers will continue to invest time and energy in qualitative conversations and building new relationships off line which are documented and shared by those who do have access to the internet, ensuring that those conversations and ideas do not become excluded from the Delivery Plan.
- 3.11 Over the last six months officers have continued conversations with communities across Leeds, starting the ground work to develop ideas and suggestions for the Culture Strategy Delivery Plan. Ideas and projects that are currently being explored (some at a very early stage) by communities across the city include:
- An economic impact study to measure the impact, value, size and scope of the cultural sector and its activities in Leeds
  - Working in partnership with Art Forms Leeds to develop a new toolkit for culture to act as a bridge brokering relationships between services across Leeds City Council to engage with schools, children and young people and communities in consultations and local developments
  - The creation of a 'Cultural Communities Fund' targeted to increase arts and cultural engagement in the top five most deprived wards in the city by 20%
  - The continuation of the 'Leeds 2023 Explore Fund' supporting artists to develop meaningful international partnerships and promoting diversity and inclusivity
  - The creation of a community-developed and maintained pocket park at Guiseley Wells
  - The creation of a high-level Cultural Infrastructure Prospectus to promote the development of major cultural venues in the city and increase investment in cultural infrastructure
  - A mural and art trail across Chapel Allerton utilising vacant wall space and junction boxes

- A new cultural development programme for artists with profound and multiple learning disabilities from Bramley to become part of a community-led revival of Bramley Festival creating a new artist-led Residents Association.
  - The creation of a community-led ‘Messy Maker Space’ at Aire Place Workshops
- 3.12 Officers originally recommended that the Delivery Plan be developed by March 2018. Given the pressures on resources over the last six months, the need to review plans in light of changes to Leeds 2023, the continued appetite from residents, businesses and communities across Leeds to continue the values and ethos of co-production and the proposed extended timeframe for the Culture Strategy Delivery Plan, it is recommended that it is developed over a longer period of time with a view to completion Autumn 2018.

#### **4. Corporate Considerations**

- 4.1 Following the disappointing decision from the European Commission to withdraw the right for a UK city to host the European Capital of Culture title, there is recognition from across community, business, artistic and political stakeholders that the hard work of the last four years must not be lost. It is vital to create a meaningful and sustainable legacy from the bid which goes beyond a year of celebration and creates a step-change in the quality of life experienced across communities in Leeds, by placing culture at the heart of policy and decision making.
- 4.2 The extensive qualitative research and development of the Culture Strategy and the following consultation demonstrated a strong appetite for the subsequent Delivery Plan to remain an open, shared and co-created endeavour as opposed to a top-down prescriptive plan.
- 4.3 This approach continues to support the city’s ambitions to become ‘Best City 2030’ and create the conditions for inclusive growth supporting the Strong Economy, Compassionate City agenda.

#### **5. Consultation and Engagement**

- 5.1 The process to develop the Culture Strategy involved extensive engagement and consultation which has continued as part of early discussions informing the Culture Strategy Delivery Plan.
- 5.2 The UCLG Pilot Cities Programme has created a series of early workshops with both the arts and culture sector and Leeds City Council officers and senior decision makers to inform the Culture Strategy Delivery Plan.
- 5.3 Officers in City Development are working with colleagues across Leeds City Councils Communities and Equalities team and will continue to undertake internal consultations across all policy areas.
- 5.4 The project will retain the commitment to the principles of co-production created an open, accessible and inclusive platform that anyone in Leeds has the opportunity to contribute to.

## **6. Equality and diversity / cohesion and integration**

- 6.1 Focussed discussions regarding the Culture Strategy Delivery Plan have already started and will continue to be conducted with groups representing Child Friendly Leeds, Older People, Migrant and Refugee communities, LGBT communities and others.
- 6.2 Young people will be engaged through the Leeds Cultural Education Partnership, Art Forms and directly through the breeze networks and relationships with Children's Services.

## **7. Council Policies and City Priorities**

- 7.1 The new Culture Strategy for Leeds 2017-2030 is a key element of our 'Best City' ambition. It has the potential to support all eight of the 'Best City' outcomes, giving further evidence of the way in which culture and cultural activity is a vital part of all our lives and that of future generations.
- 7.2 Working to deliver on the promise to balance a strong economy with a compassionate city, done strategically and well, the Culture Strategy Delivery Plan will assist in supporting the city to achieve health and well-being targets, increase rates of participation, promote coexistence reducing anti-social behaviour, create new jobs, boost skills, and add to civic pride in our city.
- 7.3 Through productive working relationships with colleagues from across services, the Culture Strategy Delivery Plan could also help realise the potential of Europe's largest regeneration area on the city's Southbank.

## **8. Resources and value for money**

- 8.1 The new Culture Strategy for Leeds 2017-2030 received financial support from Arts Council England and in kind support from the University of Leeds to develop and implement the new approach. Conversations with additional potential funding partners are on-going.
- 8.2 The strategy and approach has received national and international recognition as best practice for co-producing the future policies of a city, offering further opportunity for partnerships and support for the R&D of the Delivery Plan.
- 8.3 As part of the legacy of the bid for European Capital of Culture 2023 the city and its partners will build a £35m cultural programme supporting the Culture Strategy Delivery Plan and the year-long celebration of culture in 2023 making the council a minority funder and generating significant investment for culture in Leeds.

## **9. Legal Implications, Access to Information and Call In**

- 9.1 No legal implications are identified at this point.
- 9.2 This report is not subject to call in.

## **10. Risk Management**

- 10.1 The Delivery Plan is vital to ensuring that the aims and objectives of the new Culture Strategy for Leeds 2017-2030 are delivered and to creating the necessary conditions for a bold, ambitious and inclusive year-long celebration of our diverse cultures in 2023.
- 10.2 The timescale to develop the Delivery Plan has been extended to allow for more detailed engagement with communities and to ensure that culture becomes embedded across all policy areas within Leeds City Council working towards the objectives of the strategy.
- 10.3 The Culture Strategy Delivery Plan will be a cross-council, cross-city project with shared ownership across culture, business, community and political stakeholders.

## **11. Conclusions**

- 11.1 Given the implications of the decision taken by the European Commission and the time needed to recast plans for Leeds 2023, the need has also arisen to review the scope and timeframe of the Culture Strategy Delivery Plan.
- 11.2 Although a disappointment and great shock, the cancellation of the competition for European Capital of Culture has enabled the city to plan for a more ambitious Culture Strategy Delivery Plan which will retain the co-produced ethos of the strategy whilst working towards supporting a bold, ambitious and inclusive plan for a new year-long celebration of culture in 2023.
- 11.3 Work will continue over the next nine months to develop a suitable framework for an open and inclusive Delivery Plan that will allow for anyone in the city to have the opportunity to contribute, empowering people across Leeds to create and enjoy their own cultures and ensuring that culture is embedding across a range of policy areas.

## **12. Recommendations**

- 12.1 Scrutiny Board is recommended to:
  - note the plan for a year-long celebration of culture in 2023 as a direct legacy of the city's bid for the title of European Capital of Culture;
  - note the contribution and important legacy of the European Capital of Culture bid enabling a more ambitious Culture Strategy Delivery Plan over a longer timeframe;
  - endorse the revised timescale for developing the Culture Strategy Delivery Plan to Autumn 2018, in light of the European Commission decision;
  - note the extension of the timeframe for the Culture Strategy Delivery Plan to cover a six year period of 2018-2023;
  - endorse and support the continuation of the projects that have already begun as part of the Culture Strategy Delivery Plan;
  - endorse and support the continuation of the co-produced approach to the Culture Strategy Delivery Plan as set out in this report including the creation of an open source online platform to host the Delivery Plan;

- ask officers to come back with a progress report later in the year.

## **13      Background papers<sup>1</sup>**

13.1. None used

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.