

## LEEDS 2023 update to Scrutiny Board

Date: 19 February 2024

Report of: Chief Officer, Culture and Economy

Report to: Strategy and Resources Scrutiny Board

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### Brief summary

LEEDS 2023 is the city's Year of Culture, delivered by the Leeds Culture Trust (LCT), an independent charity set up in 2019 by Leeds City Council as part of its Culture Strategy and as a response to the cancellation of the UK's participation in the European Capital of Culture competition.

On 17<sup>th</sup> July 2023, Scrutiny Board provided feedback on progress made by LCC and LCT in the delivery of LEEDS 2023 Year of Culture. In response to the Scrutiny Board discussion, this paper follows up on specific areas of interest including evaluation, impact and legacy and provides an update on activity in the second half of the year.

The update focuses on:

- Programme
- Governance arrangements and closedown of LCT
- Evaluation and impact
- Beyond 2023
- Funding and sponsorship

### Recommendations

- a) Scrutiny Board is requested to note and provide comments on the information provided in this report and the progress made.

## What is this report about?

- 1 LEEDS 2023 is run by the **Leeds Culture Trust** or LCT, an independent charity set up in 2019 by Leeds City Council as part of its Culture Strategy and as a response to the cancellation of the UK's participation in the European Capital of Culture competition. Leeds City Council recognises in a number of its key strategies the difference culture and creativity can make to a city, its economy and its residents and is the principal funder of LEEDS 2023.
- 2 Leeds Culture Trust is led by a **board of trustees** and the council representatives on this board are Cllr Jonathon Pryor – Deputy Leader of the Council and Executive Member for Economy, Culture and Education and Cllr Daniel Cohen – Deputy Leader of the Conservative Group.
- 3 Leeds City Council created a City Readiness Board in 2021 to support Leeds Culture Trust throughout the preparation and delivery phases of LEEDS 2023. With delivery of the Year of Culture at an end, the governance arrangements have been reviewed and are described in detail in this update, alongside the initial plans for the closedown of Leeds Culture Trust.
- 4 This report follows up on several areas which Scrutiny Board requested to explore in more depth at the end of the Year of Culture and in advance of the publication of the final evaluation and economic impact assessment of LEEDS 2023, which will be presented to Scrutiny Board in autumn 2024. These areas include an early assessment of the impact of the Year of Culture and details of the Council's "Beyond 2023" approach to the legacy of the year.

### Programme overview

- 5 The LEEDS 2023 programme was of both national and international significance and consisted of three Seasons which shaped the year, with '**Awakening**' influencing Part One (January to April), '**Playing**' the focus of Part Two (May to August), and '**Dreaming**' a forward-looking end to the year (September to December). The programme came to an end on 31 December 2023, with the final performance of "The Gifting".
- 6 Described in detail in the July 2023 Scrutiny report, the programme consisted of a "**Produce**" strand of original works or "Signature projects" and a "**Partner**" strand involving working in partnership with local, national and international partners to showcase the diverse talent and cultural infrastructure to be found in Leeds. Running alongside "Produce" and "Partner" was a **Promote programme** which helped to publicise other events taking part in the city during the year of culture, an ambitious **Volunteer programme** which aimed to recruit, train and mobilise 1000 volunteers and a **Creative Learning programme** which offered every child and young person of school age in Leeds the chance to take part in the Year of Culture.

### Produce strand – the Signature Projects

- 7 The last Scrutiny update described the Signature projects which took place up until July 2023. This section gives an update on these projects and highlights the Signature events which were delivered in the rest of the year.
- 8 "**Making A Stand**" was the sculptural forest in City Square designed by Michael Pinsky and Studio Bark Architects, an installation launched in June and inspired by the Forest of Leodis. The installation remained in place until the end of the year, serving as an event space used for tours, classes, workshops, and events, including several events co-created by Leeds Beckett University students.

The de-rig of the installation took place in early January to return City Square to its original state and has now been signed off by the Council. The reinstatement costs for City Square were built

into LEEDS 2023's project budget and the reinstatement method was tried, tested and agreed with Leeds City Council in advance of the de-rig.

The wooden fins from 'Making A Stand' will be repurposed back into the timber supply chain as planned at the outset of the project's conception. All material has been assigned to be repurposed and was collected from the site in mid-January. The material has been donated to a range of groups including an enterprise which builds outdoor classrooms, an artists and makers space and the creation of a new public artwork in an outdoor location in Leeds' German partner city of Dortmund.

- 9 The **My Leeds 2023** project continued throughout the year, with My Leeds Summer events being delivered in every ward of the city from June to September by the 33 Neighbourhood Hosts, who had undergone a unique training programme to give them new creative leadership skills.

An important part of the My Leeds project was Keith Khan's **The Gift – A City Without Seams** which was exhibited at The Corn Exchange at the end of September. 33 individual textile artworks, consisting of motifs for each ward, were gifted to the wards between October and December, to be displayed permanently in community locations throughout the city. A banner featuring all 33 motifs has been gifted to Leeds City Council to be displayed in the reception area outside the banqueting suite in the Civic Hall.

- 10 Highlighting Leeds' history and role in the birth of civil engineering, the project **Smeaton 300** launched in August, with a strong focus on STEAM (science, technology, education, arts and mathematics) education by exploring and celebrating the life, legacy and influences of Leeds born John Smeaton. The LEEDS 2023 programme included engineering themed events at venues throughout the city, an exhibition at Armley Industrial Museum, STEAM activities in schools and interactive workshops in libraries.

The **Moon Palace** mobile observatory, inspired by the legacy of John Smeaton and the observatory he built in East Leeds, toured the city from August to December offering daytime observation sessions and after dark moongazing in partnership with East Leeds Project. As John Smeaton's 300<sup>th</sup> birthday will be celebrated in June 2024, the Smeaton 300 programme will continue throughout this year, led by artists "Foxglove" and working in partnership with the University of Leeds.

- 11 **NEST** involved LEEDS 2023 working with the National Youth Theatre to produce a theatre show set against the stunning backdrop of RSPB St Aidan's Nature Park. Performed by over 100 young performers from across Leeds and the surrounding area, trained by National Youth Theatre, the show told a stark story about migration, climate change and the future of our planet.

As a result of this collaboration, the National Youth Theatre has taken the decision to hold its summer programme in Leeds in 2024. The RSPB is also reviewing the use of its nature sites for future public events, having seen the potential for cultural activities to attract new and diverse audiences to their nature locations.

- 12 **This is a Forest** began with an assessment of 50 locations in Leeds which have the potential to be future forests. Through art, sculpture, film and data, the project invited the city to explore ownership of the earth, soil, air and water and asked, beyond its financial value, what is land worth in ecological, health and social terms? The project was a collaboration between Invisible Flock and a number of international artists from around the world. A free exhibition was held at MODA on New York Square throughout October and November.

13 **Hibiscus Rising** is an artwork by internationally renowned artist Yinka Shonibare, which takes pride of place in Meadow Lane Green Space within the new Aire Park development. LEEDS 2023 worked alongside the David Oluwale Memorial Association (DOMA), LCC and Yinka Shonibare to develop an artwork designed to commemorate the life of David Oluwale and to respond to the findings of the independent Statues Review commissioned by LCC in 2020. This review confirmed the underrepresentation of diverse communities and their stories within the city’s public spaces and recommended that the city “commission works of art that commemorate the varied contributions of the diverse citizens of Leeds”.

The sculpture stands 10 metres high and represents a hibiscus flower, fabricated from steel and fibre glass. The sculpture’s surrounding landscaping has been commissioned directly by LCC and creates a place of contemplation, a future space for curated events and a busy thoroughfare with new pedestrian routes linking the city centre, Aire Park and the new David Oluwale footbridge across the river Aire. The sculpture was unveiled at the end of November 2023 in the presence of the Nigerian High Commissioner. DOMA held a series of community engagement workshops in advance of the unveiling, to raise awareness of David Oluwale’s story, and to support the local community in reflecting on the impact of his legacy.

As set out under “legal implications” in section 73 the Hibiscus Rising sculpture has passed into LCC ownership via a Deed of Gift and the council is responsible for its maintenance.

In June 2022 Executive Board agreed to front-fund the costs of the statue whilst fundraising for the project was progressed by LCT. The details of this front-funding arrangement can be seen in section 60 under “resource implications”.

14 A project with a strong legacy impact was **Northern Dreaming**, which involved gifting of a special book to all babies born in 2023. Created in collaboration with the British Library, Northern Dreaming is a collection of poetry and stories created with early career and published writers including the current Children’s Laureate Joseph Coelho, poet, playwright and broadcaster Lemn Sissay OBE, BBC Young Writer’s Award winner Elena Barham and others, to share the unique imaginations of these writers for the next generation of dreamers to enjoy.

With stories for babies, children and young adults, the book was designed to carry readers all the way through their childhood and be treasured into the future. It was distributed through Leeds Libraries and Children’s Centres across Leeds, with a free storytelling performance aimed at 0–7-year-olds touring the city’s early years centres and schools as well as community centres, libraries and parent and toddler groups throughout November and December.

15 The final signature project was **The Gifting**, a theatre production which took place at Versa Studios in Holbeck between Christmas and New Year’s Eve. The audience were given headphones in order to experience 12 stories inspired by the Year of Culture, a story-telling ceremony bringing together the past, present and future of the city of Leeds as a celebration of the power of storytelling and the imagination.

### Partner strand

16 Running alongside the Signature events, the Partner programme involved many and varied projects, working with local, regional, national and international partners, with several examples from the latter half of the year listed below:

- The **BBC's Contains Strong Language** festival came to Leeds in September, with performances from the most exciting local, national and international voices in poetry.
- **Light Night Leeds'** collaboration with LEEDS 2023 and the Kingdom of the Netherlands in October involved works by two Netherlands based artists and the creative studio NOVAK on a unique activation of Making A Stand in City Square, including a very popular projection onto the Queen's Hotel.
- **And She Built a Crooked House** filled the rooms of a Victorian House in Far Headingley from October to January, taking the audience on a journey through the fourth dimension, in partnership with Art Angel, which is an internationally renowned site specific visual arts organisation. This project was Art Angel's first visit to Leeds.
- A collaboration with Sky Arts, Arts Council England, The Space and Studio 12 (Leeds Libraries) brought **Future Perfect**, four short films from some of Leeds' brightest creative talents exploring what is worth fighting for. The films were showcased at the Everyman Cinema and broadcast on Sky Arts in December.
- **Guardians of Leeds** was an international collaboration taking place in December with South African poet Xabiso Vili, who invited a talented group of poets from Leeds to consider what Leeds would look like if they could re-write history. The project featured illustrated portraits mounted throughout the city, which audiences were invited to track down and, using Augmented Reality through their mobile phone, discover music, video and spoken word poetry exploring the poets' relationship to the city, their past and the futures they could imagine for themselves.

### Governance arrangements and closedown of LCT

- 17 The governance arrangements for the partnership with LCT have been amended as the delivery phase is now over. The City Readiness Board and its 3 sub-groups (which had a focus on marketing, planning and feasibility, and skills) have now been closed.
- 18 The final City Readiness Board met in January 2024 and it has been replaced by the new **Partnership and Closedown Board** which will be in place from February 2024 and will be chaired by the Chief Officer, Culture and Economy. It is anticipated that the Partnership and Closedown Board will cease to exist at the end of December 2024, or at the point that LCT has closed and all LCC contractual arrangements have ended.
- 19 The membership of the group is as follows:

#### Leeds City Council Representatives:

- Chief Officer, Culture and Economy
- Chief Officer, Operations and Active Leeds
- Executive Manager Leeds 2023 Partnership (to 31st March 2024)
- Communications & Marketing Business Partner
- Head of Culture Programmes
- Senior Finance Business Partner
- Team Leader Legal Services

#### Co-opted External Representatives to 31st March 2024:

- Creative Director and Chief Executive, Leeds 2023
- Director of Finance and Operations, Leeds 2023
- Director of External Relations and Strategic Partnerships, Leeds 2023
- Director of Production, Leeds 2023
- Director of Programmes, Leeds 2023

Co-opted External Representatives from 1 April 2024:

- Member of LCT executive team
- Representative of solvency administration company (once appointed)

20 The purpose of the new board is to oversee and coordinate the work necessary between The Culture Trust and Leeds City Council to secure the legacy of LEEDS 2023 and its evaluation, fulfil obligations in relation to contracts and grant agreements and the closure of Leeds Culture Trust.

21 The Council has the following active contracts / agreements with Leeds Culture Trust which need to be managed and concluded:

- The grant agreement between LCC and Leeds Culture Trust (July 2019 to October 2024) for the development and delivery of LEEDS 2023.
- Cooperation Agreement for Hibiscus Rising which sets out the front funding arrangements between LCC and LCT and a subsequent variation agreement
- Deed of Gift for Hibiscus Rising which transfers the sculpture into council ownership
- Loan agreement for an unsecured interest free loan as cash flow assistance to cover the Trust's claims to HMRC for Theatre Tax Relief for financial years 2022-23 and 2023-24 (October 2023 to December 2024)
- Variation to the loan agreement for an unsecured interest free loan as cash flow assistance to covers the Trust's claims to HMRC for Museums, Exhibitions and Galleries Tax Relief for financial year 2023-24 (November 2023 to December 2024)

22 LCC served as the lead applicant for external funding from the following organisations, for which reports and claims are still pending. LCT has confirmed that all reports will have been collated ready for submission before the end of March.

- Arts Council England – for Hibiscus Rising
- National Lottery Heritage Fund – for Hibiscus Rising
- Art Fund – for Hibiscus Rising
- WYCA – for WOW Barn, with a variation agreement pending for Northern Dreaming and The Gifting.

23 In line with the end of the delivery phase and a new focus on handover, legacy, finalisation of accounts, reporting and evaluation, the staffing structure of LCT has been reduced accordingly. The contracts of several staff involved in delivery ended in November and December, leaving a core staff to be reduced gradually between January and March 2024. By March, it is anticipated that a skeleton staff of 12 will remain, including all members of the Executive team, with all contracts coming to an end by the 5 April. There will still be a requirement for the Executive Team to work to fulfil tasks relating to finalising of accounts, evaluation and public relations / representation. For this reason, a costed staffing plan will be produced for Executive staff from April to September.

24 The office at Brewery Wharf was vacated at the end of January, with equipment and assets sold or distributed to other organisations and key material archived with West Yorkshire Archive Services.

25 The LCT Board has approved an initial outline **closedown plan** which includes the following key dates:

- Feb – March 2024: Receipt of first forecast Cultural Services Tax Relief (CSTR) payment from HMRC and repayment of tranche 1 of LCC loan (as outlined in section 65)
- 31 March 2024: working target for completion of accounts to 31/01/24 and final CSTR return submission to HMRC (see section 65)
- 5 April 2024: All staff finish employment with LCT
- April – September 2024: Executive team engaged in freelance capacity to support final requirement needs of LCT
- June – September 2024: Final forecast CSTR receipts from HMRC received and balance of LCC loan repaid (see section 65)
- September 2024: Publication of final evaluation report
- October/November 2024: Trustees issue “notice of solvency” covering period of 12 months and hand firm over to administrators
- October/November 2025: LCT is dissolved and ceases to be a legal entity

26 Through the Partnership and Closedown Board, LCC will monitor these arrangements and ensure that the council’s interests are served throughout the wind-up of the trust.

### Evaluation and impact

27 The last report to Scrutiny Board in July set out in detail LEEDS 2023’s approach to research and evaluation and it was acknowledged that the full final evaluation report and economic impact assessment would not be available until September 2024. However, members of the Scrutiny Board asked to be supplied with early figures on the impact of the Year of Culture, in advance of the final evaluation report.

28 The final evaluation will allow LCC to assess the efficacy of the Year of Culture in delivering against the **target outcomes** set out in the grant agreement which are:

- At least 75% of Leeds households engaged as audience or participant, in the programme with all sectors of the city fully represented
- All 33 wards in Leeds engaged.
- Digital engagement
- Increased engagement opportunities for children and young people
- Job creation and skills development – employment and progression opportunities delivered by Leeds Culture Trust
- Investment into Leeds of at least £20m – wider economic benefit in the city created by the LEEDS 2023 Year of Culture
- A demonstrable increase in visitor numbers arising from the programme
- A demonstrable economic benefit to the city arising from the programme
- A demonstrable improvement in perceptions of Leeds and its cultural offer arising from the programme
- A demonstrable contribution towards the UN’s 17 Sustainable Development Goals, specifically:
  - Goal 3 - Promote health and wellbeing
  - Goal 5 - Gender equality
  - Goal 8 - Sustainable and inclusive economic growth
- A demonstrable improvement in the health and wellbeing of citizens of Leeds arising from the programme
- A demonstrable improvement in the financial resilience of Leeds’ culture sector

29 The evaluation will include:

- Performance against defined KPIs and grant agreement outcomes
- Economic impacts of LEEDS 2023 (provided by BOP Consulting)
- Stories of changed perceptions
- Indications of sustainable impact
- Stories of community engagement and benefit

30 LEEDS 2023 are working to the following **KPIs**:

- engages with 75% households of LEEDS
- creates opportunities for residents
- engages with at least 80% of schools in Leeds
- improves the perception of the city's cultural offering
- partners with at least 20 international artists/artistic organisations
- engages with all 33 wards and will recruit 33 Neighbourhood Hosts
- attracts at least double the investment of the Council from alternative sources of funding
- takes opportunities to ensure sustainable production and consumption patterns
- provides opportunities to Leeds' cultural sector
- increases the profile of Leeds through media coverage of LEEDS 2023 by at least 50%

31 There will also be a deep dive study as part of the evaluation which will assess the benefits for 5 Leeds **priority wards**:

- Little London and Woodhouse
- Calverley and Farsley
- Armley
- Gipton and Harehills
- Hunslet and Riverside

32 LCT is working in partnership with appointed evaluation partners the Audience Agency, the University of Leeds' Centre for Cultural Value, and Open Innovations. Each project has its own evaluation framework and the support of the evaluation partners.

33 Using the data collected for each project, LEEDS 2023 has worked with Leeds open data organisation Open Innovations to pull through some of the data from its systems to visualise engagement across the city in a data microsite. The work of Open Innovations involved **data collection, analysis and visualisation**, breaking down engagement data from events / the volunteer programme / the creative learning and engagement programme / media articles and social media to build a picture of participation at ward level. This information has been used by the LEEDS 2023 team to identify the parts of the city where additional intervention needed to be targeted to ensure city-wide participation in the Year of Culture.

34 The data microsite can be accessed publicly here [Welcome – LEEDS 2023 Data](#) . The data captured on the microsite has provided a useful insight not just for LEEDS 2023 but also for LCC, the wider culture sector and other partners across the city. Cultural data is of great interest from a legacy point of view and there are plans for LCC to work in collaboration with Open Innovations to develop a cultural data dashboard, building on the work they have done with LEEDS 2023. In the first instance, the data collected will come from two sources, namely LCC's Cultural Investment Programme and the Cultural Impact Survey. The University of Leeds is also working with Open Innovations to build on their work with LEEDS 2023 through the creation of a new data dashboard, and the data collected will focus on the engagement of schools in cultural education.



35 Early figures showing the **impact of the Year of Culture** are summarised below:

- LEEDS 2023 engaged with 239 cultural partners locally, regionally, nationally and internationally as well as attracting 57 sponsors and partners.
- LEEDS 2023 collaborated with partners across 54 countries and territories, ranging from commissioning artists, artists' residencies, training programmes, cultural exchanges and hosting delegations.
- LEEDS 2023 has attracted 1008 volunteers across all wards who collectively contributed 17,766 hours across the year to support events, artists and communities. Many had never volunteered before.
- 230 schools in Leeds have been engaged with the Creative Learning programme, with at least 35,000 engagements with school students.
- 808 young people were involved or engaged through a student placement, paid internship, paid or accredited work experience or industry insight opportunity attached to LEEDS 2023.
- The year-long programme of events featured at least 1,100 events. This figure is expected to increase once final data has been collated.
- LEEDS 2023 was specifically designed to work in every ward of the city in a direct and focused way with the principles of Asset Based Community Development at the heart of its design. 33 local people, one from each ward, were appointed as Neighbourhood Hosts. In collaboration with their own community, they received paid training and developed individual and distinctive projects as part of the My LEEDS 2023 project. Here they helped inspire and co-ordinate community events that tapped into creativity at a grassroots level. Initial figures show that 177 events were held and 51,500 people participated in My LEEDS 2023. Examples of the My Leeds Summer events include:
  - Temple Newsam's Neighbourhood Host organised a Celebration Day event at Temple Newsam House. The event attracted 1577 visitors, mostly local and many of whom had never visited the house, eight times higher than a typical Sunday.
  - Adel and Wharfedale's Neighbourhood Host collaborated with Ralph Thoresby School as they grew their summer festival from 900 attendees in 2022 to over 3,000 in 2023. The event included participatory arts and sports, performances by young people and a craft fair.
  - Headingley and Hyde Park's Neighbourhood Host collaborated with teams at the Cardigan Community Centre to put on an event that celebrated the diversity of the ward and brought communities together. The event included Bhangra, Kathak and Morris dancing, a mobile story bus and Gujarati singing.
- The LEEDS 2023 website attracted more than 643,000 unique visitors during the year and its social media channels drew an actively engaged following of 443,000 people.

36 Lifting the profile of Leeds at a regional, national and international level is one of the most important impacts of the Year of Culture. A total of 2,172 press and media articles have featured LEEDS 2023, the city's rich cultural offering and position the city as a great place to visit between 1 Jan 2023 and 5 January 2024. This includes a feature on Hibiscus Rising on the One Show, an article on what's on in Leeds in 2023 in the LNER magazine, and coverage on Channel 4, Look North, ITV News, BBC Radio 4, The Times, The Guardian as well as across the international media. A summary report of the media coverage across the Year of Culture can be found in Appendix 1.



37 A question was raised at the July Scrutiny Board about the age profile of those engaging with the Year of Culture. A full demographic profile will be available in the final evaluation, but an interim snapshot of the age ranges for audiences attending Signature project events taking place between July and December 2023 is shown in the table below. Please note these do not include any of the LEEDS 2023 partner projects.

16 - 24	2 - 19%
25 - 34	9 - 31%
35 - 44	12 - 26%
45 - 54	13 - 30%
55 - 64	10 - 31%
65 - 74	6 - 18%
75 or older	0 - 3%

38 The final evaluation will be presented to a future Scrutiny Board in autumn 2024. The evaluation is primarily focused on measuring the performance of LEEDS 2023 against the KPIs listed in section 30 and in-depth profiles of the 5 priority wards listed in section 31. As part of this evaluation, members should expect a demographic breakdown of attendance at events and engagement in activity. Using postcodes collected from audiences, participants, artists, volunteers, ticketing data and a final “scoop-up” survey, a breakdown by ward will be available. Where events were unticketed, such as the My Leeds Summer events across the 33 wards, the data has been captured through a sample of attendees filling out a survey at the events. An early indication of ward level engagement is available via the data microsite described in section 34.

## Beyond 2023

- 39 At the July Scrutiny Board meeting, LCC was able to report on the creation of a **Legacy Planning Group** which brought together senior officers from LCC with LCT's Executive team to develop a number of legacy workstreams. Having met for a period of 9 months, this group has now closed down and evolved into an internal **LCC Beyond 2023 Group** bringing together each of the workstream lead officers, and which is intended to remain in place throughout 2024 until the various legacy workstream areas become "Business As Usual" for LCC.
- 40 Some legacy workstreams involve the contractual transfer of data between LCT and LCC as set out in the grant agreement between the two organisations, as well as the transfer of best practice, tools and case studies, enabling LCC to receive the baton from LEEDS 2023. The transfer of data sets in the following areas took place in January 2024:
- Contact details for LEEDS 2023's volunteers to be used by LCC's Arts Events and Venues service who are appointing a new Volunteer Manager (funded by the UK SPF programme) to coordinate volunteering across the council's culture service. It is anticipated that volunteering opportunities will be available to LEEDS 2023's cohort of culturally engaged volunteers by April 2024.
  - Audience data which has been transferred to LCC's Arts Events and Venues service to be used by Leeds Ticket Hub, allowing them to publicise future events to members of the public who engaged in LEEDS 2023 events and who opted in to receiving publicity from LCC.
  - Community engagement data includes the contacts for both the 33 Neighbourhood Hosts and the local anchor organisations which were involved in the My Leeds 2023 project. This will allow the Culture Programmes team and other council services to sustain cultural engagement of Leeds' communities and to help ensure that the emerging Cultural Investment Programme continues to deliver city-wide benefit.
  - Contact details for all artists involved in the LEEDS 2023 programme to enable the Council to prepare for and potentially provide grant support through its refreshed Cultural Investment Programme for artists funded and/or commissioned as part of the wider LEEDS 2023 programme.
  - Contact data for international partners to enable the future development of international relations cultivated as part of the wider Leeds 2023 programme.
  - The contact data for LEEDS 2023's funders and sponsors (corporates, Trusts and Foundations, international etc) to allow LCC to nurture a future relationship with these funding partners and to encourage future investment in the city's cultural activity.
- 41 LEEDS 2023 staff have also worked alongside LCC officers and other organisations to organise workshops to share learning and develop future plans and strategies for the continuation of work spearheaded or nurtured by LEEDS 2023. In many cases, these events have used funding which LEEDS 2023 secured from the charity "Spirit of 2012", the London 2012 legacy funder which has a focus on the legacy of large events.
- A workshop held in November 2023 with various community partners to look at a potential model for a continuation of the "Neighbourhood Hosts" programme, including potential funding mechanisms for the cultural leadership programme and community level cultural events.
  - A workshop held in December 2023 to share knowledge with the Leeds Cultural Education Partnership on LEEDS 2023's Creative Learning programme and particularly its work with schools.

- A “Student Opportunities in the Creative Industries” knowledge sharing and networking event held in January 2024 with a focus on skills development.
- A workshop to be held in February 2024 to bring together a small group of organisations and artists who worked with international partners as part of LEEDS 2023, including Light Night, Leeds Museums and Galleries and Leeds International Film Festival as well as external organisations. The purpose of the workshop is to share insights into any key learnings from this area of work and to discuss existing legacy outputs which might be incorporated into a future plan for LCC’s international cultural relations.

42 As part of the Young People and Skills 2023 legacy workstream and through the Leeds Creative Skills festival, Create Britain have developed their engagement with the city’s creative industries and education sector. Create Leeds has been developed to provide a practical and professional step for employers and industry professionals to engage directly with the wealth of current and upcoming creative talent in Leeds. The dedicated [Create Britain - CREATE Leeds](#) page allows members to locate themselves as Leeds creatives and enables them to meet employers and other creatives for work and collaboration. All creatives and volunteers involved in the Year of Culture can also get a unique LEEDS 2023 badge to add to their profile to demonstrate their experience.

43 In June 2023, Leeds City Council held its first “**Beyond 2023**” event at Left Bank Leeds with the wider culture sector to initiate conversations around cultural ambitions for the city post 2023. A further event is planned for 18<sup>th</sup> March which will:

- Celebrate the personal journeys and the collective successes of the Year of Culture
- Facilitate the sharing of knowledge from LEEDS 2023 in key areas such as volunteering, cultural data and fundraising and sponsorship.
- Explore how the culture sector and anyone working with the sector, from funder to freelancer and from musician to museum curator, might work together through a new Cultural Compact for Leeds, to help realise a cultural vision for the city which supports our Best City Ambition.

### Funding and sponsorship

44 In July 2019 Leeds City Council entered into a grant agreement with the Leeds Culture Trust, lasting up until March 2024. The original core budget commitment was for £12,700,000 to be paid in quarterly instalments, and this was reduced to £10,665,000 in 2021. Further details of LCC’s contribution can be found in section 59 of this report under “resource implications”.

45 Leeds City Council’s contribution has leveraged further funding from a variety of sources outlined below, which brings total additional fundraising to date to £7,587,036 with a further £2,365,952 confirmed but not yet received.

46 LCT is also anticipating £1,956,000 of culture sector tax relief, see section 65 for details of the loan which LCC has provided in advance of this tax relief payment from HMRC. **This tax relief will bring total forecast additional funding to £11,908,988.**

47 A breakdown of LCT’s fundraising totals can be seen below:

- Arts Council England
- British Council
- The Netherland’s Embassy
- National Lottery Heritage Fund
- Paul Hamlyn Foundation
- Esmee Fairbairn Foundation

- Leeds Community Foundation
- West Yorkshire Combined Authority
- National Lottery Community Fund
- The Foyle Foundation
- Scottish Power Foundation
- Goethe Institute
- Spirit of 2012
- Wikimedia Foundation
- Historic England
- IVE

**Total Trusts, Foundations and statutory funding to date: £6,372,351.**

Further funding of £2,196,002 from this source has been confirmed but not yet received.

- Principal Education Partners: University of Leeds and Beckett University
- Gold Education Partners: Leeds Trinity University, Leeds Arts University, Luminate, Northern School of Contemporary Dance.

**Total education partner funding to date: £364,821**

Corporate Sponsors

• Bruntwood	Headline Partner
• Landsec	Headline Partner
• Channel 4	Platinum Partner
• Burberry	Platinum Partner
• KPMG	Platinum Partner
• Ticketmaster	Platinum Partner
• First Bus	Platinum Partner
• Square Patton Boggs	Gold Partner
• Balfour Beatty	Gold Partner
• Born Ugly	Gold Partner
• Addleshaw Goddard	2023 Club Member
• Grammar School at Leeds	2023 Club Member
• Leeds Building Society	2023 Club Member
• True North	2023 Club Member
• Kinrise	2023 Club Member
• Henry Boot Developments	2023 Club Member
• Mott McDonald	2023 Club Member
• Yorkshire Mafia	2023 Club Member
• Q5	2023 Club Member
• Notre Dame College	2023 Club Member
• Quod	2023 Club Member
• Civic Engineers	2023 Club Member
• DLA Piper	2023 Club Member
• Carter Jonas	2023 Club Member
• Leeds Hotels & Venues Association	2023 Club Member
• Hippo Digital	2023 Club Member
• ASDA	2023 Club Member
• Reed Smith	We Love LEEDS 2023

**Total corporate sponsorship to date: £467,583**

48 **Earned income of £356,917** has been generated from co-production income, branded merchandise, the sale of food and beverages and ticket sales for the small proportion of the

programme which was not free. An additional £169,950 in earned income is expected but has not yet been received.

49 There have also been **donations of £25,363**.

### **What impact will this proposal have?**

50 An early indication of the impact of the LEEDS 2023 programme is detailed in sections 35-37. The full impact will emerge when the final evaluation of the Year of Culture is released in September 2024.

### **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

51 LEEDS 2023 contributes to both the city's and the council's ambitions and is aligned to each of the three pillars of the Best City Ambition. The emerging legacy workstreams are also closely aligned to Best City Ambition and its refresh.

52 LEEDS 2023 impacts the Health and Wellbeing strategy by supporting healthy, physically active lifestyles, as well as improving social, emotional and mental health and wellbeing. One of the legacy workstreams emerging from LEEDS 2023 has involved the convening of a roundtable conversation to explore the potential for achieving positive Health and Wellbeing outcomes through cultural engagement and partnership working. Colleagues from Adult Health, Leeds Central Library and the Culture service were joined by Centre for Cultural Value, LEEDS 2023, Leeds Cultural Education Partnership and Leeds Cultural Institute to hear about recent developments in the work of the Leeds Arts Health and Wellbeing Network (LAHWN) and the evaluation process for LEEDS 2023. The meeting identified opportunities for deeper thinking and conversations about ways to work more closely to deliver greater impact for Leeds in the field of arts, health and wellbeing.

53 The Year of Culture has contributed to the following Big Ideas in the new Inclusive Growth Strategy:

- Maximising the potential of our city centre and our local high streets
- Connecting and strengthening our communities
- Promoting Leeds as a global destination for people to visit, live, work, study, and invest in.
- Tackling poverty and inequality to improve people's lives
- Making sure education and training meets local needs

54 Sustainability is at the heart of LEEDS 2023's approach to its Year of Culture and its Sustainable Action Plan aligns with Leeds' Net Zero Strategy. LEEDS 2023 has commissioned SAIL (Sustainable Arts in Leeds) to develop a sustainable road map across the entirety of its programme and a carbon impact assessment is being carried out for each of the signature projects. The programme included projects which champion sustainable practices, whilst helping to educate audiences about the importance of combating climate change. **Nest** was an excellent example of this, prompting discussion around the future of the planet in the context of climate change. The theme of sustainable culture forms part of an important legacy workstream involving the transfer of useful best practice production tools from LCT to the council.

## What consultation and engagement has taken place?

Wards affected: All 33 wards

Have ward members been consulted?  Yes  No

- 55 Consultation with local communities helped to maximise the potential for public engagement with the Year of Culture. A **co-creation approach** was taken with Leeds communities, enabling Leeds residents and community and cultural organisations to shape the programmes which were relevant to where and how they live.
- 56 Ward councillors were briefed and consulted about events taking place in their wards and community consultations held as appropriate. They received regular updates throughout the year as part of the regular e-mail to MPs and elected members sent by the Chief Executive's office.
- 57 Elected members received invitations to various LEEDS 2023 events throughout the year including:
- An invitation to all councillors to attend an exhibition with the Neighbourhood Hosts to celebrate Keith Khan's The Gift at the Corn Exchange on 22 September.
  - An invitation to all councillors to attend the preview of "This is a Forest" at Moda on 5 October.
  - A celebration event which took place at The Corn Exchange to thank all partners for their contributions, held on 5 December.
  - The preview of The Gifting at Versa Studios which took place on 22 December.
- 58 All elected members have been invited to respond to a "scoop-up" survey as part of the LEEDS 2023 evaluation.

## What are the resource implications?

- 59 The Council's original total commitment for LEEDS 2023 was £12,700,000, of which:
- £685,000 offset existing Council costs as a contribution toward Leeds 2023 (2018-24).
  - The total commitment was reduced by £1,350,000 in 2021/22 to reflect LCC savings requirements. This reduced the grant payments to Leeds Culture Trust to £10,665k.
  - The contribution to LEEDS 2023 from the core council budget has been further reduced by making substitutions by applying funds which cannot be used to deliver core council services, namely substitutions from the Business Rates Pool (BRP) and WYCA's Leeds' Gainshare allocation which resulted from the devolution deal for West Yorkshire.
  - £10,576,000 has been paid to Leeds Culture Trust up to the end of Jan 2024. Planned spending for the remainder of the year in 2023/24 is £89,000, so by the end of 2023/24, total spend will be £10,665,000. Of this, £4,075,893 will be from LCC core budget and £6,589,107 will be from BRP & Gainshare.
  - Overall, substitutions reduce the Council's total net commitment from £10,665,000 to £4,075,893.
- 60 Other resource implications include Executive Board's decision to provide **front funding for the Hibiscus Rising sculpture** of up to £1.83m (see section 13 for project details). This is being held against the capital programme contingency reserve and is being reduced as fundraising for the project progresses. To date front funding of £1.4m has been provided, with the final

payment due in February 2024. This final front funding payment is likely to total circa £247k, as set out in a variation agreement signed in November 2023. The amount of the final payment to LCT is lower than originally anticipated, as LCC has commissioned the landscaping works surrounding the sculpture directly, thereby reducing the total funds spent by LCT on this commission. The final cost of the sculpture is still anticipated to be circa £1.83m, as originally budgeted.

- 61 A full fundraising strategy for Hibiscus Rising was drawn up and implemented by LCT, with a number of funding applications having been made by LCC, others by LCT and with the David Oluwale Memorial Association (DOMA) also involved in crowdfunding. To date, a total of £489,407 has been raised from a combination of Trusts and Foundations, National Lottery Heritage Fund, Arts Council England and crowdfunding.
- 62 As part of this fundraising strategy, applications were made to 55 Trusts, Foundations and Statutory organisations, 42 corporate partners and 6 education partners, in addition to a crowdfunding campaign in partnership with Art Fund which reached 274 individual donors.
- 63 Further fundraising opportunities exist that can help offset the overall cost of Hibiscus Rising, as well as help prepare for future maintenance and cleaning costs. The opportunity for individual members of the public to be part of the project by making a personal, one-off, donation via the DOMA website, is just one part of the continued fundraising push. Some private sector sponsorship is also in the pipeline. The LCT Board has expressed an intention for any surplus funds remaining once the Trust is dissolved to come back to LCC to contribute towards the costs of Hibiscus Rising.
- 64 LCC is the recipient of a **grant from WYCA** for LEEDS 2023's WOW Barn project which totals £1.5m and this funding has been channelled to LCT. In December 2023, a further £150k of WYCA funding was secured to contribute to the costs of Northern Dreaming and The Gifting, which will also be channelled to LCT.
- 65 In September 2023, Executive Board agreed to provide an **unsecured interest free loan** to Leeds Culture Trust to the value of £1,845,407 to cover LCT's Culture Sector Tax Relief (CSTR) claims. This loan allowed the Trust to maximise the amount of funding it could invest in the Year of Culture programme in-year. Having sought independent advice on the tax relief claims and carried out two due diligence exercises, LCC signed a loan agreement in October and subsequent variation agreement in November, allowing LCC to pay the loan to LCT in three tranches:
- £960,831 was paid in October 2023 for a term of up to 6 months, in order to cash flow the Trust's Theatre Tax Relief (TTR) claim for the financial year 2022-23
  - £366,571 was paid in November 2023 for a term of up to 13 months, in order to cash flow the Trust's Theatre Tax Relief claim for the financial year 2023-24
  - £518,005 was paid in November 2023 for a term of up to 13 months to cash flow the Trust's Museum Galleries and Exhibition Tax Relief (MGETR) claim for the financial year 2023-24.

Repayment of the loan will be made as soon as LEEDS 2023 receives tax relief payment from HMRC and the anticipated timeline can be seen in section 25 in relation to the wind-up of LCT. Also see key risks in section 70 and legal implications in section 74.

- 66 The challenging financial environment in which the Council is currently operating may impact on the ability to maximise the legacy of LEEDS 2023.



## What are the key risks and how are they being managed?

- 67 The new Partnership and Closedown Board and the LCT Closure sub-group offer a governance structure which allows risks to be identified and issues to be escalated. The participation of officers from Financial and Legal services on these groups will assist with early identification of risk. The Executive Manager for the LEEDS 2023 Partnership provides additional oversight of key risks and will remain in post until the end of March 2024.
- 68 A LEEDS 2023 risk exists on the Culture and Economy service risk register which is part of the City Development Directorate risk register. The risk is owned by the Chief Officer for Culture and Economy.
- 69 It is a requirement of LCC's funding that Leeds Culture Trust maintains on the risk register and that this is monitored by the Board of Trustees. As a condition of grant payment, the Trust files updated copies of the risk register with the Council, at least annually.
- 70 Key risks have been considered in relation to the loan agreement between LCC and LCT covering Cultural Sector Tax Relief claim (see sections 65 and 74). Both LCT and LCC have received independent advice in relation to the claims and LCC has carried out due diligence exercises in advance of signing the agreements and triggering the loan payments. As part of further risk mitigation, the loan agreement stipulates that LCT must:
- Provide the Council with monthly updated cashflow forecasts.
  - Disclose to the Council any material variances on income and costs.
  - Diligently pursue all reasonable appeal procedures with HMRC if the tax relief claims are rejected in whole or in part.
- 71 As outlined in section 66, LCC's current financial challenges create a risk around the Council's ability to maximise the legacy of LEEDS 2023.

## What are the legal implications?

- 72 There are no significant legal issues relating to the recommendations in this report. The Council closely monitors its investment in LEEDS 2023 through a grant agreement from 2019 to 2024. The grant agreement includes reporting conditions set against each quarterly payment. For audit and monitoring purposes, all reporting documentation is appropriately filed.
- 73 Other legal arrangements have been put in place to support various aspects of the LEEDS 2023 Year of Culture programme. These include:
- **A cooperation agreement** between LCC and LCT around the delivery of the Hibiscus Rising sculpture in Meadow Lane Green Space in Aire Park, which was unveiled in November 2023. The cooperation agreement includes a schedule setting out the conditions which are needed for the council to front fund the costs of the sculpture whilst a fundraising strategy is implemented by LEEDS 2023. The agreement to front fund the costs of the sculpture was made by the Executive Board on 22 June 2022. A **Deed of Gift** signed in January 2024 passes the ownership of the sculpture to the council, along with the responsibility for ongoing maintenance.
  - **Grant agreements** are in place between various funding bodies for the Hibiscus Rising sculpture. The applications for these funds were worked up by LCT but submitted by LCC, the latter being the recipient of the funds. The following grant agreements are in place:
    - LCC and Art Fund for a £200k grant
    - LCC and Arts Council England for a £100k grant

- LCC and National Lottery Heritage Fund for a £48,588 grant

Reports and claims relating to these grant agreements are being submitted by LCC working in close cooperation with LCT's Development team.

- A grant agreement has been signed between Leeds City Council and West Yorkshire Combined Authority which sets out the requirements for a grant to fund the WOW Barn project to the value of £1.5m. A further enhancement of £150k has been agreed by WYCA for Northern Dreaming and The Gifting, and this will be the subject of a variation to the original grant agreement. Reports and claims relating to this grant agreement are being submitted by LCC working in close cooperation with LCT's Development team.

74 In September 2023, Executive Board agreed to provide an **unsecured interest free loan** to Leeds Culture Trust to the value of £1,845,407 to cover LCT's Culture Sector Tax Relief (CSTR) claims. This loan allowed the Trust to maximise the amount of funding it could invest in the Year of Culture programme in-year. Having sought independent advice on the tax relief claims and carried out two due diligence exercises, LCC signed the following agreements with LCT:

- A loan agreement signed in October 2023 setting out the obligations of the two parties in respect of the first two tranches of an unsecured interest free loan as cash flow assistance to cover the Trust's claims to HMRC for Theatre Tax Relief for financial years 2022-23 and 2023-24.
- A variation to the initial loan agreement signed in November 2023, which sets out the respective roles and responsibilities associated with the provision of the third tranche of the loan, which covers the Trust's claims to HMRC for Museums, Exhibitions and Galleries Tax Relief for financial year 2023-24.

(See key risks in relation to this loan in section 70 and resource implications in section 65).

## **Options, timescales and measuring success**

### **What other options were considered?**

75 N/A

### **How will success be measured?**

76 Success will be measured through a detailed independent evaluation of LEEDS 2023 by The Audience Agency, as set out in the section on research and evaluation (sections 28-34) above. A final report setting out a full evaluation of LEEDS 2023 will be delivered by autumn 2024, and this will be presented to a future Scrutiny Board meeting.

### **What is the timetable and who will be responsible for implementation?**

77 Leeds Culture Trust was responsible for the delivery of the LEEDS 2023 Year of Culture and the executive team will remain in post until the end of March 2024 and will continue to work closely with LCC on matters where the council has a strong interest. The work of LCT is continuing in a number of areas including:

- Handover of key data to LCC and sharing of best practice with LCC and other partners which needs to be completed by the end of March 2024.
- Reports and claims to funders and to HMRC.
- Monitoring of the LEEDS 2023 budget and preparation of accounts.
- Evaluation of the Year of Culture.

- 78 Eve Roodhouse, the Chief Officer for Culture and Economy, is the responsible officer within Leeds City Council who ensured that the council's interests were represented throughout the year and that the "Beyond 2023" workstreams are progressed. Through her position as Chair of the reconfigured LEEDS 2023 Partnership and Closedown Board, she will have oversight of the arrangements leading to the wind-up of Leeds Culture Trust.
- 79 Day to day management of the council's relationship with LEEDS 2023 is managed by Karen Murgatroyd, the council's Executive Manager for the LEEDS 2023 Partnership, who will be in post until the end of March 2024.

## **Appendices**

Appendix 1- [Summary report of LEEDS 2023's media coverage](#) from 1 January 2023 to 5 January 2024

### **Background papers**

The [Smeaton 300 programme](#) for 2024.

[A Wikipedia entry](#) for LEEDS 2023 has been written as part of the Trust's legacy storytelling work

[A film of stories from LEEDS 2023 Year of Culture](#) from people who took part in it.