

Report of: The Director of City Development

Report to: Strategy and Resources Scrutiny Board

Date: 1st April 2019

Subject: Culture Strategy Delivery Plan - update

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

This report updates the Scrutiny Board on progress with projects being developed as part of the Leeds Culture Strategy. As one of the projects of the Culture Strategy, it includes an update on the development of Leeds Culture Trust, the organisation set up to deliver Leeds 2023.

Recommendations

The Scrutiny Board is recommended to:

- Note progress on the range of projects delivered as part of the Culture Strategy Delivery Plan as set out in this report.
- Note the progress on Leeds 2023 and the establishment of Leeds Culture Trust.
- Endorse 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.

1. Purpose of this Report

- 1.1 To provide members of the Board with an update on the progress of the Culture Strategy Delivery Plan following the adoption of the new Culture Strategy.

2. Background information

- 2.1 The initial proposals for a new Culture Strategy were discussed at a predecessor of this Board, the City Development Scrutiny Board, on 30th March 2016.
- 2.2 On 17th July 2017 Leeds City Council's Executive Board adopted the new Culture Strategy for Leeds 2017 - 2030. The Culture Strategy was the first of its kind in Leeds which was co-produced with the residents, artists and businesses of the city. The strategy includes six guiding values and principles, five aims and seven objectives. The strategy and associated appendices can be downloaded at www.leedsculturestrategy.co.uk.
- 2.3 On 14th February 2018 a further Scrutiny Board session approved the direction of travel and agreed to the Delivery Plan being extended up to 2023, to align with the Leeds 2023 festival.
- 2.4 Since its adoption the Culture Strategy has received some national and international recognition as a best practice example and model for co-producing future cultural policies of cities. Interest in the strategy has come from as far away as Iceland, the Scottish Government and Italy. The approach has informed the way in which other strategies have been developed within Leeds, as noted below.
- 2.5 One key action of the Culture Strategy was for Leeds to bid for the title of European Capital of Culture 2023. On the 23rd 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.
- 2.6 Following a White Paper approved by Full Council on 10th January 2018, which gained cross party support, Leeds decided to 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.
- 2.7 The Culture Strategy Delivery Plan, with Leeds 2023 as one of its projects, 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.

3. Main Issues

Culture Strategy Delivery Plan 2018 - 2023

- 3.1 The development of Leeds 2023 is detailed in a separate section below. However a plethora of other projects are in development which also respond to the aims and

objectives of the Strategy. These are a mix of projects driven forward by officers and those which other organisations in the city are developing.

- 3.2 Staff changes within the officer team has delayed the implementation of a full online portal which will provide opportunities for many more projects and organisations to be included and promoted as part of the Strategy. However it is still the intention to develop this portal over the next 18 months as the staff team comes back to full-strength.
- 3.3 Whilst human resources have been partially limited there are actions and projects that are already in development as part of the Culture Strategy Delivery Plan. Projects which are included in the strategy needs to evidence a clear developmental aspect either in terms of new policies, relationships or approaches. They include projects at a variety of scales. Updates on eight of these projects are given below:

Culture Strategy Delivery Plan projects

- 3.4 The development of the **arts@Leeds grants programme** is one of the developments emanating from the Culture Strategy. As reported to a previous meeting of the Board, it is a three tier programme of funding and business support for arts organisations tailoring the support to the needs of the organisations as they grow. It aims to offer in kind support and training to ensure that organisations are ready to apply for funding and have a strong foundation for growth. The Investment Programme works with larger organisations to create a whole council relationship matching their expertise, programming and development needs with departments across the city council to deliver on a range of policy areas. The Development Programme targets arts organisation in growth helping them to scale up, develop robust business models and broaden their audience. The Engagement Programme has been launched to support non-funded arts organisation who are looking for support, training, development and networks. In each of these areas LCC has a different relationship with the organisations it supports as they are at different stages of their growth.

Initial meetings with the Investment Programme organisations were held, with follow-up meetings planned for spring 2019. With Development Programme organisations business reviews in the autumn will determine what support they need - with the opportunity to match them with an Investment Programme organisation which could provide mentoring, coaching or join their board.

The engagement programme was soft launched before Christmas and at the time of writing the team have hosted seventeen surgeries with individual artists and organisations, have delivered two sector workshops and a further two planned for this spring.

- 3.5 **Pilot Cities** is an international programme designed and delivered by United Cities and Local Government (UCLG) and Culture Action Europe (CAE). The objective of the Pilot Cities programme is to work with cities across the world to develop new and innovative approaches to embedding culture across areas such as urban design, economy, health, community and education. The programme aims to develop a series of project or 'pilot measures' in each city that respond to the specific challenges identified by the programme. In Leeds the initial stages of the project

identified challenges in integrating culture into the urban regeneration and planning of the city; connecting culture to the environment; and connecting culture to the economy.

Having undertaken the first stage of the programme, *analysis of the local context* via two workshops held in October 2017 and February 2018, Leeds has now progressed to the second stage, *design of the work programme*. An Advisory Panel including a broad representation from the culture sector has been established. The Advisory Panel has identified 'Pilot Measures' which respond to the areas identified in the workshops as needing improvement. Three of these 'Pilot Measures' have been supported by the Advisory Panel and are currently being developed in more detail by officers. In brief these are:

Creative Hub, a body which would provide business support and development opportunities to artists and cultural organisations in the city.

Reimagining Our Streets, a project taking place during Clean Air Day aimed at closing streets in communities and the city centre affected by poor air quality. Culture practitioners would then animate the streets with activity to further thought around environmental concerns.

Sustainable Arts in Leeds, a network of cultural organisations in the city which will work towards reducing their carbon footprints and acting on and promoting awareness of environmental concerns in Leeds.

The remaining Pilot Measures will continue considered, taking into account their feasibility and deliverability. All Pilot Measures will be taken to Executive Board before the next stage of the programme, *implementation of the work programme*.

- 3.6 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 has been established.

This is vital work particularly because of the reduction of pupils studying creative subjects at school. Surveys have identified that skills such as empathy, communication, flexibility and creativity itself will be the some of the skills in highest demand in the next decades. A creative education is a solid basis for the development of these skills.

The Partnership focuses initially on schools and ensuring that the cultural offer provided by the city is as far as possible incorporated as part of the curriculum. For example Leeds Museums and Galleries Service 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. Additionally, the Burberry Inspired programme is wholly externally funded and evaluated programme of creative education - and is working across 4 schools in Leeds as well as schools in Castleford and Keighley.

The independent Cultural Education Partnership has brought together a wide range of arts and cultural organisations, schools, further and higher education institutions

and Council officers to create an evidence-based, joined-up approach to strategy and investment in arts and culture, for children and young people in Leeds.

The partnership is keen to ensure that its work is closely aligned with the city's priorities, which informed the partnerships' vision and mission:

Vision: *Leeds is a city that grows the aspirations and talents of children and young people through access to high quality arts and cultural opportunities.*

Mission: *To address inequality in Leeds by ensuring all children and young people have access to a high quality arts and cultural education offer that responds to their needs.*

In this first phase of development, four priority areas have been identified, with task and finish groups being established to develop an action plan for each of these areas:

1. Advocacy and Communication
2. Young people's voice
3. Career and progression
4. Arts, Health and Wellbeing

Working with schools has been a particular focus for activity. The partnership is also working closely with Yorkshire Inclusive and Noctua Teaching School Alliances to deliver a programme of events to support schools to embed Arts, Culture and Heritage in their Curriculum.

- 3.7 Leeds seeks to embrace the value of cultural and public life through not only through the Culture Strategy but also through **Our Spaces Strategy**. Whilst this work is managed outside of the Culture and Sport team it is closely linked to the Culture Strategy and is informed by its values. Leeds has set a bold new vision for public space to become its greatest cultural asset, embedding culture into streets, parks and urban space. The strategy, which is currently under consultation, aims for Leeds to be a city exemplary in its appreciation for art and culture, setting it apart as a destination where local and global artists, directors, makers and creators come to collaborate, building an international reputation, attracting future investment and ensuring that the communities of the city have a civic sense of pride and ownership in our urban environment.

Through multiple public realm projects the Our Spaces Strategy aims to reimagine and expand existing public space, using a range of temporary, tactical, pop-up, and large scale permanent solutions to embed culture across the diverse range of spaces.

In addition to directly addressing the quality of the city's public space, Our Spaces has a crucial role to play in the delivery of the Culture Strategy. Through the installation of appropriate infrastructure and programming our streets and public spaces it will facilitate and inspire cultural activity.

- 3.8 An **Economic Impact study** baselining the impact, value, size and scope of the cultural sector, cultural industries and creative industries is in development. The

study will also forecast the potential economic impacts of culture under different scenarios until 2030, when the current Culture Strategy will end. An external agency, Burns Owen Partnership was commissioned via an open tender, and officers in the Culture and Economic Development teams were interviewed and consulted throughout the research. The results of the study are being compiled in a report and initial findings were presented to officers in mid-March. The results from this study will help to inform the delivery of policies and projects across the city, by the City Council and its partners, including by Leeds Culture Trust. The study also attempts to analyse the nature and impact of the significant number of graduates studying creative subjects in the city.

- 3.9 The Council has continued to lead on national policy development through the work of the Core Cities Group, with the Leader of Council and Chief Executive chairing the respective national groupings. In February 2019 the **Cultural Cities Enquiry**, which had been commissioned by the Core Cities, launched its report at an event in London. Rather than debating the value of culture, a case the Core cities considered being already proven, the enquiry focused on future funding models for culture in cities. The main recommendations focussed on leadership, investment, talent and place. One of the recommendations, that government starts to consult widely on the potential of primary legislation to enable a tourist/bedroom tax, has received some media profile, not least as the devolved Government in Scotland is already considering this as an option.
- 3.10 **Music:Leeds** will work towards the city's ambition to support, develop and nurture a 'City of Creators' at all levels within the music industry, opening new routes to career progression for children and young people, creating a robust yet flexible and responsive eco-system for artists living and working within the city, and building capacity within the sector for the city's artists and musicians to respond to Leeds 2023.

Music:Leeds has now officially launched as a new, regional, not-for-profit development body and will focus on developing and continuing to deliver a city-wide Music strategy which encompasses three core areas (Creative Development and Business / Enterprise Growth, Place making and Tourism and Access to Music) and seven project streams (Artist Development and Business Support, Networking, Communication, Capacity Building, Storytelling, Heritage and Open Access).

Music:Leeds organised the first annual City Music Forum on 5 March 2019, during which approximately 150 attendees were able to feedback on this proposed activity, discuss common issues and highlight opportunities for collaboration. It launched a Gender Rebalance Equality Action & Advisory Team, a new advisory group focusing on gender equality; and launched the 'Launchpad', an artist development programme.

The next priorities and focus for Music:Leeds will be determined by the feedback from the City Music Forum, which is soon to be published. However, some projects that already under way include: the development of the Music:Leeds website, to promote information on opportunities and engagement routes; improve deaf and disabled people's access to live music and create improved signposting on accessibility information for venues across the city; and promotion of Leeds music

heritage, including a project aimed at recovering lost recordings and promoting artists from the past with no digital presence but still active fanbases.

- 3.11 Leeds has been successful in its application to host the **EUROCITIES Culture Forum** from 9 - 11 October. Approximately 130 delegates are expected to attend from across Europe. News of the successful application follows Leeds 2023 being awarded the EURO CITIES award for Cooperation for its work on 2023 at the EURO CITIES Annual General Meeting in November 2018. The Forum in October will coincide with Light Night.

The challenges identified by the EURO CITIES own Culture Strategy strongly relate to the question of how our cities can be truly inclusive of their creative makers, residents and audiences. The theme for the programme taking place in Leeds in October is 'Inclusive Cities through Diverse Partnerships'.

- 3.12 Aware that not everyone in the city has access to the internet and digital services, officers have continued to invest time and energy in qualitative conversations and building new relationships. In addition the 2023 engagement group continues to meet as does the **THINK Leeds** young people's group

Leeds 2023 update

- 3.13 Leeds 2023 itself is part of the Culture Strategy Delivery Plan. A key decision on taken at Executive Board in July 2018 was to establish the Leeds Culture Trust, an independent organisation that would organise the new festival. This had been part of the plans had the city been successful in winning the European Capital of Culture title, and was agreed to still be the best way to deliver the new festival.
- 3.14 As the project has moved into the delivery phase, the work of the Leeds 2023 Independent Steering Group (ISG), chaired by Sharon Watson, came to an end. Formed in 2014, the ISG worked tirelessly on developing a compelling bid for the European Capital of Culture competition. Officers and the city are indebted to the ISG members for all their great work and dedication to the project which could have not been achieved without the passion, energy and commitment of the steering group. The ISG has led the city to increase the profile of culture in the city leading to significant changes in how it is perceived - perhaps most obviously evidenced in the decision of Channel 4 to relocate to here.
- 3.15 As part of ensuring robust governance and delivery mechanisms are in place for the successful delivery, the search began to find a suitably qualified chair of the new Trust. Following extensive consultation and widely advertising the role, the Trust was able to secure Ruth Pitt as chair. Ruth starts publicly her role from April 2019.
- 3.16 Initial funding has been transferred to enable the Trust to secure professional services to set up the necessary background systems including recruitment and HR, payroll, office space and equipment etc. The Trust has appointed Julia Shemilt ACMA, a qualified accountant and HR professional as its Company Secretary and as the interim Business Development Manager to support the Chair. Since November 2018, Julia has worked alongside Council officers to take forward the development of the Trust. The Trust is also taking on-going and independent advice on matters

relating to finance, law and governance from a firm which specialises in giving advice on such matters to cultural, educational and creative organisations.

- 3.17 The Culture and Sport team is still supporting the Trust as it establishes itself as part of the handover of 2023 responsibilities. In a similar manner to the extensive search for a Chair, an international search for a suitable Creative Director has followed similar pattern, with extensive consultation, discussions with key individuals to help with the search and widely advertising the role. Applications for the role closed at the end of February 2019. 45 applications were received including a number of international applications. First stage interviews took place in March with a second stage planned for April. An announcement of the successful candidate is expected shortly afterwards.
- 3.18 Whilst the Trust does yet have a financial director or fundraiser in place it has nevertheless benefitted from the Council's funding application to the Business Rate Pool, and will benefit from additional funds of £350k in both 2019/20 and 2020/21 through this route. The University of Leeds has also confirmed its intention for an ongoing financial commitment to the Trust.
- 3.19 An independent organisation will therefore deliver 2023 as agreed at Executive Board in July 2018. This means the Trust having a similar level of artistic independence as its counterparts in other global cities. By doing so it replicates the same well-established 'arms-length' principle which, for instance, distinguishes the artistic decisions of Arts Council England from Government: Government sets a broad artistic and cultural policy - as has the Council through establishing the overall direction of the Trust. The Arts Council then makes individual artistic and programming decisions to deliver that strategy - and the same artistic independence will now apply to Leeds Culture Trust.
- 3.20 The responsibility for monitoring grant agreements will lie with the Chief Officer, Culture and Sport. The right of an officer to attend the Trust's Board in an observer capacity to fulfil this function will be established.
- 3.21 Separately, it has been agreed that the Leader of the Council and Cllr Dan Cohen (both former members of the Leeds 2023 Independent Steering Group SG) will join the Trust as Board members from March 2019. The Council appointees will thereafter be determined by Members Management Committee on an annual basis in the normal way. The role of Cllr Blake and Cllr Cohen (or their successors) will be to act in the best interests of the Trust, rather than directly representing the Council's interests as such. It will be grant agreements which provides the formal legal protection of the Council's interests.

4 Corporate Considerations

- 4.1 The extensive qualitative research and development of the Culture Strategy and the subsequent 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.
- 4.2 The Council's decision to continue with plans for an international festival of culture in 2023 was built on the recognition from across community, business, artistic and

political stakeholders that the hard work of the last five years must not be lost. It will help create a meaningful and sustainable legacy from the European Capital of Culture 2023 bid which goes beyond a year of celebration and aims for a step-change in the quality of life experienced across communities in Leeds.

- 4.3 This approach continues to support the city's ambitions to become 'Best City 2030' and create the conditions included in the city's Inclusive Growth Strategy supporting the Strong Economy, Compassionate City agenda.

5 Consultation and Engagement

- 5.1 The UCLG Pilot Cities Programme (see above) is a consultative process and has included a range of cultural practitioners in its work.
- 5.2 The development of Music:Leeds has consultation at its core with about 150 delegates attending a recent seminar to develop the strands of its work.
- 5.3 The project continues to 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.
- 5.4 Using **The Our Spaces Strategy** and the Culture Strategy's principles as the starting point, officers have been engaging with the people of Leeds, key stakeholders, visitors, residents and businesses to seek their views on how Leeds public realm can improve for them as well as thoughts on the draft Our Spaces Strategy. Engagement began in November 2018 with consultation set to continue until the end of April 2019. To date we have engaged with around 2000 people. The feedback will help to shape the content and look of the final strategy, ensuring it is suitably robust to inform the design and provision of new public spaces over the next 10 years.

6. Equality and diversity / cohesion and integration

- 6.1 Both the Culture Strategy and Leeds 2023 are based on an inclusive vision for Leeds where the diversity of our cultures is seen as our fundamental strength. Individual projects within the strategy continue to support this view through respective initiatives such as:
- arts@leeds works with a very wide cross-section of Leeds citizens who, through their programmes, work with an even wider mix of peoples (eg The Performance Ensemble working with people over 60, Chapel FM with people living in and around Leeds 14, and South Asian Arts working with people from the South Asian and other communities);
 - Young people being engaged directly through the Leeds Cultural Education Partnership and relationships with Children's Services;
 - Our Spaces has a clear focus in working with areas on the outskirts of the city centre, whilst actively engaging community groups to ensure their voices are heard within the consultation on the strategy;
 - Music:Leeds has launched a 'gender rebalance equality action and advisory team' - a new advisory group focusing on gender equality; and
 - the EUROCITIES Culture Forum focuses on promoting culture as a means of social change and using culture to improve relationships between people. The

Leeds Forum in October 2019 will focus on the theme of 'Inclusive Cities through Diverse Partnerships'.

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. It is also reflected in of the twelve 'big ideas' identified in the city's Inclusive Growth Strategy.
- 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 has the potential to help the city to achieve health and well-being targets, increase rates of participation, promote coexistence, create new jobs, boost skills, and add to civic pride in our city.

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.
- 8.2 Council Officers have been seeking external funding to support the Culture strategy. For instance, in autumn 2018 an application was made to the Culture Development Fund which had been launched as part of the Government's Creative Industries Sector Deal - itself part of the National Industrial Strategy. The Leeds bid proposed investment into creative industries workspace, out of school creative education and into Leeds 2023 - all areas of direct read across the Strategy. The fund received nearly 100 expressions of interest of which 19, including ours, were asked to submit a full proposal. Under assessment by Arts Council England the Leeds proposal was one of the three highest scoring of those 19 - but unfortunately was ultimately unsuccessful as part of the decisions resulting from the independent panel and Ministerial deliberations. Whilst unsuccessful, the work done in making the bid has helped strengthen partnerships in the city.
- 8.3 Officers will continue to seek external funding to deliver the ambitions of the Culture Strategy.
- 8.4 Leeds Culture Trust is targeted to triple the council's investment in 2023 through other fundraising with some inroads already having been made. Targets for it to reach this amount will be subject to regular monitoring of its performance by officers as referred to above.

9 Legal Implications, Access to Information and Call In

- 9.1 This report is not subject to call in.

10 Risk Management

- 10.1 The Culture Strategy 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 There is a risk that Leeds Culture Trust will not achieve the ambitious goals set for it by the Council. A robust funding agreement alongside a consistent monitoring through a grant agreement will be put in place to best reduce this risk.

11 Conclusions

- 11.1 The Council has shown ambition and vision in both creating the Culture Strategy for Leeds 2017 - 2030, as well as pursuing an international festival of culture in 2023. The disruption of the European Commission decision has been overcome and a range of other projects are developing.
- 11.2 Work will continue on the progress noted in this report to develop a suitable framework for an open and inclusive Delivery Plan. This will allow 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 The Scrutiny Board is recommended to:
- Note progress on the range of projects delivered as part of the Culture Strategy Delivery Plan as set out in this report.
 - Note the progress on Leeds 2023 and the establishment of Leeds Culture Trust.
 - Endorse 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.

13 Background papers¹

- 13.1. None used

¹ 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.