

Report to the Cabinet

Meeting to be held on Thursday, 9 July 2020

Report of the Head of Service – Business Growth

Part I

Electoral Division affected:
(All Divisions);

Bid Development: Lancashire 2025 – UK City of Culture

(Appendices 'A' - 'C' refers)

Contact for further information:

Andy Walker, Tel: (01772) 535629, Head of Service Business Growth,
andy.walker@lancashire.gov.uk

Executive Summary

Since 2019, a small team with support from Lancashire County Council and the Lancashire Enterprise Partnership has been working up a concept for the County of Lancashire to submit to the UK City of Culture competition in 2025. Whilst previously, the competition has always been contested and won by individual cities, the Department of Culture Media and Sport have indicated that a County-wide bid for Lancashire would be welcomed.

The concept envisages 96 nodes of activity across Lancashire (inclusive of Blackpool and Blackburn with Darwen), 4 distinct and seasonally programmed neighbourhoods, all forming one virtual city. At a time of potentially unprecedented change, progressing and winning this bid could form a key part of Lancashire's bounce-back from the Covid-19 crisis, driving cultural, social and digital skills development programmes and raising the profile of the County at a national and international level.

At present, three other cities have indicated their intention to bid in 2025, they are Bradford, Medway and Southampton. Whilst success cannot be guaranteed, like these other locations, Lancashire now needs to increase the scale of the team and the initial commissioning of programming which will establish that the County has the capacity to deliver its bid. Evaluation of past bids in previous rounds (successful and unsuccessful), shows that competing alone has a positive return on local investment, evidenced in increased strategic and commercial investment, plus opportunities for connecting communities and other social impacts.

Recommendation

Cabinet is asked to approve a total contribution of £620,000 towards bid, team and programme development costs across both 2020/21 and 2021/22.

Background and Advice

1. The City of Culture Competition

- 1.1 The UK City of Culture title was created following the success of Glasgow and Liverpool as European Capitals of Culture in 1990 and 2008 respectively. Phil Redmond (Chair of the UK City of Culture Panel), and the then Department for Culture Media and Sport had experienced a strong desire to sustain the momentum created by Liverpool 08, using its regeneration successes as the incentive for a UK City of Culture.
- 1.2 The title of UK City of Culture is an opportunity to a place to project itself onto the world stage, develop new relationships and present a world-class programme of creative and cultural content. For previous holders of the UK City of Culture title, and the act of bidding alone, has acted as a powerful catalyst in galvanising cities to think more strategically about their cultural offer, identity and heritage within a national context and in comparison to other equivalent economic stimulus packages.
- 1.3 The first competition was won by Derry (2013) ahead of Sheffield, Norwich and Birmingham, and the second by Hull (2017) ahead of Dundee Leicester and Swansea. The most recent winner was Coventry (2020), who were shortlisted with Stoke, Sunderland, Swansea and Paisley.

2. Benefits accruing to winners and bidder

- 2.1 Previous holders of the UK City of Culture title have all benefitted from increased investment, enhanced infrastructure, job creation and more visitors compared to prior years.
- 2.2 Hull 2017 attracted 6m visitors, generated 800 new Jobs and boosted the local economy by £60m. Tourism in Hull for 2017 exceeded £300m. Overall investment since winning the title in 2013 has exceeded £3.4bn. In addition, a £250m plan has been implemented to develop cultural & visitor infrastructure over the next 10 years. Hull 2017 also generated 20,200 pieces of coverage secured across print, online and broadcast media (including the BBC and the Guardian). To have purchased this media exposure as advertising would have cost an estimated £450m.
- 2.3 Impacts and outcomes of unsuccessful bids are commonly framed within the context of step change characterised by strengthened place narrative, growth of confidence, increased civic pride & enhanced or continued volunteer engagement.
- 2.4 The increased investment over subsequent years that bidding cities gain from bodies including the Department for Culture Media and Sport , Arts Council, National Heritage Lottery Fund, BBC, plus attention from national press and media is regularly quoted as one of the main benefits of bidding for UK City of Culture and other cultural titles.

- 2.5 Since the bids for European Capitals of Culture E (2008), and UK City of Culture (2013) Norwich was named a United Nations Educational, Scientific and Cultural Organization (UNESCO) City of Literature, and has received £9.2m from National Lottery Heritage Fund for the renovation of Norwich Castle. Culture is worth £83.6m to the economy of Norfolk and Suffolk (excluding tourism). The sector employs 5,800 people across 1,000 cultural businesses and organisations
- 2.6 Stoke-on-Trent's achievements since bidding in the last round for UK City of Culture in 2017 include attracting new national brands including a New Hilton Hotel. The *Making the City*: cultural strategy for Stoke-on-Trent and the associated Cultural Forum built on work of UK City of Culture bid to unlock investment for £9m restoration of Middleport Pottery, resulting in significant job creation, and, research and development outcomes. Another key legacy is the development and growth of British Ceramics Biennial which attracts 250,000 extra visitors, generating £7.5m economic activity.

3. The Development of a Lancashire Bid

- 3.1 In 2018 Marketing Lancashire in association with the Lancashire Enterprise Partnership commissioned a feasibility and independent consultation with major stakeholders to help assess the readiness to bid and deliver UK City of Culture in 2025 and to advice on the potential options for the geography and focus of a Lancashire bid. This concluded that Lancashire could and should bid to become UK City of Culture 2025.
- 3.2 In 2019 Debbi Lander was recruited as Bid Director, who conceived the vision(Appendix 'A') and creative programme which was launched on Lancashire Day (27 November 2019), to over 280 professionals from 120 organisations at events in Clitheroe and The Royal Society of the Arts in London.
- 3.3 Lancashire 2025 expects to present the initial application to the Department of Digital, Culture, Media and Sport in April 2021. Lancashire 2025 will deliver the UK's first *Distributed City of Culture*, as a location based cultural experience, brought to life in an Interactive Digital World.
- 3.4 The bid forms part of a long-term strategic culture led regeneration programme. This is set out in a fully costed business outline for a 10 year, 3 phase plan from (2020-2030). Lancashire 2025 will regenerate communities, economies, and public / private partnerships through the power of long-term, focused and international standard cultural development.
- 3.5 To date, the bid development has been funded by the Lancashire Enterprise Partnership, Lancashire County Council, Creative Lancashire, Marketing Lancashire and the University of Central Lancashire (UCLan) (Total £240,000).

The bid and plans is endorsed by all of Lancashire's 14 local authorities, and by the core cultural organisations in the county who contribute to the development of the bid.

4 Initial Vision and Structure of the Lancashire Bid

- 4.1 Lancashire 2025 exists to enhance the wellbeing of all people of the county and future generations, regardless of location, through a unique arts and culture eco-system. The aim is to produce an ambitious and inclusive cultural programme at a county scale to integrate the urban, the coast and the countryside as a virtual city of 1.5 million inhabitants that connects the identities of Lancashire to reshape a better, creative and more sustainable way of living in the UK.
- 4.2 The bid will reinvent Lancashire's social, physical and cultural cartography, through the creation of four physical and virtual Neighbourhoods Uptown (Lancaster), The Valley (Pennine Lancashire), Downtown (Preston) and Light Coast (Blackpool), dissolving our real and imagined borders to build a truly representative view of Lancashire.
- 4.2 Lancashire 2025 will build on Lancashire Enterprise Partnership's emerging Cultural Investment Strategy, to deliver:
- Increased Connectivity
 - Enhanced Capacity
 - Improved Crossovers
 - Bolder Commissioning and Innovative Infrastructure
 - Compelling Cultural Narratives

5 Business Outline

- 5.1 In order to successfully bid for UK City of Culture, Lancashire 2025 requires:
- Core Team and Independent Organisation to deliver Bid and Programme.
 - DCMS Bid Development & Submission.
 - Capacity Building and evidence Lancashire can manage a programme of this scale.

This is the proven model for successful City of Culture Bids of the past and the model followed by all comparable competitors in the 2025 competition.

- 5.2 Anecdotal feedback suggests that Lancashire's unique proposal puts it in a strong position. However it must be acknowledged that Lancashire, its cultural infrastructure & current investment levels, and its brand of place is not strong enough currently. The proposed Phase 1 programme is therefore modelled to ensure the team lead a successful bid and win the UK City of Culture 2025 title.
- 5.3 Lancashire 2025 Phase 1 plans (detailed in Appendix 'B') are costed at £2,560,000 income required over 2 financial years. For a county of this scale

and a programme of the required capacity building throughout Lancashire this is considered to be an extremely lean and efficient cost base.

5.4 In Phase 1, 85% of income is required from Public Sector sources with 15% coming from Private Sector, Trusts and Foundations. Expenditure is costed at 28% for Core Business Costs (developing the organisation and team to deliver a successful bid to the Department for Culture Media and Sport and manage the required partnerships and cultural capacity building). 72% expenditure is allocated against delivering the marketing, engagement, research & insight, cultural capacity building and cultural delivery required in order to deliver and win a successful bid.

5.5 When Coventry went into the final UK City of Culture bidding process it had the following funding pledged:

- Arts Council £5m.
- Heritage Lottery Fund £3m.
- City Council £4m.
- Combined Authority £4m.
- Private Sector £3m.

5.5 No official finance schemes are outlined as coming as a direct result of winning UK City of Culture. However, we do know the following sources have committed amounts around the figures outlined below in terms of the last 2 UK City of Culture winners:

- Community Fund £2m.
- Department for Culture Media Sport £9m.
- ACE £5.6m. (Source ACE Annual Report 2018 (Revenue Funding))

5.6 The Phase 2 Plans for Lancashire (April 2022 – March 2026) are broadly costed at £22m (see Lancashire 2025 Phase 1 Business Outline document). The team suggest that for a county of the scale of Lancashire such an amount is, in fact, incredibly conservative but we want to be realistic in terms of the potential for the county at this time. The figures outlined above - through Arts Council, Heritage Lottery, Community Fund and the Department for Culture Media and Sport alone potentially account for 85% of such a budget. The rewards of winning City of Culture are vast but the commitment locally has to be strong to get to that point and for the long-term.

6. Outputs and Deliverables 2020/21- 2021/22

6.1 A full list of the strands of activity that will be delivered in this next phase of funding can be found in Appendix 'C' but an indicative timeline of activity is provided below.

2020 – 2021		
Quarter 2: July 2020 – Sept 2020	Quarter 3: Oct 2020 – Dec 2020	Quarter 4: Jan 2021 – March 2021
<ul style="list-style-type: none"> Lancashire 2025 set up and launched. Full governance model operational. Final Deliverables & Timeline agreed with LEP / LCC. Infrastructure Partner secure & live. Core Team Recruitment. Bid Campaign. Fundraising & Sponsorship. Research & Consultation. Open Call for proposals. Programme Development. Consultation & Involvement. Bid Application Team developed. Website, PR, Podcast, Marketing Launch. Talent Development Programme recruitment. 	<ul style="list-style-type: none"> Virtual City Participation Programme. Bid Planning. Outline Programme. 75% of programme budget for 2021 delivery secured. Partnerships secure & launched for: Media; Sustainability & Environment; Design & Technology; Social Change; Culture Consortium; Insight, Data, Analytics, Evaluation. Talent Development Programme launched. 	<ul style="list-style-type: none"> DCMS Bid Registration. Bid Writing. Programme Pre-Production.

2021 - 2022			
Quarter 1: April 2021 – June 2021	Quarter 2: July 2021 – Sept 2021	Quarter 3: Oct 2021 – Dec 2021	Quarter 4: Jan 2022 – March 2022
<ul style="list-style-type: none"> Bid Edit & Submission. Shortlist Event. Launch Trailblazer Programme. Programming delivery for December on time & budget. 	<ul style="list-style-type: none"> Full DCMS Bid Proposal Planning. Phase 2 Planning. Data Collection & Evidence. Funding Commitments secure. DCMS full proposal submitted. 	<ul style="list-style-type: none"> DCMS Lancashire Visit. Announcement Event. Research, insight, data baselines report shared with relevant sectors in Lancashire. Selection & Designation Spectacle Event. 	<ul style="list-style-type: none"> Competition Evaluation process. 14 Producers complete Talent Development Programme with skills required for International commissioning & delivery across Lancashire. Phase 1 Completion. UK City of Culture / Phase 2 Development. Phase 2 budget and timeline sign off.

Consultations

This report has been shared with officers in Finance, Legal and Libraries, Museums and Cultural Services.

Implications:

This item has the following implications, as indicated:

The provision of resource to the Lancashire 2025 team for a further two years.

Risk management

As stated in the Executive Summary, there is no guarantee of success in terms of the competition win the City/County of Culture title in 2025. There is however evidence that the bidding process itself can confer benefits on Lancashire as a place and begin to create a more structured platform for investing in culture throughout the county.

In terms of strategic leadership and oversight, the governance structures set out in the Business Outline and Governance Structures appendices are considered to be robust and will ensure the best use and control of Lancashire County Council's contribution.

Financial

The 2020/21 and 2021/22 a total contribution of £620,000 can be funded from existing development budget provision over the two years.

The funding requested represents Lancashire County Council's share of the costs of supporting the bid. In terms of financial risk, the Lancashire 2025 team will still need to make the case to secure the indicative contributions of other partners to fully finance this Phase 1 development budget. Officers are supporting this process and the contribution from the county council is seen as critical to giving this process momentum. Other partner's contributions will need to be approved through the individual partners' decision making processes. Commissions will only be let when full funding is in place.

List of Background Papers

Paper	Date	Contact/Tel
Lancashire 2025 Creative Programme	June 2020	Andy Walker 051772 35629
Lancashire 2025 Business Outline Executive Summary	June 2020	Andy Walker 051772 35629
Lancashire 2025 Governance Structure	June 2020	Andy Walker 051772 35629

Reason for inclusion in Part II, if appropriate:

N/A