



# Doncaster Council

## Report

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**Date:**  
**16th October 2018**

**To the Chair and Members of Cabinet**

### **DEVELOPMENT OF CULTURE INVESTMENT PROGRAMME FOR 2020- 22**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Cllr. Nigel Ball: Portfolio Holder for Public Health, Leisure and Culture	All	Yes

### **EXECUTIVE SUMMARY**

1. This report brings together the information submitted previously to Doncaster Growing Together (DGT) Portfolio Group, in July 2018, outlining an approach to invest in the growth of great arts, creativity and culture in Doncaster, delivered between 2020-22.
2. The investment asked for through the Service Transformation Fund will act as i) match to new external funding, ii) will go into some direct cultural programming, and iii) will enable the creation of a very small team of talent to drive the programme forwards – by Q3-Q4 2018-19 this would include an Executive Director and a Creative Programmer. This funding will plug a capacity gap and drive forward creative, cultural and arts growth from 2020-22.
3. The fund would be used as a direct award to Doncaster Culture and Leisure Trust (DCLT). The use of the funds would be governed through DGT, with performance reported into the Arts and Culture Programme Board, and matters escalated if required to the DGT Portfolio Group. This governance will provide the necessary overview, and effective contract management. Effective contract management will ensure that the team and spend are accountable through a number of KPIs.
4. DCLT will manage the posts and delivery of the creative programme, in a collaborative commission, working with arts, cultural and other partnerships from across the borough.

5. Positive outcomes will follow from this investment for residents across the borough, focussing on the regeneration of places and town centres in the borough, improving residents' health and wellbeing, and providing new skills and learning opportunities for people of all ages. As a result of this investment, there will be further growth of fringe and community-based arts developments, with more residents taking part in arts and culture. While the funding will directly support culture and arts developments in 2020-22, it is expected that this is a one-off contribution which will lead to a self-sustaining model for inward investment in culture and arts post-2022.
6. This approach has a framework which has already been endorsed by Cabinet members, in Doncaster Growing Together, and also in the Culture Strategy and the Inclusive Growth Strategy.

## **EXEMPT REPORT**

7. N/A

## **RECOMMENDATIONS**

8. The recommendations of this report is;
  - (a) To approve the direct award of £400k across three years from the Service Transformation Fund to develop, programme and deliver an enhanced, embedded, high quality cultural programme starting in 2020-2021, through to 2022-23, creating a sustainable model from 2022 onwards.
  - (b) That the spend will be managed and delivered within DCLT, with governance arrangements which allow reporting to, and scrutiny by, the Doncaster Growing Together Portfolio Group, managed by the Arts and Culture Programme Board, with the creative and cultural programme of activity being developed commissioned collaboratively by the Board working with DCLT to deliver it. Effective contract management will ensure that the team and spend are accountable through a number of KPIs.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

9. Participation in high quality arts and culture events, activities and opportunities leads to better outcomes for residents, including increased attainment by children and young people, better wellbeing outputs for the population, greater pride in place, increased social cohesion, and increased skills and productivity.
10. In terms of the development of Doncaster as a place, a high quality arts and culture offer will also directly contribute to Doncaster being identified as a great place to live, work, study and visit, and directly contribute to the visitor and skills economy in the borough
11. The investment in culture, creativity and arts is expected to produce a return on investment of £2m 2020-21, and a £5m return on investment by 2022-23.

## BACKGROUND

12. In May 2018 Doncaster Council and its partners benefited from an LGA Culture Peer review, which provided supportive recommendations on our culture partnerships, strategy and actions. We also received findings and recommendations from work commissioned by Hull City of Culture identifying how Doncaster might realistically increase its cultural ambitions. We continue to receive high-level networking support from local MPs and directors of national cultural institutions, developing new relationships with cultural venues based in London and elsewhere around the UK.
13. The peer review emphasised that now is the time to intensify the delivery of a cultural growth programme across the borough. This ambition is reflected in the Council's leadership and partnerships, and in July a report was supported by the Doncaster Growing Together (DGT) Portfolio Group, with the same outline content as this report. The report was supported by the Portfolio Group.
14. This fast-track approach has a framework which has already been approved through Full Council, by endorsing Doncaster Growing Together, the Borough Plan. In Doncaster Living, it is stated that *"our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time. Building upon our cultural, artistic and sporting heritage, we will continue to release the potential of our most creative people and bring new life and energy to our town centres. We want everyone who chooses to live in Doncaster to have a place they are proud to call home. What difference will this make? People will feel more connected to their heritage and are proud of local art and culture"*

And from the DGT Prospectus Summary, 2018:

*What we said: We will continue to develop the Civic and Cultural Quarter of Doncaster, to make sure that there is a vibrant and varied set of activities and settings for residents.*

*What we've done: Following our Cultural Peer Challenge the Doncaster Growing Together Arts and Culture Programme has been set up working in partnership with other cultural and creative organisations; bringing together cultural commissioners and professionals and making connections to the strategic drivers for growth.*

*What's next: The plans for the new library in the Town Centre have been approved. Building on our partnership working through the Arts and Culture Programme we will create a programme of high quality arts and culture experiences taking advantage of the new build Library, Museum and Art Gallery and the celebrations of the 400th anniversary of the Mayflower. We will continue to grow the borough's cultural offer and seek to understand its impact on our communities.*

15. Endorsement of and recognition for the requirement of wider culture and arts programme has also been considered in previous approvals of the Culture Strategy, Inclusive Growth Strategy, as well as being referenced in the work of the Social Mobility Opportunity Area.

16. The investment asked for through the service transformation fund will act as i) match to new external funding, ii) will go into some direct cultural programming, and iii) will enable the creation of a very small team of talent to drive the programme forwards – by q3-q4 2018-19 this would include an executive director and a creative programmer. This funding will plug a capacity gap and drive forward creative, cultural and arts growth from 2020-22.
17. The investment would also seed fund a cultural investment programme, which could be used as part of a much wider programme of activity to draw down funds from other major arts, creativity, digital and culture funders: trusts, foundations, national funding agencies, and large businesses. Some of the investment would be used to act as match to funding applications, and also to go into direct cultural and artistic programming. This way forward is the most cost effective and creative way to fulfil the ambitions for the borough, to be a place of great arts and culture. Beyond 2022, the expectation is that the cultural investment programme is self-sustaining; the investment of £400k of Service Transformation Funding over 3 years would be a one off.
18. The commission will directly contribute to the regeneration of our town centres, with new artistic events and installations of high quality. The approach will focus on inclusive culture-led regeneration. Creative place making is designed to serve a community's interest whilst driving a broader agenda for change, economic growth and transformation in a way that also builds character and quality of place. Its outcomes will include economic, health and community benefits. It is expected that residents who have not accessed arts and culture before will do through this programme; where good investment happens, we see people participating in arts who have not before; e.g. at CAST, where 53% of bookings in 2017 were by new attendees, and Right Up Our Street, where 84% of people who registered for events were first time attendees.
19. The programme will be delivered through, and marked by, uplift in cultural activity from the end of 2019, peaking initially across 6 months in 2020 and again in 2022, as the start of a biennial cultural movement. This will include a number of national collaborations, community based work to bring local stories to life, and up to two major cultural events with a 'big bang' impact, engaging the whole borough and of national significance. DCLT will be responsible for managing the team that makes this happen, and DCLT and the team will report to the DGT Arts and Culture Programme Board on progress.
20. The objectives of the programme are:
  - Grow the size, ambition and resilience of Doncaster's cultural sector and visitor economy;
  - Create a culture change in Doncaster, using the transformative power of the arts for the benefit of our residents, our businesses and collective workforces, and our visitors.
  - Place Doncaster at the heart of the UK's cultural conversation and elevate Doncaster's standing as a location of great arts and culture.

21. The investment from the Council will secure a small team (two people initially of appropriate experience) focused on developing and commissioning a high quality programme of national/international level arts and culture for the borough, by securing additional investment through the programme, with a projection of up to £5 million return on investment by 2022. This investment will capitalise on complementary capital investment in the new Central Library, Archives, Museum and Art Gallery development, and private sector investment in the arts, creative and digital sector in the borough. It will also support the development and retention of creative talent in Doncaster.
22. It is recommended that the team will be appointed by DCLT. Contractual and legal requirements will be observed and monitored through the Council's Financial Procedure Rules, enabling a direct award, as it has been identified that DCLT are the best option for managing the new team, based on DCLT's proven track record and positioning with cultural partners. A contract between the Council and DCLT will be put in place, and effective contract management tools will be used including KPIs. The expectation, based on the learning from cities of culture, is that a significant return on investment will be achieved, and outcomes which contribute to priorities in the Borough Plan, but this is not a payment by results scheme, as some of the ROI and some of the outcomes may follow through at stages yet to be determined.
23. The appointed team will secure investment to deliver these outcomes:
24. Stories of global connections and extraordinary journeys travelled told through arts and culture; with at least two new commissions that use public spaces to tell Doncaster's story to the world;
  - Bringing existing large scale shows that tour to Doncaster;
  - Identifying opportunities to work with national institutions including the BBC;
  - Underpinning new growth in creativity and arts in communities and creative projects; grounded in our communities, developed by Doncaster, for Doncaster.
  - Doubling the number of artists/arts organisations making work in Doncaster by 2020;
  - Growing the visitor economy by 5% - specifically increasing visitor spend into Doncaster's cultural venues, and surrounding businesses, as part of a general uplift in the creative and cultural economy;
  - More than 200,000 residents, visitors and employees having a world class cultural experience in Doncaster by 2020;
  - Increasing the number of students studying an arts subject in our schools by 2021-22, and an increase in the number of students taking routes into FE/HE arts, digital and creative courses in this period;
  - Contribute to the increasing literacy levels at KS2, integrated into the Council's Reading Strategy, to then above national average;

- Increasing through data-led evidence wider attainment gains for young people in core curriculum subjects, having accessed and maintained interaction with in-school and / or extra-curricular arts, culture and creative studies;
  - Doncaster to be frequently cited as a go to example of successful culture led regeneration in the media, in policy documents, throughout Government and amongst national funders;
  - A cultural and creative trade and education programme with the US eastern seaboard states, through the 400th anniversary of the Mayflower / Pilgrims, of which Doncaster has a significant and compelling story to tell and project internationally;
25. To maintain growth, raise aspiration, and build Doncaster's expertise and brand it is planned that this concerted focus happens again for six months in 2022 and becomes biennial;
26. The Hull City of Culture work included consultation with cultural, public and private sector partners. Culture was also a theme at the Doncaster Chamber business conference this year with businesses supportive of this approach;
27. Appropriate governance and oversight will be built into the programme, with the Chair of the Arts and Culture Board directly managing oversight of the direct award, and providing information on spend and outcomes to the DGT Portfolio Group.

## **OPTIONS CONSIDERED**

### **Option 1: Do nothing**

28. The Council has a culture strategy, public arts strategy, an inclusive growth strategy, and a new Arts and Culture Programme Board, reporting into the Doncaster Growing Together Portfolio Group. Cultural organisations are performing well but by doing nothing we shall fail to capitalise on the socio-economic, place-based and wellbeing benefits of putting Doncaster onto an elevated cultural map. The LGA peer review praised our strategies and partnerships but made clear the requirement to now move into an accelerated delivery phase, as did the Hull commission. We would also miss out on collaborative opportunities which national organisations and cultural institutions. By not seed funding cultural development, we are at risk of failing to secure significant investment from funding agencies, including those that have identified that Doncaster could secure more external investment through more ambitious programming. Early discussions with Arts Council England have indicated that ACE are prepared and willing to back this programme. The expertise we need to make this happen is not available in-house, so by not bringing this talent pool together, external funding and financing will not be secured at the pace and to the level which we understand is possible.

### **Option 2: investment in a biennial programme of great arts and culture**

29. This is the recommended option. It provides the opportunity to invest in a culture development programme to deliver increased cultural activity, in particular in 2020 and 2022, and also stimulate a continuous increase in the growth of high quality cultural programming, installations and participation in

the long term, attracting significant external funding through the investment as match, and other forms of return on investment. It means that growth is not restricted to a focus in one year only. It means that outcomes are focussed on people in a continuous and growing programme of high quality activity.

## REASONS FOR RECOMMENDED OPTION

30. We have discounted a branded approach or waiting to bid into established annual programmes in favour of designing and delivering our own approach, which would be right for Doncaster, and reflect the place and people to best effect. There is a general consideration that there are many cities of culture and types of city of culture (London boroughs of culture, cities of culture, European capitals of culture etc.). If Doncaster were to wait for an opportunity which is prescriptive, (rather than raising its ambitions and aspirations for its people in a way which achieves a return on investment at a similar scale, but on its own terms and within a scope which its people and place defines), then opportunities for funding and highest level national strategic partnerships to a high level and worth, and to relatively quick timescales, will be lost. A direct award of a contract which enables collaborative commissioning means that the Council will also have greater control over the shaping, delivery and overview of the cultural activity. The programme of activity will be bespoke to Doncaster's needs, aligned to needs for our children and young people, for vulnerable people in society, for people experiencing income or health inequality, in ways which through great arts and culture reduce inequality in the borough, and increase and accelerate positive outputs and outcomes in other areas such as wellbeing, skills, social cohesion, and productivity.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

30.

	Outcomes	Implications
	<p><b>Doncaster Working:</b> Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<p>Better wellbeing outputs for the population and increased skills and productivity.</p> <p>In terms of place marketing, a high quality arts and culture offer will also directly contribute to Doncaster as a great place to live, work, study and visit.</p> <p>Industries engaged in arts and culture often generate higher productivity and higher salaries, and attract suitable talent, leading to greater spend in their area.</p>
	<p><b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p>	<p>Participation in high quality, arts and culture leads to increased attainment and achievements for children and young people, better wellbeing outputs for the population and increased skills</p>

	<ul style="list-style-type: none"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>and productivity.</p> <p>In terms of social mobility and aspiration, a high quality arts and culture offer will also directly contribute to Doncaster as a great place to live; people make decisions to live in a place based on its cultural offer (as well as other aspects).</p>
	<p><b>Doncaster Learning:</b> Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<p>Participation in high quality, arts and culture leads to increased attainment and achievement for children and young people, better wellbeing outputs for the population and increased skills and productivity.</p> <p>Greater achievement supports attainment; children and young people with opportunities to enjoy, engage with, and learn from great arts and culture will also reach better levels of attainment.</p> <p>Investment in arts and culture at a local community level leads to more pride in place, and safer, cohesive communities for children and young people to thrive in.</p>
	<p><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>Participation in high quality, arts and culture leads to increased attainment for children and young people, better wellbeing outputs for the population and increased skills and productivity.</p> <p>More people involved in arts and culture in communities will have health outputs and outcomes which could be measured and quantified as a reduction on front door services, and lead to residents living longer, living well.</p>
	<p><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> </ul>	<p>Participation in high quality, arts and culture can build community resilience and self-reliance by connecting community assets and strengths. This can lead to more cohesiveness between sectors, including between the Council and VCF. The approach detailed in this report is the best for demonstrating and developing leadership in the sector,</p>



	<ul style="list-style-type: none"> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<p>delivering outcomes for people and value for money.</p>
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## **RISKS AND ASSUMPTIONS**

31. If we do nothing at this stage, with all the right mobilisation to date with appropriate strategic partnerships, national-level dialogues with cultural institutions, and the right strategies and peer recommendations, we will miss what could be a significant moment to secure funds from outside of the borough, to a high value, and for the direct benefit of residents and visitors to the borough.
32. If we do nothing there is a risk of dis-investment from retailers and businesses and attracting a new higher skilled work force that reside in Doncaster becomes more unlikely. To do nothing will impair and damage the strategic relationships being built between Doncaster and cultural institutions in London and elsewhere, and hinder the business to business relationships between culture and large / medium-sized businesses in the borough.
33. By taking a different approach, we may miss the opportunity to capitalise on complementary capital investment in the new Central Library, Archives, Museum and Art Gallery development, and private sector investment in creative the creative and digital sector, to the extent described in this business case.
34. That budget is approved and recruitment of the delivery team is delayed due to specialism of role and perception of place.
35. Once a programme is underway, marketing and promotion is key to ensure that residents and visitors attend, thereby creating the return on investment.
36. Appropriate role profiling and remuneration packages will be required to attract the talent required to lead a new project group working in this area.

## **LEGAL IMPLICATIONS [OFFICER INITIALS HP DATE 12/9/18]**

37. Section 1 of the Localism Act 2011 gives Local Authorities a general power of competence, allowing them to do anything an individual can do, unless prohibited by law and subject to public law principles.
38. Any procurement or funding activities related to this programme should be carried out in accordance with the obligations set out in CPRs and FPRs.

## **FINANCIAL IMPLICATIONS [OFFICER INITIALS MS DATE 26/9/18]**

39. It is proposed to use £400k from the Service Transformation Fund (STF) to invest in a culture development programme; £50k in 18/19, 150k in 19/20 and 200k in 20/21.
40. It is envisaged that funding will be for the staffing of two posts in 18/19-20/21, and as a result payment will be made irrespective of whether outcomes are achieved exactly as described.
41. Approval for securing funding from the STF is required by the Chief Finance Officer – Steve Mawson in consultation with the Chief Executive – Jo Miller, with quarterly updates being provided to the Mayor. If the recommendation is approved, this requirement will have been met through this report and no further approvals will be required. There is sufficient allocation from the Service Transformation Fund reserve for this request.

## **HUMAN RESOURCE IMPLICATIONS [OFFICER INITIALS KW DATE 12/9/18]**

42. All recruitment relating to this newly developed team would be completed by one of our partner organisations and would be managed by that partner. Therefore there are no Human Resources Implications linked to this report for Doncaster Council staff.

## **HEALTH IMPLICATIONS [OFFICER INITIALS KH DATE 12/9/18]**

43. There is evidence to show that engagement in art and cultural activities can improve mental and physical health, help with the self-management of long-term health conditions, promote healthy ageing and tackle health inequalities. The Council is in a position to help to forge the partnerships necessary to realise the health and wellbeing benefits of the arts and culture.
44. There is evidence that the arts have a part to play in healthy ageing. For example, participatory arts for older people may improve mental health and cognitive function and improve physical health. The LGA (2017) Arts, Health and Wellbeing briefing also suggests that:
  - Dance helps to prevent falls in older adults.
  - Group singing in later life increases mental health-related quality of life and reduces loneliness, anxiety and depression.
  - Museums, galleries and libraries are increasingly being considered as locations for health and wellbeing activities.
  - Participatory arts help to maintain physical health and flexibility as well as cognitive functioning and a sense of identity.
45. Wellbeing can be described as feeling good and functioning well. Low levels of wellbeing are associated with poor health and reduced life expectancy. An ongoing review conducted by the What Works Centre for

Wellbeing, part of the Government's What Works network is collating evidence of the impact on wellbeing of different art forms. The first studies, exploring the impact of music and singing in healthy adults and those with health conditions such as dementia, collate some strong evidence in this area. An analysis of data from more than 15,000 older people published by Age UK in February 2017 found that engagement in creative and cultural activities made the highest contribution to overall wellbeing.

46. Social isolation and loneliness affect people of all ages. An estimated 1.2 million older people are chronically lonely, and Duncan Selbie, Chief Executive of Public Health England acknowledges the relationship between isolation, depression and physical ailments. Increasing the availability and accessibility of social cultural and arts activity could contribute to a reduction in social isolation.
47. It is important that work to increase engagement in arts and culture does not increase inequalities locally. Despite the many health and wellbeing benefits of the arts, cultural engagement tends to be unevenly distributed across the social gradient. Analysis of national data generated by the Taking Part survey has shown that people who visit museums and galleries and take part in creative activities are disproportionately prosperous and well-educated professionals with disproportionate representation within age, ethnicity and health status categories.
48. It is recommended that work is undertaken to understand and overcome barriers to cultural participation particularly for underrepresented groups who may already be experiencing health inequalities. Opportunities should be explored to work with health partners to increase engagement and to offer and promote arts activities aimed at promoting health and wellbeing.
49. It is important that art and cultural activities do not increase poor health. As part of a programme to increase arts and cultural engagement in Doncaster, public health principles and approaches should be utilised throughout.

#### **TECHNOLOGY IMPLICATIONS [OFFICER INITIALS PW DATE 11/9/18]**

50. There are no anticipated technology implications associated with this decision.

#### **EQUALITY IMPLICATIONS [OFFICER INITIALS NS DATE 12/9/18]**

51. Should the funding be approved, the service leads for this business case working as commissioners, and their strategic partners, as well as the supply chain, will demonstrate a consistent approach to due regard for protected characteristics as set out by the Equalities Act 2010, in any procurement, service design and commission. This approach to demonstrating due regard will be monitored through appropriate KPIs and review processes. Grounded culture event programming will be representative of communities, shaped and grown residents in ways which best meet people's needs, alongside major programming works which have an overall net benefit, and which will be commissioned with appropriate due

regard and consultation.

## **CONSULTATION**

51. Consultation to date has taken place with appropriate members of the Council's Leadership, including Cabinet members and Directors. The representation to the DGT Portfolio Group was an opportunity used to receive feedback and further develop consideration to roles and use of budget, and before that, in consultation with strategic culture partners through the Arts and Culture Programme Board. The Culture team and Business and Skills in Regeneration Directorate have combined efforts to provide a cultural, economic and tourism led business case to proceed in line with the recommendations from the Hull City of Culture work. The Culture Team has also consulted with Arts Council England on the role profiles.

## **BACKGROUND PAPERS**

52. N/A

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