

**Report to:** West Yorkshire Combined Authority

**Date:** 17 March 2022

**Subject:** **Supporting Cultural Festivals in West Yorkshire**

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Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

## 1. Purpose of this report

- 1.1 To refine and agree with the principles under which the Combined Authority could provide financial support to Cultural Festivals in West Yorkshire.
- 1.2 To discuss and seek approvals in principle (subject to the Combined Authority's Assurance Framework) for investment in:
  - Leeds 2023,
  - Kirklees Year of Music, and
  - Bradford Literature Festival in 2022.

## 2. Information

- 2.1 Culture, sports and creative industries will play a vital role to play in delivering an inclusive economic recovery. It is important that everyone in West Yorkshire can have the opportunity to access and benefit from cultural activity, regardless of their background. Festivals play an important role in achieving this by providing culture opportunities for all and promoting our region to a wide audience.
- 2.2 At the meeting of the Culture Committee in January 2022, the Committee discussed an initial set of principles to guide decision making on support

provided to individual festivals on a case-by-case basis, subject to availability of funding. Whilst broadly supporting the approach, it was agreed that further work was required on the back of the feedback received. Some of the key points raised by the Committee included:

- The need for a Festival Audit – to capture the breadth of planned festivals across West Yorkshire.
- That a strong focus was needed on how a festival supports areas less likely to be reached.
- A view that the various “Years of” festivals should be considered separately from other festivals, recognising that both are important.
- Could there be a creative principle – putting people more firmly at the centre.
- That it would be important to ensure that festivals were reinforcing other priorities raised as part of the Cultural Framework – including the principle of fair work in commissioning activity with local creatives.
- That young people were seen particularly as a key audience.
- That factors of legacy and wellbeing might be given more emphasis.

- 2.3 In response to this feedback, an audit of cultural festivals has been completed with each of the five West Yorkshire local authority districts and will be presented to the Culture, Arts and Creative Industries Committee which takes place on the 16<sup>th</sup> March.

### **Updated Principles for investing in Cultural Festivals**

- 2.4 As outlined at the last Combined Authority meeting, any investment made by the Authority is subject to the decision making structure and approaches outlined in the Investment Strategy, including the need for approvals to progress through the Combined Authority’s assurance process.

- 2.5 These principles will therefore apply to any decision making with regard to financial support to cultural festivals. However, taking on board the feedback of the last meeting the following amended principles are suggested for investment in Cultural Festivals. As discussed with the Culture, Arts and Creative Industries Committee, these separate out “Years of Culture” activity (Leeds 2023, Kirklees Year of Music 2023, Calderdale 2024, Wakefield 2024 and Bradford City of Culture 2025 bid), from other festivals, recognising that the rationale for investing particularly in the Years of Culture are likely to be different.

#### **Years of Culture**

1. That the Year of Culture must engage in mechanisms to actively support participation from a full West Yorkshire footprint.
2. That the Combined Authority would support a specific programme/event/intervention within the Year of Culture that fits strategically to the Investment Priorities – and therefore not provide funding in an undefined way to general costs/overheads of the Year

3. That the specific programme/event/intervention must demonstrate clear defined outputs that relate to the Investment Priorities for Culture and Creative Industries, achieving these with evidence of additionality and value for money.
4. That the specific programme/event/intervention must be operating in a way that ensures Fair Work for all individuals employed in its delivery
5. That the Year of Culture must have a clear Equality, Diversity and Inclusion (EDI) action plan for how the Festival will maximise the benefits and opportunities for EDI.
6. That best practice should be shared between organisers and talent / collateral be available to be passed on from one festival to another wherever possible, delivering further benefits to wider partners in West Yorkshire.
7. That the Year of Culture must have a clear evaluation approach and measures of success that capture both economic and social/participation impacts.

#### Other festivals

1. That the Combined Authority would not be a core ongoing funder of festivals.
2. That the Combined Authority might look to support a specific programme/event/intervention within the Cultural Festival that fits strategically to the Investment Priorities – and therefore not provide funding in an undefined way to general costs/overheads of the Festival.
3. That the specific programme/event/intervention must demonstrate clear defined outputs that relate to the Investment Priorities for Culture and Creative Industries, achieving these with evidence of additionality and value for money.
4. That Festivals must have a clear Equality, Diversity and Inclusion (EDI) action plan for how the Festival will maximise the benefits and opportunities for EDI.
5. That best practice should be shared between festival organisers and talent / collateral be available to be passed on from one festival to another wherever possible, delivering further benefits to wider partners in West Yorkshire.
6. That the Culture Festival must have a clear evaluation approach and measures of success that capture both economic and social/participation impacts.

### **3. Initial in principle agreement investment in Years of Culture**

- 3.1 At the last meeting of the Combined Authority, the indicative gainshare funding envelope up to 2024/25 for Investment Priority 6: Culture was agreed. The Culture, Arts and Creative Industries Committee is developing the framework to support the proposals for how this culture gainshare funding could be spent. A number of in principle decisions need to be taken in advance of this as they relate to activities that are taking place in the next twelve months and need reassurance on funding so that events can be planned and delivered, with the full details subject to the assurance process. This includes Leeds City of Culture 2023, Kirklees Year of Music 2023 and Bradford Literature Festival.

- 3.2 These are outlined below. It is proposed that there is an agreement in principle, subject to an approved business case for a range between £1.3 million - £1.5 million for Leeds 2023 and £750,000 to £850,000 for Kirklees year of music. The ranges proposed for each investment are based on the scale of ambition and opportunity for each proposal. This also includes the overall numbers of people living in deprivation in each area.
- 3.3 It is also proposed that there is an agreement in principle to fund the Bradford Literature Festival by between £100,000 and £250,000 for this year only. This funding will be linked to specific activity that meets the overall cultural objectives of the region.
- 3.4 Each proposal will be subject to a robust business case and the Combined Authority's assurance framework. As part of this, there will need to be a demonstration that the investment will help achieve our draft cultural framework outcomes (including an increase in participation in culture from deprived and diverse communities) as well as the framework for investing in years of culture and culture festivals outlined above.

### **Leeds City of Culture 2023**

- 3.5 LEEDS 2023's ambition is to deliver a transformational year of creative experiences connecting and benefiting people now and into the future. The planned programme will celebrate and enhance the city's identity locally, nationally and internationally, creating a lasting legacy of economic and social impact. Run by the Leeds Culture Trust, the independent charity was 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 2023 will be a significant driver in West Yorkshire's social and economic recovery, as it enables the region to leverage its strength in the creative industries and tourism.
- 3.6 Funding of a range of £1.3m to £1.5m is required by Leeds Culture Trust from West Yorkshire Combined Authority, as a contribution to LEEDS 2023. This contribution will allow the region to support one of LEEDS 2023's flagship projects, for example, a project with a working title of "Women of the World – Women of West Yorkshire". The project will involve hundreds of women and girls in developing their creative skills, particularly in construction and design. Around it, a series of exciting workshops and activities will be held with women and girls, to shape a programme of events. There is an opportunity for elected members from West Yorkshire to participate in these workshops, encouraging women and girls to use their voice and influence.
- 3.7 Through this investment, LEEDS 2023 will help to deliver the West Yorkshire Mayoral pledges by:
- Prioritising skills and training, particularly for women and girls
  - Supporting local businesses
  - Collaborating on a Creative New Deal

3.8 The project will contribute to the target outcomes of WYCA's proposed culture framework through:

- Increasing cultural participation, particularly amongst women and girls, enhancing the confidence of West Yorkshire's diverse communities and improving wellbeing.
- Creating a diverse and confident creative workforce by increasing volunteering in the cultural sector, particularly amongst those from lower socio-economic and diverse backgrounds.
- Creating a creative, sustainable and vibrant region, with increases in tourism, higher participation in cultural activity and better access to culture across West Yorkshire.

3.9 A grant agreement is already in place between Leeds City Council and The Culture Trust to oversee a £10.665 million investment in LEEDS 2023 over a five year period from FY18/19 to FY23/24 of which £7,231,893 has been committed from the Council's core budget. The proposed £1.3 million - £1.5 million contribution from gainshare has therefore been more than matched by Leeds City Council. In addition, The Culture Trust has leveraged £3.23 million total additional investment in addition to this.

#### **Year of Music 2023 - Kirklees**

3.10 Kirklees Year of Music 2023 is a place-based, transformational cultural change programme. Built on the district's cultural DNA, it is the first and only Year of Music programme in the UK. The programme is being developed to link with and support Leeds 2023 and engage with Bradford 2025 via the Music Hub. It includes a bid to UNESCO for City of Music status for Huddersfield which will involve developing a creative industry career pathway across the town and the other UNESCO designated cities, Bradford and York, linked to music, media, film and tv. Kirklees has been designated an Arts Council England Priority Place not only for indices of deprivation, lack of cultural engagement and participation and the impact of Covid but because of the strategic cultural ambition of the district including Year of Music 23.

3.11 From centuries of choirs, brass bands and orchestras to forging new, internationally renowned traditions and festivals of experimental music, electronic, folk, jazz, organs, sound systems, bagpipes and bhangra, music is rich and diverse and at home in all communities of Kirklees. Through investment in its diverse music talent, citizens and businesses, the year-long programme of major events and initiatives strengthens the music ecology of Kirklees. In recognising Kirklees' growing demographic of young people (approximately 1/3 of the population is aged between 0 – 25), Kirklees Year of Music 2023 puts children and young people front and centre of its programme, working with them to co-design and co-create, empowering young people to find their voice, develop expression, skills and leadership and shape what the future might look like through music and what music might look like in the future.

- 3.12 The Year of Music programme supports the delivery of the [Kirklees music policy](#) and contributes to outcomes around: education; health & wellbeing; the night-time economy; music tourism ([£2m economic impact of 3 music festivals 2019 study](#)); aspiration and skills; inclusion, reducing inequalities and inequity; and increasing participation. It will also be used as a vehicle to develop an inclusive economy, growing the existing 78 Music Industry businesses and 120 music VCS organisations. Together they presently directly employ 755 people (2022 survey). With a creative workforce supply chain of 30k individuals within a 45-minute radius of Huddersfield, the Year of Music aims to maximise the skills and investment of the local supply chains in Kirklees and West Yorkshire for greater resilience and provide opportunities for the sector to recover from the impact of Covid.
- 3.13 The Kirklees year of culture has already secured some funding from other sources. £1.85m has already been confirmed by Kirklees Council; £1m will be applied for from Arts Council England; and £1.15m from Partnerships/ Trusts/ Foundations/Earned Income (1/3 confirmed). A range of £750,000 to £850,000 will help complete the funding picture. The WYCA investment will ensure the children and young people's programme can be delivered providing a lasting legacy, will support the district wide volunteering programme and enable community participation.

### **Bradford Literature Festival**

- 3.14 For a number of years, the Bradford Literature Festival (BLF) has provided social inclusion, accessibility and representation. In its first five years, 51% of the audience was from a BAME background and 65% of the audience was drawn from people with a lower socioeconomic background. 20% of the audience was national, 30% was regional and 50% was from Bradford district.
- 3.15 To help ensure that children can access the event, the education programme is free and the festival has pioneered 'Ethical Ticketing' – this means we provide free tickets for those living on benefits, in social housing, refugees and asylum seekers, young people and those who need it most. The education programme reached 100,000 pupil and teacher attendances, working with schools in Bradford District, Calderdale, Kirklees, Leeds and Wakefield.
- 3.16 The BLF is working with Creative Scene in Kirklees to help create change within some of the most disadvantaged communities in the area. BLF's Creative Sector Industry Day has been set up to allow other organisations, regionally and nationally, to benefit from our methodologies.
- 3.17 BLF also has a role to play to connect our region with other countries. BLF has relationships with cultural organisations from around the world. The key countries with existing working relationships are:
- America – New York Comicon, Brooklyn Book Festival, Dodge Poetry Festival
  - Canada – Toronto International Writers Festival
  - Turkey – Istanbul International Literature Festival
  - UAE – Emirates Literature Festival

- Nigeria – Ake Book Festival
- Pakistan – Karachi Literature Festival, Adaab Festival, Lahore Literature Festival
- India – Jaipur Literature Festival, Serendipity Arts
- Japan – Kyoto University, Japan Bronte Society, The British Japan Society
- South Korea – Seoul International Writers Festival

3.18 Future plans of the BLF are to expand this international proposition:

- We plan to twin with festivals from around the world to raise the profile of BLF, and West Yorkshire, and bring tourists to the region. This will be achieved through creating a BLF showcase of circa 3 events at each international festival. The events selected will showcase the best UK artists and also to focus on West Yorkshire heritage that will promote in bound tourism e.g. the Brontes, Anne Lister, David Hockney, the Textile Industry.
- BLF has experience in this mode of delivery, having already worked with Hay Festival in the UK and Lahore Literature Festival (Pakistan) in this manner. Both events led to a substantial increase in profile and in-bound visitors. In addition to the international projects currently under delivery, BLF already has agreement from Toronto International Writers Festival to work collaboratively in this manner.
- The partnerships would also result in international showcases from the partner organisations taking place at BLF. This would create a depth of international presence that would be unparalleled in the UK literary landscape and would set BLF and therefore West Yorkshire apart from the rest of the nation. This would have a substantial impact on the visitor economy placing West Yorkshire firmly on the international cultural landscape.

3.19 An indicative approval is sought from the Combined Authority to fund the following activity:

- Creative Sector Industry Day – West Yorkshire profile, development for creative practitioners and artists.
- Northern Economic Summit – culture at the heart of regeneration.
- Regional Education Programme – raising aspirations and literacy levels, Poetry Days and programmes for children and young people, Putting West Yorkshire at the heart of the creative curriculum through a digital programme.
- An international festival with twin festivals around the world, showcasing West Yorkshire, and creating sustained, measurable impact to the visitor economy year on year.

3.20 This approval is sought as an in principle commitment, subject to an approved business case, of a one off commitment of no more than £250,000 for specific activities at Bradford Literature Festival linked to the region's cultural framework priorities.

## **4. Tackling the Climate Emergency Implications**

- 4.1 Tackling the Climate Emergency and protecting our environment is one of the Mayoral Pledges, and is central to the West Yorkshire Investment Strategy. Any Cultural Festival that seeks financial support of the Combined Authority will be asked to demonstrate how it contributes to Tackling the Climate Emergency and this will form part of the assurance process.
- 4.2 In utilising their judgement in considering proposals for investment in Cultural Festivals, the Committee will be asked to take into consideration how a specific programme/event/intervention supported by the Combined Authority could maximise its contribution to this ambition.

## **5. Inclusive Growth Implications**

- 5.1 As outlined in the West Yorkshire Investment Strategy, inclusive growth cannot be a bolt-on and any project seeking funding from the Combined Authority must demonstrate a proactive and targeted approach to engaging with and bringing benefit to disadvantaged groups (outreach, tailored support etc). This approach will apply equally to any proposals for investment in Cultural Festivals.

## **6. Equality and Diversity Implications**

- 6.1 From the perspective of the Culture, Arts and Creative Industries Committee, equality and diversity will be considered both from a participation perspective as well as from a social and economic one. Therefore, in assessing proposals for investment in Cultural Festivals one of the principles suggested in this report is that all festivals must have a clear Equality, Diversity and Inclusion (EDI) action plan for how the Festival will maximise the benefits and opportunities for EDI.
- 6.2 Cultural Festivals are significant opportunities to engage individuals and groups from across all of West Yorkshire, but it should be acknowledged that not all communities have the same needs and opportunities to engage. Therefore, it will be important that there is a clear plan and measures in place for the festival before the commencement of delivery. The Combined Authority may also undertake their own Equality Impact Assessment on any festival it decides to support.

## **7. Financial Implications**

- 7.1 Any proposals for investment in Cultural Festivals will be subject to submission to the Combined Authority's assurance process and to further decision making about the allocation of funding.

## **8. Legal Implications**

- 8.1 There are no legal implications directly arising from this report.



## **9. Staffing Implications**

- 9.1 There are no staffing implications directly arising from this report.

## **10. External Consultees**

- 10.1 No specific consultation has occurred in relation to this report.

## **11. Recommendations**

- 11.1 That the Combined Authority provides comments and input to the development of principles for investment in Cultural Festivals.
- 11.2 That the Combined Authority indicatively approves up to £2.45 million in funding from the Single Investment Fund to Leeds (a range of £1.3m to £1.5m) and Kirklees (a range of £750,000 to £850,000) to support funding Leeds 2023 and Kirklees 2023 as outlined in this report. This will be subject to approval through the Combined Authority's Assurance Framework.
- 11.3 That the Combined Authority indicatively approves up to £250,000 funding from the Single Investment Fund to Bradford Literature Festival to support the festival in 2022. This will be subject to approval through the Combined Authority's Assurance Framework.
- 11.4 That given the Bradford Literature Festival in 2022 will take place before the next Combined Authority meeting, the Combined Authority delegates to the Finance, Resources and Corporate Committee the full approval for this scheme to pass through the assurance process, totalling no more than £250,000.

## **12. Appendices**

None