
Report to: Culture, Heritage and Sport Committee

Date: 26 January 2023

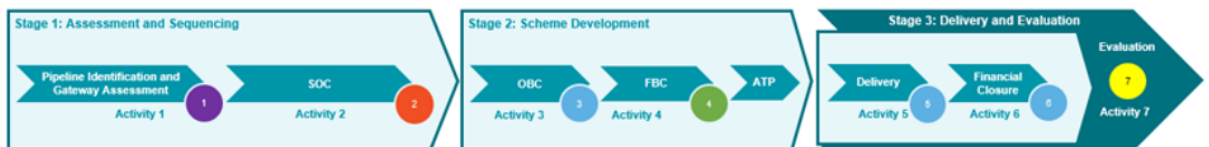
Subject: Project Approvals

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1 Purpose of this report

- 1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 6 – Culture, Creative Industries, Sport and Physical Activity, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority’s assurance process.



- 1.2 The Culture, Heritage and Sport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Culture, Heritage and Sport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.
- 1.3 The recommendations can be found in Section 12 of this report.

2 Report

- 2.1 This report presents proposals for the progression of schemes through the Combined Authority’s assurance process in line with the Combined Authority’s Assurance Framework. Further details on the schemes summarised below can be found as part of this report.
- 2.2 For more detail on the Combined Authority’s Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

3 Investment Priority 6 (IP6) – Culture, Creative Industries, Sport and Physical Activity

3.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.

3.2 Investment Priority 6 will deliver a range of programmes and schemes which focus on:

- Embedding culture within all place-based work and place planning
- Culture being recognised and developed for its role in supporting the visitor economy.
- Cultural and creative businesses and their supply chains are developed and supported to maximise their potential.
- More people being actively engaged in cultural activity.
- Increase in employment in culture, sport and arts roles
- Developing and promoting cultural activity that promotes clean growth and sustainability

3.3 The Culture, Heritage and Sport Framework will deliver Investment Priority 6 through:

Theme 1 People

- Culture, heritage and sport is threaded through the lives of people in West Yorkshire so that it is relevant, enjoyable and supports our sense of well-being. It is shaped, produced and participated in by all parts of our population.

Theme 2 Place

- We will invest in culture, heritage and sport activity and assets that tell the story of who we are.
- We will collaborate with anchor institutions, including universities and libraries, to increase cultural participation in our communities.

Theme 3 Skills

- We will invest in organisations and activities that offer training opportunities for staff, volunteers and participants.
- We will work with schools to promote possibilities and pathways for careers in the creative industries, heritage and sport sectors, and to recognise the value of transferable creative skills in the wider business sector.

Theme 4 Business

- Each major Year of Culture and/or City of Culture initiative grows audiences, creates jobs, and develops skills across the region, creating a sustainable cultural ecosystem.

Scheme summaries

<p>LEEDS 2023 – Women of the World, Women of West Yorkshire Leeds</p>	<p>Scheme description</p> <p>The Women of the World, Women of West Yorkshire scheme is a unique cultural project within the wider Leeds 2023 programme. The scheme aims to engage thousands of the region's women, girls, and non-binary participants to promote gender equality in the construction industry. Over 10 months the Leeds 2023 programme will deliver a series of workshops and activities enabling participants to co-design a programme of events to champion and inspire creativity and innovation in women and girls.</p> <p>The scheme will take place across a range of venues (including activities such as workshops, training and engagement activities) and will culminate in the barn raising and two weeks of curated cultural activities on Cinder Moor. The barn raising will take place over a 24hr period, involving 300 participants on shifts of 50 at a time.</p> <p>The scheme is to be delivered through the Gainshare fund.</p> <p>Impact</p> <p>The scheme aims to:</p> <ul style="list-style-type: none">• Create an inspiring symbol of the imagination, creativity and innovation of women and girls across West Yorkshire that invites everyone to celebrate and participate in the possibilities of a gender equal world.• Upskill thousands of girls and women, especially in construction.• Change perceptions in and remove barriers to key sectors including construction.• Co-design a world class, inspirational programme of work within West Yorkshire's girls and women, aiming to make genuine change for and with them in their region. <p>No benefit cost ratio (BCR) figure was calculated for this cultural project therefore value for money (VfM) has not been determined.</p> <p>Decision sought</p> <p>Approval to proceed through decision point 2 to 4 (business justification case) and work commences on activity 5 (delivery).</p> <p>Total value of the scheme - £1,500,000</p> <p>Total value of Combined Authority funding - £1,500,000</p> <p>Funding recommendation sought - £948,328</p> <p>A decision by the Culture, Heritage and Sport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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4 Information

- 4.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:
- The progression of a scheme through a decision point to the next activity.
 - Indicative or full approval to the total value of the scheme funding requested.
 - The Combined Authority's entry into a funding agreement with the scheme's promoter.
 - The assurance pathway and approval route for future decision points.
 - The scheme's approval tolerances.
- 4.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

- 4.3 There are no schemes to review at this stage.

Projects in Stage 2: Scheme development

Project Title	LEEDS 2023 – Women of the World, Women of West Yorkshire
Stage	2 (scheme development)
Decision Point	4 (full business case)

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

Background

- 4.4 As part of Leeds City Council’s bid to become a European Capital of Culture, Leeds Culture Trust was established as an independent delivery body for Leeds 2023. The Trust became a registered charity in 2019 and entered into a grant with Leeds City Council for over £12 million for development and delivery of the Leeds 2023 Programme.
- 4.5 Leeds 2023 differs to the usual ‘Year of Cultures’ that are seen across different cities. Leeds had been part of the bidding process to become a European Capital of Culture (ECoC). During 2017 Leeds Culture Trust was established as an independent delivery body for Leeds 2023. Following UK exclusion from the ECoC competition, the Trust became a registered charity in 2019 and entered into an over £10 million grant agreement (2019-2024) with Leeds City Council for development and delivery of LEEDS 2023 independently.
- 4.6 Leeds 2023 is a yearlong celebration of culture in the city that everybody can be a part of, promoted by Leeds City Council. It includes creative and cultural experiences to promote Leeds, celebrate the region locally, nationally, and internationally, and be a significant driver in recovery from the COVID-19 pandemic.
- 4.7 The WoW Barn is a major and nationally unique cultural project. The project is part of the wider Leeds 2023 programme and in July 2022 the Combined Authority agreed to fund £1,500,000 towards its delivery, including of all materials, staffing and building costs. The WoW Barn project aims to highlight the intrinsic value of women, girls, and non-binary citizens in today’s society and, as a focal point for this project, promote gender equality in the construction industry.

- 4.8 The WoW Barn will deliver a series of workshops and activities across a range of venues enabling participants to co-design a programme of extraordinary events (live events, workshops etc.) championing the creativity and innovation of women and girls.
- 4.9 The WoW Barn activity will culminate in the barn raising (over a 24-hour period) and 2 weeks of cultural activities on Cinder Moor. Delivery and preparation of the activities commenced in July 2022 with the barn raising set to take place in the last week in April 2023. Following this will be a major WOW - Women of the World Festival from the 12th – 28th May 2023 which has been designed via public consultation, to celebrate women, girls and non-binary people from across West Yorkshire. Discussions will be held on how the barriers they face can be overcome long term, all surrounded by music, dance, comedy and food by world class local artists.
- 4.10 The objectives of this scheme are:
- To create an inspiring symbol of the imagination, creativity and innovation of women and girls across West Yorkshire that invites everyone to celebrate and participate in the possibilities of a gender equal world.
 - To upskill thousands of girls and women, especially in construction.
 - To change perceptions in and remove barriers to key sectors including construction.
 - To co-design a world class, inspirational programme of work within West Yorkshire's girls and women, aiming to make genuine change for and with them in their region.
- 4.11 A summary of the scheme's business case summary is included in **Appendix 2**.

Tackling the Climate Emergency Implications

- 4.12 The scheme tackling climate emergency implications are:
- LEEDS 2023 operates a Sustainability Policy, which is in the process of being developed into a Sustainable Action Plan. The Director of Programmes for LEEDS 2023 is a Climate Commissioner for Leeds and sits on the steering group for Sustainable Arts in Leeds (SAIL). SAIL is a core delivery partner for the Sustainable Action Plan, and an officer from SAIL is co-located in the LEEDS 2023 office to monitor progress of the Sustainable Action Plan over the lifespan of LEEDS 2023 and to deliver carbon literacy training to all staff.
 - The main carbon impact of the project will be the moving of materials, travel of participants to the barn on Cinder Moor, energy use at the barn for the two-week programme and then the decommissioning and storage/transport of the barn itself.
 - The WoW scheme has been assessed as part of a feasibility process undertaken by LEEDS 2023, in partnership with external consultants and experts. This has included a Sustainability Assessment. This assessment

included key recommendations on Power, Materials, Equipment and infrastructure, Transport, Haulage, Waste, and Food that will be taken forward into the delivery of the project.

- 4.13 A draft initial Carbon Impact Assessment (CIA) was completed as part of this business justification report submission. The initial assessment covers the build of the Barn itself. Carbon generated by transportation of materials, operational carbon, audience carbon from transport or dismantling and / or storage of the Barn post-delivery need to be included in the CIA throughout delivery and post-project evaluation. A full carbon impact assessment will be undertaken by SAIL as part of the development of the project and monitored by the Sustainability Impact Officer on LEEDS 2023's staff team.

Outputs and Benefits

- 4.14 The scheme outputs and benefits include:

- 1,135 women and girls taking part in upskilling, training, and volunteering opportunities (including schools programme).
- 2,000 women leading businesses will take part in the marketplace.
- 8,000 women and girls will attend the programme and learn.
- 500 women and girls in physical activity/ sports (potential for partnership with Park Run or with Leeds Marathon which will take place over the same period, and which will pass Cinder Moor).

- 4.15 A value for money (VfM) assessment has not been undertaken for this scheme. The value for money of this scheme therefore cannot be determined. However, the scheme is expected to have a positive impact for Leeds and the wider City Region.

Inclusive Growth Implications

- 4.16 The scheme inclusive growth implications include:

- The scheme aims to provide young women and girls economic inclusion and confidence.
- Leeds Inclusive Growth Strategy is based on 12 ideas. One is 'Maximising the Benefits of Culture'. The strategy says it will achieve this by supporting the city's ambitions to deliver a Year of Culture in 2023.
- The scheme and subsequent festival places women as drivers of social and economic change by addressing their career, educational ambitions, leadership skills, entrepreneurship, safety, and mental wellbeing.

Equality and Diversity Implications

- 4.17 A Leeds City Council Equality Diversity Cohesion and Integration (EDCI) screening has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.

Risks

4.18 The scheme risks include:

- Cost increases (materials, skills, labour, operational, maintenance and then the dismantling, moving and storage of the Barn post-delivery etc.) renders the project undeliverable within the allocated budget or the delivery needs to be scaled back. A contingency allowance specifically to cover the likely higher inflation rate has been allocated within the budget and Leeds Culture Trust are taking responsibility for any cost overruns.
- Lack of permissions (statutory permission required e.g., building control sign off, Temporary Event Notice) resulting in the project not being deliverable at the intended scale. This has been mitigated by producing a project timeline with dependencies shown to ensure permissions are applied for with ample time for appeal processes if necessary. The project team has also commenced early engagement with the Local Authority and statutory bodies to plan timelines for submission of permissions. A Planning and Feasibility group meets monthly bringing together relevant services from the local authority with Leeds Culture Trust production staff. It is noted that Leeds Culture Trust have stated they will fulfil all three CDM (Construction and Design Management) roles and Leeds Culture Trust also holds the indemnity insurance for the scheme.
- Untrained participants building a large structure leading to structural collapse of the barn resulting in a major incident, serious injury, death, or major reputational damage for the organisation. This will be mitigated by bringing a Structural Engineer on-board to assess the barn plans and the structure will go through the building control process for approval. Training and supervision will be provided for the un-trained participants from suitably qualified persons. A construction phase plan will also be produced allowing additional time and resources to cater for the un-skilled workforce and robust monitoring and management practices will be put in place.
- Availability of competent and appropriately skilled workforce to build and staff the barn structure leading to the structure not being completed in time meaning cancelled performances. This will be mitigated by building good relationships with suppliers (including skilled workforce suppliers) and commencing early engagement across a range of potential workforce suppliers to take place, including sponsors, partners, etc.
- Lack of legacy of the scheme. The Artist has intellectual property rights for the barn so any re-use will require their agreement. Currently there is no agreement and discussions are ongoing. The funding agreement with Leeds City Council may need to include provision of clawback if there is no legacy.
- Public support for the scheme due to the current cost of living crisis and from local residents due disruption (additional noise, traffic etc.) and the works required to Cinder Moor. This is being mitigated by consulting with local ward members, who are supporting the scheme.

Costs

4.19 The scheme costs are:

- The total scheme costs are £1,500,000 The Combined Authority's contribution is £1,500,000 from the Gainshare fund - Investment Priority 6 - Culture, Creative Industries, Sport and Physical Activity.
- £551,672 has been previously approved to develop the business justification case. The Combined Authority will need to amend the funding agreement with Leeds City Council for expenditure of up to £1,500,00 from the Gainshare Fund.
- All liability for this scheme remains with Leeds 2023, including any costs and works needed for operational, maintenance and then the dismantling, moving and storage of the Barn post-delivery.
- The scheme is part of the wider LEEDS 2023 programme. The total (target) LEEDS 2023 programme budget is £21,000,000, with a cash contribution of £10,655,000 (gross) from Leeds City Council. The wider programme budget is not affected by this scheme.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2,3 and 4 (business justification)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Culture, Heritage and Sport Committee	26/01/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	31/05/2023

Other Key Timescales

Other key timescales are:

- Recruitment of all contractors and technical staff – 16/12/2022
- Project launch – 20/02/2023
- On site prep – 24/04/2023 – 28/04/2023
- Barn raising – 30/04/2023 – 01/05/2023
- WoW Festival – 12/05/2023 – 28/05/2023
- Deconstruction and site repair – 29/05/2023 – 02/06/2023

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within those outlined in this report.
Delivery (DP5) timescales remain within 3 months of those outlined in this report.
Legacy of the scheme to be agreed prior to project launch.
Outputs remain within -15% of those outlined in this report.

Appraisal Summary

- 4.20 The scheme has the opportunity to deliver a meaningful impact on encouraging girls, women and non-binary people into the construction sector by participating in art, culture, and community building activities and workshops with a large public spectacle at its heart, with the potential to inspire and engage with people from across the region. However, during the course of scheme development, the project scope and project definitions have been amended since the previous approval, and the focus of the scheme has widened for additional art, culture, theatre and sport elements. Therefore, at this stage it is not fully clear what the full scope of the scheme is. Therefore, it is not possible to confidently predict the reach, impact or value for money of the barn raising which presents risk, specifically in terms of outcomes and value for money. A clear objective of the scheme is for it to be co-designed and co-created by public consultation with women and girls from across the West Yorkshire region, which is ongoing.
- 4.21 There therefore remains an outstanding question as to whether this scheme addresses the market failure of a lack of women in the construction industry due to the limited skills and training the scheme will provide. From a value for money perspective the preferred option is not the best option. The 'Do Less' option (WoW on a reduced scale with no barn-raising event) would have provided some valuable events, workshops and opportunities for girls, women and non-binary participants to be introduced to the construction industry at existing venues, at approximately half the cost of the preferred option. However, it is accepted that the preferred option provides a "spectacle" that will maximise engagement.
- 4.22 There is concern with regards the costs of the WoW barn and the possibility of cost increases (materials, skills, labour, operational, maintenance and then the dismantling, moving and storage of the Barn post-delivery etc.) that may affect the deliverability of the scheme, although a contingency allowance has been allocated and Leeds Culture Trust are taking responsibility for any cost overruns.
- 4.23 Confirmation of the legacy of the scheme is still outstanding. It is understood that the Artist has intellectual property rights for the barn so any re-use will require their agreement. Currently there is no agreement and discussions are ongoing. The funding agreement with Leeds City Council may need to include provision of clawback if there is no legacy.

- 4.24 There are legal and health and safety construction elements to address. The scheme promoter has confirmed that they are ensuring compliance with all legislation and have sought guidance from experts on these aspects, but concern still exists as Leeds Culture Trust are taking on all 3 Construction (Design and Management) Regulations roles for this scheme.
- 4.25 Public support for the scheme due to the current cost of living crisis and from local residents' due disruption (additional noise, traffic etc.) and the works required to Cinder Moor is a concern, although the promoter has consulted with local ward members, who are supporting the scheme.
- 4.26 The draft carbon impact assessment for this scheme only refers to the build of the barn, not the transportation of materials, operational use or decommissioning/storage of the barn. There are therefore concerns to the sustainability of the scheme, particularly as the legacy has not been agreed.

Recommendations

- 4.27 The Culture, Sports and Heritage Committee approves that:
- (i) The LEEDS 2023: Women of the World, Women of West Yorkshire scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the total scheme value of £1,500,000 is given.
 - (iii) The Combined Authority enters into a funding agreement with Leeds City Council for the remaining expenditure of £948,328.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 3: Delivery and Evaluation

- 4.28 There are no schemes to review at this stage.

5 Tackling the Climate Emergency implications

- 5.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

6 Inclusive Growth implications

- 6.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

7 Equality and Diversity implications

- 7.1 Equality Impact Assessments (EQIA) have been undertaken on all projects included in this report as part of their business case development.

8 Financial implications

- 8.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

9 Legal implications

- 9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

10 Staffing implications

- 10.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are, or are in the process of, being identified and costed for within the scheme in this report.

11 External consultees

- 11.1 Where applicable scheme promoters have been consulted on the content of this report.

12 Recommendations (Summary)

LEEDS 2023 – Women of the World, Women of West Yorkshire

- 12.1 The Culture, Heritage and Sport Committee approves that:
- (i) The LEEDS 2023: Women of the World, Women of West Yorkshire scheme proceeds through decision point 2 to 4 (business justification) and work commences on activity 5 (delivery).
 - (ii) Approval to the total scheme value of £1,500,000 is given.
 - (iii) The Combined Authority enters into a funding agreement with Leeds City Council for the remaining expenditure of £948,328.
 - (iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

13 Background Documents

- 13.1 None as part of this report.

14 Appendices

Appendix 1 - Assurance Framework

Appendix 2 – LEEDS 2023 – Women of the World, Women of West Yorkshire – Business Case Summary