

## Cardiff Economy & Culture Scrutiny Committee - scrutiny into Culture in Cardiff Arts Council of Wales submission – 25<sup>th</sup> November, 2019

### 1. What is working well in terms of partnership working in Cardiff and what should be improved?

Contact with key officers is regular and positive. Cardiff City Council's Arts Manager is a trusted and knowledgeable colleague and partner and we work very well together. Officers' advocacy of key strategic projects like the Cardiff Music Strategy have been welcome initiatives and help to create the foundations for a thriving live music ecology in the city.

The arts and creative sectors in Cardiff are flourishing and vibrant with the success of high-profile organisations such as Wales Millennium Centre, Welsh National Opera, BBC National Orchestra of Wales attracting even more cultural activity into the city.

An excellent example of partnership working in Cardiff was the Cardiff Contemporary visual arts festival, led by Cardiff Council in partnership with visual arts organisations right across the city. Although the festival no longer takes place, the partnerships developed have created a template for Cardiff to deliver similar city-wide events in future. However, in order to fulfil these types of events and meaningful partnerships, sufficient resource is essential in order to deliver quality content. The proposed 'signature' music event in October 2020 has the potential to deliver a strong partnership, based on the Cardiff Contemporary model, working with a wide range of partners to create a significant music event, promoting existing music festivals and building on Cardiff's vision as a Music City.

As the UK Core Cities Network coordinator for the Cultural portfolio, Cardiff has been well-placed to lead on cultural initiatives and innovation which has benefited Wales. The creation of the Music Board, resulting from Sound Diplomacy's Music City report for Cardiff to be a Music City, is an excellent opportunity to build partnerships across the music sector in Cardiff, and work towards improving provisions and delivering a vibrant, supported music scene.

However, Cardiff needs to develop a more coherent approach to its cultural portfolio. Other cities, such as Leeds, Bristol and Liverpool, have culture departments with designated teams and sufficient resource to plan and deliver strong and cohesive cultural strategies and programmes of activity. Based on a similar process to the creation of the Music Board, Cardiff should move ahead with the development of a Cultural Compact, or Cultural Collective, made up of a wide range of organisations that deliver or benefit from cultural development in the city. Such a Compact has the potential to take ownership of cultural developments and assist with the formation of a strategic framework for the County Council.

Excellent HE institutions bring new talent into the city and ensure the sustainability of the sector.

The cultural sector would appreciate being more involved in the future planning for the city of Cardiff. There are concerns about the long-term sustainability of the arts sector and fears about the use of artists in gentrification processes leading to commercial profit with no re-investment. In order to contribute to the development of Cardiff as a 'liveable city', low cost creative work spaces and places to grow interest in, and audiences for work organically, are essential and these do not always emerge without support. Factoring them into development plans could be a step in the right direction. We believe the arts and creative sector can give Cardiff an edge and a character that will ensure its long-term viability as a leading UK city. It would be very good to have this recognised and nurtured.

## 2. Have your budgets and resources for Culture in Cardiff stayed the same, increased or decreased over the last five years? What has been the impact of this?

The pattern of Arts Council funding in Cardiff over the last five complete years is as follows:

	2014/15	2015/16	2016/17	2017/18	2018/19
Grant-in-aid	5,293,994	4,936,115	4,177,342	4,387,548	4,580,130
Lottery (capital)	13,336	3,774	102,106	194,892	32,732
Lottery (Project)	2,649,044	2,818,395	2,112,881	2,595,610	2,090,118
Creative Learning through the Arts		135,973	158,906	352,337	161,013
<b>Total</b>	<b>7,956,374</b>	<b>7,894,257</b>	<b>6,551,235</b>	<b>7,530,388</b>	<b>6,863,992</b>

The Grant-in-aid figures exclude the National Companies. The Cardiff based Arts Portfolio Wales National Companies received £14,285,882 in 2018/19.

BBC National Orchestra of Wales	£805,133
Literature Wales	£838,264
National Dance Company Wales	£834,186
National Theatre Wales	£1,606,405
Wales Millennium Centre	£3,837,917
Welsh National Opera	£4,533,977
Film Agency for Wales	£1,400,000
National Youth Arts Wales	£350,000.00

### Place-making and economic roles

#### 3. What are your views on the place-making role of Culture?

**Culture enriches lives and contributes to community well-being** – the Arts Council is committed to encouraging as many people as possible to enjoy and take part in high quality artistic activity. This has benefits at both an individual and a community level. And when communities come together to enjoy creative activity, it can have a transformational impact on communities themselves. Vibrant, creative and sustainable communities are about an engaged relationship with neighbourhood and place. They are about the everyday issues of community spirit, safety, health and education – the ties that arts and culture can foster in binding people and communities together

**There are well-documented benefits to people's health from taking part in the arts** – people feel better in a conducive environment enhanced by good design and art, as well as from active engagement in creative

Pursuits. These benefits relate mainly to emotional health and wellbeing: for example, through the power of music, literature and the visual arts to provide deep relaxation and emotional release, or the opportunities provided by the arts for self-expression and enjoyable social contact. Some arts and health initiatives derive their benefits partly from increased physical activity, for example in dance or choral singing. However, the main benefits in all arts and health initiatives are emotional health and wellbeing, relating to the development of self-expression and self-esteem, reduction of symptoms of anxiety and depression, and provision of opportunities for supportive social contact.

Despite the level of investment in the arts and creative industries in Cardiff, and the level of activity throughout the year, the tourism market does not appear to capitalise on the opportunities for promoting cultural tourism, particularly through Visit Cardiff. Sports is well covered with its own section, as well as sporting events under 'Activities'. But the arts are listed under 'Entertainment', rather than focussing more meaningfully on the wide range of arts and creative activities that take place in the city.

#### 4. What data would you cite re the economic impact of Culture in Cardiff on the local area, region and/or nation?

**There is no recent data** that can offer an authoritative analysis of the extent of the impact of arts, culture and creative industries in Cardiff. However, even single sector analyses point to a significant area of activity. For example, **the arts alone are big business for Cardiff. The economic contribution made by the arts to the city is very significant.** In funding terms alone the Arts Council of Wales invests around £6.9 million or £21.2 million (including the Nationals companies) a year into the city's economy.

The Arts Council supports a range of organisations from the very large (such as Wales Millennium Centre and Welsh National Opera) to smaller community-based organisations (such as Hijinx and Community Music Wales). The city's arts organisations are also themselves important drivers of economic activity. The basic annual turnover of Wales Millennium Centre is in excess of £20 million and Welsh National Opera is in the region of £20 million per annum.

Taking just the economic impact in 2018/19 of Cardiff-based 17 (or 25 including the Nationals) revenue funded arts organisations (members of the Arts Portfolio Wales) the results are as follows:

No. of organisations	Arts Council revenue funding	Total income	No-of employees
17	4,207,785	13,045,312	350
8 National Orgs	14,285,882	53,556,686	548

**The creative and cultural industries are a vital engine for Cardiff's economy** – they contribute directly in terms of jobs and the generation of wealth through the creation, distribution and retail of goods and services. A strong, creative and innovative city is also a productive city. Some parts of the cultural sector form significant tourism attractions, generating demand for transport, accommodation, catering and other tourism and business-related businesses

**Arts and culture also helps to showcase the best of Cardiff on the world stage** – high quality arts gets cities onto the international map, increasing their visibility, authority and reputation. Visibility and reputation matter. Successful businesses depend on a skilled workforce. But this skilled workforce can work anywhere. When business leaders are looking to grow or to relocate their businesses, quality of life issues will

rank high for them, their families and their workforce. These will be important issues for Cardiff to have at the forefront of its future economic planning

**The arts can be a powerful catalyst within successful regeneration** – the imaginative application of creativity and good design to our urban environment can transform the quality of our built environment and open spaces. Carefully conceived projects can also ensure that the regeneration dividend is more widely felt across different sections of the community. In the past, regeneration all too often confused doing things for people with doing things to people. Today, people increasingly want to share, to create, to contribute. We're being invited to think, plan and work with people rather than for them or on their behalf, because there is no greater force for social change than a community discovering what it cares about. We believe that the arts are ideally placed to encourage the vision, imagination and creativity that can contribute to successful regeneration projects. In direct and surprising ways the arts can help us to explore and articulate our common humanity, our place in the world. They can help us to express what's distinctive and singular, but also what unites and binds us together.

## 5. How should we ensure inclusivity and accessibility to Culture in Cardiff?

This is a key issue. Through the Council's direct promoted activities and free events it has the opportunity to reach a wide audience. However, such events are, by their very nature, one-off and occasional.

The most effective way of encouraging inclusivity and accessibility is by 'mandating' city artists and arts organisations to work to this agenda. Some organisations are doing excellent work – the Sherman Theatre and 'Sherman 5' and Chapter and the Somali community. However, without the ability to pull on the levers of change – ie: funding – the Council has little scope to directly affect outcomes.

We know that these are difficult times. But if we want Cardiff to be fair, prosperous and confident, improving the quality of life of its people in all of the city's communities, then we must make the choices, Cardiff Council included, that enable this to happen. The Arts support these goals. The arts illuminate and give life to the wide range of strategies that underpin public life. From arts and health to cultural tourism, public art to town centre re-generation, the arts bring meaning, authenticity and enjoyment to our everyday lives. They create and sustain jobs, enrich education services, bring people together, improve our quality of life.

## Good Practice examples

### 6. Which UK cities do you feel exemplify good practice re. Culture, and why?

The successful cities are places where cultures are made manifest – in the make-up of the people, in the look and fabric of the city, in its very feel as a place where people live, work and visit. Culture is there in the way that the city presents itself, in the quality of life it provides, and the extent to which it offers engaged, inclusive and democratic opportunities to its citizens. The city is the canvas on which lives are made, experienced and shared.

In many cases there has been an incentive or catalyst to development, such as City of Culture. Interestingly, a number of cities in the north of the UK have been especially effective in recognising the regeneration potential of culture. Examples would include Glasgow, Hull, Newcastle/Gateshead, and in particular Liverpool. In

Liverpool the city council has made a real commitment to the arts and has made the city one of the hottest weekend destinations in the UK.

As mentioned above in point 1, those cities with strong, successful cultural programmes, such as Leeds, Bristol, Manchester, have culture departments and clear cultural strategies for delivering a wide programme of work, with sufficient resource to underpin the activity.

### **7. Do you think there are any lessons we could learn from approaches taken in Europe and, if so, what are they?**

Supporting vibrant and sustainable cultural activity is fundamental to a strong city vision. The evidence from successful cities around the world is overwhelming – talent and investment are attracted to cities that offer a high quality of life as well as a high quality of job opportunity. That's why 'liveability' has to be at the centre of long-term strategy, for Cardiff and for the Cardiff City Region.

The nature of the conversation about culture in Cardiff has been changing for some years. Culture is no longer confined to the traditional debate about provision and services but has become more about how culture can affect change as part of the dynamic of a growing and ambitious city. Much will depend on how Cardiff can harness the opportunity of wider development initiatives. Cardiff will be transformed in the years ahead. With its prominence as Wales' capital city, new regeneration vehicles such as City Deal and the Capital City Region are re-defining how investment packages are assembled. A new planning framework is being built that will facilitate large-scale private sector investment in the city. But these developments cannot be justified solely on the basis of the physical infrastructure that they create. They need to be part of an holistic view of the way that a city lives and breathes and the well-being it creates. So how can this be achieved in ways that ensure that all citizens feel they have a stake in the liveable city? Culture holds a key – culture operating and recognised at all levels of city life, facilitated, mobilised, energised, supported, profiled, cherished, and fostered. Cities such as Berlin, Barcelona and Valencia understand this.

Also, smaller cities are embracing the importance of distinctiveness and sense of place as a means of attracting of visitors and residents. Lille has embraced the whole city cultural festival idea building on its European City of Culture in 2004 status. This year's El Dorado theme has seen a range of interventions across the city including light installations on one of the main city thoroughfares. Other smaller cities such as Gent have also embraced the artist live/work model well which, although not as obvious an approach as events and festivals, has led to a vibrancy that has led to attractiveness in and of itself.

## **Sustainable Way Forward**

### **8. How should we build on Cardiff's cultural offer?**

Cardiff Council faces budget pressures as substantial as they are well-documented. Faced with diminishing resources, the Council's approach has been to create and sustain a strategic context as much as it has been to run an arts team or an events programme or a concert venue. However, for such an approach to succeed the Council's key function will be to articulate and lead the City's cultural ambition and to provide a framework for collaboration and co-operation in which individuals, organisations and institutions can achieve outcomes collectively. Even under the current shroud of economic austerity, Cardiff Council still controls important cultural levers in terms of asset ownership (land and buildings) and statutory planning. So the challenge – at least in the short-term – will be to enable the creative use of public assets for social purposes in ways that don't drive up already hard-pressed revenue budgets.

## 9. What should we be prioritising for future growth and why?

See 10 below.

## 10. How can we best align resources and identify additional funding?

A £1.2 billion City Deal for the Cardiff Capital Region is expected to create 25,000 jobs and lever in a further £4 billion of private sector investment. City Deal will fund projects that boost the competitiveness of the region over the next 20 years, from the Metro integrated transport network to initiatives boosting innovation and research. Public funding will work alongside private investment to create a mixed-use environment balancing commercial development and housing with public spaces and cultural facilities.

It's a game-changing opportunity. It will see a new form of regional governance with collaboration between the local authority partners and close working with business, further and higher education and a range of public and private sector agencies. It is now working to create an environment that will encourage the innovation and economic development required for the region to flourish. Culture needs to find its place within this new planning context if the Cardiff Capital Region is able to sustain the scale, range and quality of cultural activity that its population will demand.

The prospect of further devolution to UK nations and regions provides the ideal context for the discussion of new financing arrangements. At the moment, Cardiff Council has limited tax-raising/tax-varying powers. The current devolution debate is largely focused around the relationship between Westminster and Welsh Government. However, the discussion will eventually extend – as it has in Scotland – to a conversation around national and local governmental responsibilities.

Using different approaches to taxation and financial incentives could open up new opportunities for areas previously funded on a discretionary basis. Many of these lie outside the competency of Cardiff Council and will be a matter for the Welsh and UK Governments. Nevertheless, this is something that should be talked about if only to assess whether there is any basis to lobby for change.

Possibilities include tax reliefs, tax breaks, tax incentives, Tax Increment Financing, use of Business Improvement Districts, pension fund investment in infrastructure, section 106 planning gain, community asset transfers, Funds from the proceeds of Crime, Aggregate Levy Fund Wales, Dormant Bank accounts etc.

Wales' ground-breaking legislation - the Wellbeing of Future Generations Act – makes it a legal requirement for all 44 public bodies affected by the Act to work towards the Cultural Goal – A Wales of thriving culture and Welsh language. This means that there are many opportunities to align objectives and use resources very efficiently that are not currently exploited to the full. It also encourages us all in the public sector to create a circular economy in support of opportunities and prosperity for the people of Wales and that includes the arts and creative sector.

## 11. Is there anything else that you would like to bring to our attention regarding Culture in Cardiff?

Culture defines who we are and how we live together as individuals and communities. Cardiff's ambition should be to give full rein to ambition and imagination throughout our city to the point where amongst all the UK nations, Cardiff stands tall and distinct – recognised not only for the wealth and breadth of the cultural assets available, and the prosperity they engender, but also for the influence they have on the personal and social development of everybody that lives or visits the city.