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## Report to Policy Committee

**Author/Lead Officer of Report:** Rebecca Maddox – Head of Business Development (Culture)

**Tel:** 07764 290497

**Report of:** Kate Martin, Executive Director, City Futures

**Report to:** Economic Development and Skills Committee

**Date of Decision:** 7<sup>th</sup> September 2022

**Subject:** **Developing a Strategic Approach to Culture in Sheffield**

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1217					
Has appropriate consultation taken place?	Yes	<input type="checkbox"/>	/	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	/	<input type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-					
<i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>					

Culture has moved organisationally within Sheffield City Council from leisure to Economic Development, opening up new opportunities to use culture to make Sheffield a great and inclusive place to work, study, invest, and live.

This report proposes some strategic actions which will strengthen the cultural leadership role of SCC and help the sector to develop.

**Recommendations:**

*The Economic Development and Skills Committee is recommended to:*

- *Formally adopt the Sheffield Culture Collective Strategy on behalf of Sheffield City Council as an interim, while SCC works with partners to develop a full city Culture Strategy.*
- *Note the submission of three Expressions of Interest to the Create Growth Fund; Cultural Development Fund 3; and Place Partnership Fund.*
- *Support in principle the creation of a Cultural Feasibility Fund through external funding sources such as SYMCA.*

**Background Papers:**

*(Insert details of any background papers used in the compilation of the report.)*

**Sheffield Culture Collective Strategy:**

[www.sheffield-culture-collective.co.uk](http://www.sheffield-culture-collective.co.uk)

<b>Lead Officer to complete:-</b>	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>(Insert name of officer consulted)</i> <b>Liz Gough</b>
	Legal: <i>(Insert name of officer consulted)</i> <b>Patrick Chisholm</b>
	Equalities & Consultation: <i>(Insert name of officer consulted)</i> <b>Annemarie Johnston</b>
	Climate: <i>(Insert name of officer consulted)</i> <b>Jessica Rick</b>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	<b>EMT member who approved submission:</b> <i>(Insert name of relevant Executive Director)</i> <b>Kate Martin</b>
3	<b>Committee Chair consulted:</b> <i>(Insert name of relevant Member)</i> <b>Cllr Martin Smith</b>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.

<b>Lead Officer Name:</b> Rebecca Maddox	<b>Job Title:</b> Head of Business Development (Culture)
<b>Date: 16/08/22</b>	

## 1. PROPOSAL

*(Explain the proposal, current position and need for change, including any evidence considered, and indicate whether this is something the Council is legally required to do, or whether it is something it is choosing to do)*

- 1.1 Culture has moved organisationally within SCC from leisure to Economic Development, opening up new opportunities to build on previous work and use culture to make Sheffield a great and inclusive place to work, study, invest, and live.
- 1.2 Sheffield receives far less Arts Council England (ACE) funding for culture compared with other Core Cities (£5 per head, compared with £15 - £67 per head). This reduces opportunity and stability for cultural activity, especially in underserved communities.
- 1.3 Sheffield City Council has limited funds of its own to invest in culture, but through leadership, championing and playing an accountable body role, can do more to enable a successful environment for cultural organisations and projects in the city. This report sets out three actions which will start to achieve this.
- 1.4 **Action 1: Adopt a clear strategy which can underpin funding applications in the sector.**

Sheffield has not had a Cultural Strategy for 10 years. During this time, the Sheffield Culture **Consortium**, a working group of cultural organisations supported by SCC, has applied for funding to support the sector, including for festivals development, a cultural information website ([www.ourfaveplaces.co.uk](http://www.ourfaveplaces.co.uk)) and a 3-year development programme for artists.

  - 1.4.1 In 2019, a new strategic cross-sector group with SCC senior officer and Member representation was set up following ACE's Cultural Cities Enquiry. The Sheffield Culture **Collective**, now chaired by Sir Bob Kerslake, launched its strategy in June 2021. The document was endorsed by Cllr Julie Grocutt but has not been formally adopted by SCC.
  - 1.4.2 Funders have told us that the lack of a current Culture Strategy, adopted formally by SCC appears as a lack of city direction and ambition, which undermines bids from the city. Last year's successful Levelling Up Fund bid for Castlegate, including for Harmony Works and S1 Artspace, were undoubtedly strengthened by these projects being included as priorities in the Culture Collective Strategy.
  - 1.4.3 We will also work with the Culture Collective, Culture Consortium, the MCA and the wider sector to continue to develop the strategic direction for culture for the City and wider region. This will include co-creation with the sector and Sheffield's diverse communities.

- 1.4.4 The Collective Strategy envisages a future where **every individual and every community in Sheffield thrives when culture and creativity is placed at the heart of the city's strategic development**. This chimes well with SCC's own ambitions, and is echoed in the recent Race Equality Commission Report recommendation 5: to 'Celebrate and engage the **whole city** by representing the city's culture and history'.
- 1.4.5 Specific outcomes and actions in the Collective Strategy are also in line with SCC priorities:

**Sheffield Culture Collective Strategy**

**Outcome 1:** Sheffield's national cultural funding is levelled up.

**Outcome 2:** Cultural infrastructure and Covid-19 recovery investment secured.

**Key 2021 - 23 actions**  
 To achieve our key outcomes, we need to make the case for culture, support cultural organisations, businesses and creatives, and help deliver cornerstone cultural capital projects:

**Action 1.** Develop a 'message house'\* for the role culture has/could have in the development of the city

**Action 2.** Create a transparent and robust mechanism to identify and support organisations to achieve or sustain National Portfolio Organisation [ACE core-funded] status in Sheffield

**Action 3.** Support specific short-term cultural capital projects: Tinsley Art Project, Park Hill Art Space, Harmony Works and the Graves Gallery and Central Library

**Action 4.** Develop a cultural capital project 'pipeline'

**Action 5.** Support freelancers, independents and grassroots cultural organisations to ensure investment in Covid-19 relief and recovery measures

\*A 'message house' is a format used in communications and marketing to generate messages that focus on the value proposition, core benefits and supporting points

- 1.4.6 It is proposed that SCC adopts the Sheffield Culture Collective Strategy to provide direction and clarity, as an interim before working with partners to create a city Culture Strategy, co-created with the sector and Sheffield's communities.
- 1.5 **Action 2: Engage with immediate external funding opportunities**
- 1.5.1 Three external funding opportunities to support the creative sector are

currently available, each of which involves SCC (or as a partner with South Yorkshire Combined Mayoral Authority) submitting an Expression of Interest which may result in an invitation to bid. At EOI stage, there is no commitment to proceed and hence no risk or financial ask to the organisation. Any approvals required for submission of a full bid will be referred back to the relevant committee. In each of these cases, an EOI is validated or strengthened if submitted by or with SCC.

- 1.5.2 *Create Growth* EOI for business support for creative and cultural industries – submitted for South Yorkshire by SYMCA, with SCC as a named partner.
- 1.5.3 *Cultural Development Fund Round 3* EOI, submitted by SCC for Castlegate Creative Renaissance – joint project with Harmony Works (city-wide music outreach, talent development, career pathways) and S1 Artspace (artist career development, community outreach, visitor attraction), mirroring the successful Levelling Up Fund bid. Request for £5m, if EOI successful an invitation to bid from 19<sup>th</sup> September.
- 1.5.4 *Place Partnerships* EOI, proposed EOI to be submitted September 2022, being developed by a consortium including Create Sheffield (Cultural Education Partnership); Harmony Works; Sheffield Culture Consortium; Sheffield Culture Collective. Focus on changing the lives of young people in underserved communities by giving opportunity, developing skills, and building a pipeline to creative careers. Request for £1m, if EOI successful an invitation to bid 6 weeks later.
- 1.5.5 The Committee is asked to note the submission of these three Expressions of Interest to the Create Growth Fund; Cultural Development Fund 3; and Place Partnership Fund.

## 1.6 **Action 3: Support the creation of a Cultural Feasibility Fund and project pipeline**

- 1.6.1 National funding streams are often announced with ferociously short timescales but with an expectation that projects are 'ready' for funding. In order for Sheffield to succeed in national funding rounds, we need to create a pipeline of activity, including for projects and activities in diverse Sheffield communities, which are strong and well-enough developed to be submitted.
- 1.6.2 It is proposed that a Cultural Feasibility Fund is created, to which projects can apply to work up capital and revenue project plans. External funding sources, such as through SYMCA, will be explored to support this fund.
- 1.6.3 There is a particular need to ensure that all communities in Sheffield have the opportunity to benefit from this fund, to work towards increasing the range and diversity of cultural projects in the city.
- 1.6.4 The Committee is asked to support the principle of a Cultural Feasibility

Fund, with resources to be found from external sources such as SYMCA.

## **2. HOW DOES THIS DECISION CONTRIBUTE ?**

*(Explain how this proposal will contribute to the ambitions within the Corporate Plan and what it will mean for people who live, work, learn in or visit the City. For example, does it increase or reduce inequalities and is the decision inclusive?; does it have an impact on climate change?; does it improve the customer experience?; is there an economic impact?)*

- 2.1 The actions within this proposal will start to move the dial on historic underfunding for culture in Sheffield. An enhanced and increasingly diverse cultural offer will support cohesion; develop skills; increase quality of life; further enhance the visitor economy; improve national visibility and reputation.

## **3. HAS THERE BEEN ANY CONSULTATION?**

*(Clearly indicate the degree and character of public engagement and participation which has been undertaken on the issue. Refer to the Consultation Principles and Involvement Guide. Indicate whether the Council is required to consult on the proposal, and provide details of any consultation activities undertaken and their outcomes.)*

- 3.1 While none of the elements within this report require statutory consultation, they are being proposed following discussion and development with a range of partners.
- 3.1.1 The Sheffield Culture Collective Strategy was created with input from 19 local organisations or individuals (p27). The adoption of the Strategy is intended as an interim, while we work with partners, the arts sector and communities to devise a city Culture Strategy through public engagement and co-creation.
- 3.1.2 The three funding Expressions of Interest are partnership submissions. Harmony Works and S1 Artspace have carried out considerable public consultation on their plans.
- 3.1.3 The idea of a Cultural Feasibility Fund is based on discussions with a range of cultural organisations; it chimes in with the Collective Strategy Action 4; and supports Action 28 of the Race Equality Commission Report: 'Any cultural .....investment through funding in the city to facilitate authentic cultural representation...'.
- 3.1.4 The proposed actions in this report have been discussed with the Sheffield Culture Consortium.

## **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

### **4.1 Equality Implications**

4.1.1 This proposal should have positive equalities impacts on the cultural sector in Sheffield, including currently under-served communities, by creating a stronger strategic context for funding bids; supporting projects which will improve access to culture for everyone, including those with under-represented characteristics; and improve access to feasibility funding to create a pipeline of projects to meet diverse community need.

### **4.2 Financial and Commercial Implications**

4.2.1 The adoption of the Sheffield Culture Collective Strategy as an interim is likely to have positive financial implications, as it increases the likelihood of successful external funding bids.

4.2.2 The proposed Cultural Feasibility Fund will be funded through external funding, such as from SYMCA.

### **4.3 Legal Implications**

4.3.1 The implementation of the strategy by the Council will involve reliance on specific statutory powers.

4.3.2 Section 145, Local Government Act 1972 permits the Council to arrange or contribute towards the expenses of anything necessary or expedient for any of the following:- (a) the provision of an entertainment of any nature or of facilities for dancing; (b) the provision of a theatre, concert hall, dance hall or other premises suitable for the giving of entertainments or the holding of dances; (c) the maintenance of a band or orchestra; (d) the development and improvement of the knowledge, understanding and practice of the arts and the crafts which serve the arts; (e) any purpose incidental to the matters aforesaid, including the provision of refreshments or programmes and the advertising of any entertainment given or dance or exhibition of arts or crafts held by them. Section 145 would therefore underpin the Culture Collective Strategy.

4.3.3 If Sheffield is invited to submit full bids to the Cultural Development Fund 3 and Place Partnership Fund, approval of SCC being the Accountable Body will sit with Strategy & Resources Committee or Finance Sub-Committee.

4.3.4 The establishment of a Cultural Feasibility Fund and the eligibility criteria for it would be an officer decision, if no more than £100k or from an external fund for this specific purpose; or if over £100k it will be a

decision of Strategy & Resources Committee.

#### 4.4 Climate Implications

##### 4.4.1 Sheffield has adopted a Net Zero 2030 City target.

While the focus of the proposed actions in this report are on cultural development, they will indirectly support Sheffield's work on climate change and reaching Net Zero.

The Sheffield Culture Collective Strategy – which it is proposed to adopt as an interim - acknowledges that:

*We want stakeholders to see how culture links social, economic and **environmental priorities** and delivers outcomes for people's life chances, for communities to thrive, for places to flourish, and for businesses to recover and grow (p15)*

*Now is the time to be ambitious, brave, inclusive and decisive, and work together collaboratively to achieve more for more people and for the **city's sustainable development** (p17)*

As we move forward with our strategic planning for the sector, any updated city Culture Strategy, will be more explicitly acknowledge climate change as a key challenge for the city, and build in additional measures which will help attain Net Zero 2030.

The Culture Collective Strategy and two of the proposed funding bids in this report support the reuse of historic buildings for cultural purposes, a less carbon-intensive approach to development.

The proposed Feasibility Fund can be designed to promote sustainable project proposals which contribute to Net Zero 2030.

#### 4.4 Other Implications

*(Refer to the decision making guidance and provide details of all relevant implications, e.g. human resources, property, public health).*

##### 4.4.1 By providing the context for a better-supported cultural sector in Sheffield – including for diverse communities – positive impacts in economic vibrancy, wellbeing, cohesion and city reputation are expected.

## 5. **ALTERNATIVE OPTIONS CONSIDERED**

*(Outline any alternative options which were considered but rejected in the course of developing the proposal.)*

### 5.1 **Do nothing**

By undertaking none of the proposed actions, the cultural sector in Sheffield will continue to experience under-investment from external funders and SCC will suffer ongoing reputational damage in its cultural leadership.

## 5.2 **Develop an SCC Cultural Strategy without adopting the Culture Collective Strategy as an interim**

It will take a number of months to craft an effective city Cultural Strategy. If we waited for the creation of a new document without having an adopted strategy document, this would continue to undermine external funding bids and reduce clarity and profile for culture.

The Sheffield Culture Collective Strategy was developed for a particular purpose with 19 local organisations and individuals, and does not include all the elements (e.g Net Zero) or methodology (co-creation) which would feature in a city Culture Strategy.

However, the general approach and priorities of the Collective Strategy are in line with Council policy, and provide a valuable immediate strategic hook for strengthening the cultural landscape in the city.

## 6. **REASONS FOR RECOMMENDATIONS**

*(Explain why this is the preferred option and outline the intended outcomes.)*

### 6.1 Three strategic actions are proposed in this report:

**Action 1: Adopt a clear strategy which can underpin funding applications in the sector.**

**Action 2: Engage with immediate external funding opportunities**

**Action 3: Support the creation of a Cultural Feasibility Fund and project pipeline**

### 6.2 These actions will help to create a context where the cultural sector can develop further and SCC can show cultural leadership.

- The adoption of an interim Strategy will give clarity and confidence to funders
- SCC's clear support with external funding bids will improve the likelihood of success
- A Cultural Feasibility Fund will start to create a cultural project pipeline, and will begin to address inequalities in provision and access to resources.