

## Report of the Strategic Director of Place to the meeting of Executive to be held on 7<sup>th</sup> June 2022

---

**E**

**Subject:** How do we maximise the legacy of UK City of Culture bid?

### **Summary statement:**

The bid for UK City of Culture has galvanised the city, generated unprecedented positive media coverage with an editorial value of £1,497,820 of positive media coverage and has already laid several strong foundations for the development of culture and the creative industries. In 2019 a strategic investment of £1,435,000 was committed, this investment has generated a return of £5,231,928. This report looks at how the district can maximise momentum, address gaps in place and investment marketing and continue the commitment to culture & creative industries as driver to support our ambitions for clean growth, making the Bradford district a stronger palace to invest, promote and live. This report also requires a decision on the strategic development of a Place Marketing and Investment Partnership for Bradford. (See Appendix 1)

It looks at how can we optimise the momentum and legacy of bidding to the greatest advantage for Bradford district.

In summary it addresses:

- The requirement to commit to a legacy plan post 2025.
- Proposals for a Place and Investment Marketing Partnership to support all aspects of promoting the district as a place to live, work, learn, visit and invest.

Please note this paper was drafted before the final decision on which city would be City of Culture 2025

### **EQUALITY & DIVERSITY:**

The UK City of Culture bid has diversity and inclusion at its heart. It has been the result of extensive consultation with communities across the district. It seeks to address step changes in tackling inequality of access to culture and employment in the creative industries. It builds on the ambitions and targets of the 10-year cultural strategy 'Culture is our plan'

Research shows that one of Bradford's strengths is its diversity but that this could be better reflected in place and investment marketing and in the potential diversity of visitor profiles in the district. The proposal will have a direct and indirect impact on developing skills and jobs in the district.

---

Phil Barker  
Assistant Director Sport & Culture

Report Contact: Nicola Greenan  
Phone: (01274) 431301  
E-mail: [nicola.greenan@bradford.gov.uk](mailto:nicola.greenan@bradford.gov.uk)

**Portfolio:**

**Healthy People and Places**

**Overview & Scrutiny Area:**

**Regeneration and Environment**

## 1. SUMMARY

We have been shortlisted to be UK City of Culture 2025. DCMS will ask what our legacy investment plan is and what our plans are should we be unsuccessful. They will also test the city's capacity for place marketing and its plans to grow the creative industries. This paper seeks to set out a strategy with analysis of the cost and benefits of continued investment – regardless of the city of culture result.

## 2. BACKGROUND

Council confirmed unanimous support for the bid and the inclusion of direct investment in the City of Culture 2025 within the revenue and capital budget, with a revenue budget of £8 million over 4 years and a capital budget of £2 million. It has also approved the 10-year strategy which sets the strategic framework and ambitions through to 2031 with clear targets to deliver on clean and inclusive growth.

Since 2019 the district's strategic investment in culture-led regeneration has already proven its economic, social and media profile impact. Investment of £1,435,000 was approved in September 2019 for a range of cultural measures across the District with match-funding for bids for Creative People and Places, The Bradford Producing Hub, and for South Square in Thornton. All three bids were successful and have leveraged £3,767,400 of new national investment into Bradford District.

Within this strategic investment package, £575,000 was approved to underwrite the costs of a bid development programme for UK City of Culture 2025. During 2020 and 2021, a further £1,157,128 was levered in for economic and cultural recovery via funds from WYCA, National Lottery Heritage Fund and has attracted Channel 4 to set up The Unit a new UK flagship project for C4 for content makers. This brings the total value of return on the council's strategic investment to £5,231,928 since 2019.

In addition, the city of culture bid has generated unprecedented positive media coverage with 469 editorial pieces since 2019 generating an editorial value of £1,497,820 and a reach of more than 712 million views. Recent examples include a 12-minute promotional feature on BBC Radio 4 Front Row featuring a diverse range of voices from across the district.

Appendix 1 to this report also addresses the strategic development of a Place Marketing and Investment Partnership for Bradford. It follows work looking at Bradford's promotional capacity in the context of the UK City of Culture bid, the DCMS de Bois review of destination marketing agencies and the need for the city to strengthen and join up its collective work in place, investment and destination marketing.

Whether we secure the title or not our achievements so far are formidable:

- Over £5 million new revenue secured in the past 3 years
- Bradford Council investment through its new grants to build a more sustainable, independent cultural sector
- A body of research and new research baselines for Bradford
- A 10-year cultural strategy Culture is our Plan recognised as a national model of good practice by Arts Council England

- Visitor profile work leading to plans for a new place and investment partnership to promote Bradford
- Bradford securing £2 million for Creative People and Places and £1 million for Bradford Producing Hub – one of only 2 in the UK
- A series of iconic projects – from Make Film that supported a new wave of talent that has gone on to be showcased at major film festivals around the world, Our Street Gallery reaching BBC 1 Breakfast show, Bradford Unlocked which had over 50K audience reaching 24 wards and brought 25k people back into the city centre over 2 night have a positive impact on retail and hospitality
- £1,497,820 million media coverage to date
- New media partnerships with Channel 4 Telegraph and Argus and Yorkshire Post
- New levels of collaboration between University of Bradford and the Council
- Bradford positioned to contribute to a series of cultural years in Yorkshire in collaboration with the Mayor
- Over 25 businesses on board with bid backing culture
- Capital plans including Odeon, Kala Sangam, Keighley Creative, National Science and Media Museum expansion
- A new Screen Strategy
- Plans to maximise our UNESCO status

## Legacy

Culture is our Plan and the City of Culture bid map out the long term benefits of continuing investment in the legacy of winning – principally into the growth of the ‘Bradford model’ an independent cultural sector as an engine for job creation, opportunity and clean growth through creative and cultural industries and the visitor economy. It is a requirement of the DCMS process that Cities plan for legacy.

Research underpinning the bid shows that the impacts of winning and legacy investment are significant for the district:

	Legacy impacts by 2030
New Jobs created	6,868
Total visitors to district	16,325,641
Visitors spend	£689m
Total jobs in CCI and VA sector	43,239
Total GVA	£2.44bn
Additional GVA	£365m
<b>Return on CBMDC Investment</b>	<b>£26 to £1</b>

This full legacy will be achieved through targeted additional legacy investment in the delivery of the ambitions of Culture is our Plan:

**Create an exceptional year-round programme of festivals and events** - to sustain an increased range of festivals and events for local people and cultural tourists building an international profile as a producer and export of work and talent

**Children and young people** - Investment in the nationally significant Digital Creative Project in partnership with Born in Bradford and Arts Council England to deliver a project working directly with 30,000 young people across the district to upskill their

creative digital skills

**Place Marketing – to resource a place and investment marketing partnership**

realigning council and external partner investment in stronger promotion of the district as a place to live, work, learn and visit

**Investment in Sector support agencies** - Bradford Culture Company, UNESCO City of Film, Cultural Voice Forum, Bradford Producing Hub, Bradford Cultural Education Partnership to create an agile and highly energised creative sector of micro business and creative and digital SMEs

**Community ownership** - To sustain the delivery of the Leap through to its full ten-years of potential Arts Council investment and to match Heritage Lottery investment into community-led grassroots heritage projects

**Direct Independent Sector support** - Revenue and Project grants £516,000 growing by 10% following 2025 to sustain growth in the independent cultural sector and leverage increased national funds into the district

**Cultural capital projects and public realm improvements** - Funding to support feasibility studies across the district enabling viable projects to be ‘shovel-ready’ to access national funds including UK shared prosperity fund and match funding for other major funds i.e. Arts Council England & National Lottery Heritage Fund

**CBMDC Culture team** - Our legacy will be delivered by our sector but there will be need for increased resource in the council team to coordinate activity, raise funds and provide support to a rapidly growing sector

Current CBMDC investment in culture is £1,327,000 per annum, additional proposed investment to maximise the legacy of 2025 is summarised as follows:

	Additional legacy investment required
2025/26	£1,423,886.8
2026/27	£1,423,886.8
2027/28	£1,423,886.8
2028/29	£1,423,886.8
2029/30	£1,423,886.8
<b>Total</b>	<b>£7,119,434</b>

This investment is in addition to the £10m allocated from council reserves to specific delivery of the year of culture. This total investment will deliver the full range of legacy benefits and return on investment identified above. We will be looking at a package of funds that will make up this further investment, not just council funding. Other sources of funding could include the likes of WYCA, UK Shared Prosperity Fund, Arts Council England, Historic England, DCMS & National Lottery Heritage Fund.

**Comparison**

Coventry UK City of Culture 2021 has just confirmed its legacy investment as being £5m with an emphasis on green futures. Coventry is approximately half the size of Bradford District. <https://coventry2021.co.uk/news/coventry-looks-towards-a->

The creation of a dynamic Place & Investment marketing capacity is a pre-requisite of legacy and should be progressed regardless of City of Culture outcome. This partnership will realign many of the Council's own service areas in an independent partnership which will play a crucial role in maximising tourism and inward investment benefits. Now that Welcome to Yorkshire is disbanding, Bradford urgently needs to have a destination marketing capacity that would qualify as a fundable DMO (Destination marketing organisation).

Capital funds allocated to the delivery of 2025 can be re-designated to support a series of projects to realise a range of viable projects and to leverage national funds with the CBMDC Culture team coordinating activity, raising funds and providing support to a rapidly growing sector. Detailed budgets have been prepared and will be reviewed annually.

### **3. OTHER CONSIDERATIONS**

The council has already strengthened its culture and events team. In the event of winning the council will need to have a dedicated liaison with the City of Culture company and a strategic city readiness team drawn from across the Place directorate and other departments.

The workforce implications of the Place Marketing and Investment strategy are dealt with in Appendix 1.

### **4. FINANCIAL & RESOURCE APPRAISAL**

Council approved the earmarking of £8m of reserves and £2m capital to be allocated should the City of Culture 2025 bid be successful. These funds have been earmarked and remain earmarked for City of Culture purposes.

The report highlights the significant leverage investment in City of Culture has delivered within those Cities previously being awarded City of Culture status and already being evidenced in Bradford through the bid development process to date.

The report recommends

- 1) should the bid be successful a further investment of £7.119m would maximise the legacy of City of Culture from 2025 - 2030

If recommendations are approved, it is proposed consideration of this funding this will be included in budget considerations for 2023/24. By then the Council will have a better insight as to what external funding might be available for the legacy funding which will more accurately then inform planning for the Medium Term Financial Plan. This can then be considered as part of the 2023/24 budget proposals to the Executive and Full Council.

## **5. RISK MANAGEMENT AND GOVERNANCE ISSUES**

No risks arising now.

## **6. LEGAL APPRAISAL**

There are no substantive legal issues arising from this report.

## **7. OTHER IMPLICATIONS**

### **7.1 SUSTAINABILITY IMPLICATIONS**

The District Plan, fundamentally supported by Culture is Our Plan, sets out the strategic partnership ambition for sustainable development, endorsing the Sustainable Development Goals and the ambitions to secure wellbeing, resilience and sustainable prosperity for residents, communities and organisations. It sets a medium to long-term agenda to 2025 and towards 2040 to enable and accelerate the transition to a more sustainable future. Members (October 2021) passed a resolution taking forward the District as the UK's leading clean growth city district. This is a fundamental approach to creating a sustainable and inclusive economy that works for everyone.

The transitioning, investment and practical delivery of more sustainable ways of living, working and doing business lies at the heart of reshaping the district for 2030 and beyond. These ambitions and benefits hold true in success and fail scenarios with the necessity and opportunities for creating a more viable, resilient and prosperous district being politically and organisationally mandated. The Cultural Strategy underpinning and unleashing the creative potential of people, places and communities lies at the heart of the district's long-term success for the benefit of present and future generations.

### **7.2 GREENHOUSE GAS EMISSIONS IMPACTS**

Depending on the legacy options that arise through this decision making, more detailed climate and environment appraisal may be required to ensure that investment choices actively reduce adverse emissions, pollution and environmental damage and where ever possible cultural investment acts in proactively and responsibly as key contributors to district stewardship, health, wellbeing and ecological quality. Through Culture is our Plan and the initiatives it supports the Council will be able to demonstrate and track impact using greenhouse gas emissions where possible as one key metric of performance.

### **7.3 COMMUNITY SAFETY IMPLICATIONS**

A significant growth in the cultural sector will attract much increased numbers of visitors, particularly in our urban centres - often during the darker evening hours. Partnership work to assess the actual safety and also the 'feeling' of safety in key locations in our urban centres and other key cultural sites to identify areas that may

present a greater risk. The programme should work alongside the Community Safety Partnership to assess the risk of certain crime types such as acquisitive crimes, particularly in locations which may evolve with cultural development.

A full range of measures to improve safety should be considered – whether this be physical measures such as lighting or cutting back vegetation, greater enforcement measures or ‘re-claiming’ sites with ‘Environmental Visual Audits’, for example, making areas less attractive to criminals.

Partnership work with the Bradford City Centre Community Safety Partnership and Bradford BID to support the application for ‘Purple Flag’ status to make the City Centre a more attractive place for visitors will help achieve a greater recognition and increased confidence in Bradford as a safe place to be.

#### **7.4 HUMAN RIGHTS ACT**

There are no Human Rights Implications.

#### **7.5 TRADE UNION**

Trade Union consultation on workforce implications arising from the outcome of the City of Culture bid will progress in accordance with the Council Industrial Relations Framework and Managing Workforce Change Procedure.

#### **7.6 WARD IMPLICATIONS**

The Bid and cultural plans ambitions to engage every ward hold true in both Plan B and Legacy scenarios.

#### **7.7 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)**

N/A

#### **7.8 IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE**

There are no known corporate parenting implications arising from this report.

#### **7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

If we win City of Culture 2025 this will not affect the current and compliant processes in place to ensure privacy of personal data in accordance with the legislation in place.

### **8. NOT FOR PUBLICATION DOCUMENTS**

Appendix 1 - Proposal for Bradford Place Marketing and Investment Partnership

### **9. OPTIONS**

**Legacy**

1. Commit to full investment in legacy to 2030 through delivery of culture is our plan. Strengthens our bid in eyes of DCMS and provides biggest social and economic and cultural benefits to the district.
2. Make no investment in legacy to 2030. Fail to capitalise on the momentum of designation and see short term gains fall away and put long term change at risk.
3. Make partial investment in legacy to 2030

## **10. RECOMMENDATIONS**

1. Executive recognises the importance of securing and maximising the legacy of bidding UK City of Culture irrespective of the outcome of the bid and sees the cultural, economic and social benefits to be gained by 2030 in both scenarios.
2. In the event of winning, the executive considers further full legacy investment for district of £7,119,434 will be required to realise levelling up gains of a successful bid.
3. That the Strategic Director of Regeneration explores further funding opportunities from external agencies and partners alongside the council's own funding.
4. Additional investment is proposed to be identified within 2023/24 budget proposals and Medium Term Financial Planning considerations and reported to the Executive as part of future budget consultation exercises.
5. Support recommendations to invest in a Place and Investment Marketing Partnership at £309,000 a year for staff costs, and hosting costs, with additional marketing, PR and campaigns resourced at £275,000 through realignment of some existing budgets and securing funding from other partners which is included in the above commitment of £7,119,434 million

## **11. APPENDICES**

Appendix 1 – Proposal for Bradford Place Marketing and Investment Partnership

## **12. BACKGROUND DOCUMENTS**

- Culture is our Plan – the cultural strategy for Bradford District 2021 – 2031
- DCMS de Bois review of destination marketing agencies:  
<https://www.gov.uk/government/publications/independent-review-of-destination-management-organisations-dmos>