

North Tyneside Council Report to Cabinet 11 December 2017

ITEM 5(a)

Title: Cultural Development
Plan. An Overview, Scrutiny
and Policy Development
Committee Sub Group Report

Portfolio(s): Leisure, Culture and
Tourism

Cabinet Member(s): Cllr Eddie Darke

Report from: Overview, Scrutiny and Policy Development Committee

Wards affected: All

PART 1

1.1 Purpose:

The purpose of this report is to present the recommendations of the Culture and Leisure Sub-Committee's review, on behalf of the Overview, Scrutiny and Policy Development Committee, on delivering an effective cultural offer in the Borough.

The recommendations are set out in paragraph 1.5.7 below.

In accordance with Section 21(b) of the Local Government Act 2000, Cabinet is required to provide a response to the recommendations of the Overview, Scrutiny and Policy Development Committee within two months. In providing this response Cabinet is asked to state whether or not it accepts each recommendation and the reasons for this decision. Cabinet must also indicate what action, if any, it proposes to take.

1.2 Recommendation:

It is recommended that Cabinet consider and formulate a response to the recommendations presented to it as a result of the Overview, Scrutiny and Policy Development Committee review, on delivering an effective cultural offer in the Borough.

1.3 Forward plan:

The report was included in the forward plan for the period 28 November 2017 – 31 March 2018 under the matters arising from Overview, Scrutiny and Policy Development Committee and its sub committees heading.

1.4 Council plan and policy framework:

The report supported the Our People theme in Our North Tyneside Plan, in particular "Be listened to by services that respond better and faster to their needs; Our Places will: work with residents, communities and businesses to regenerate the borough.

1.5 Information:

- 1.5.1 At its meeting in June 2016, Culture and Leisure Sub-Committee received a report on a proposed work programme for 2016/17. At this meeting it was decided that a sub-group would be established to carry out a review on proposals for a Cultural Development Plan.

The main objective of the review was on 'How can the Authority deliver an effective cultural offer in a shrinking financial environment?'

- 1.5.2 The following Members of Culture and Leisure Sub-Committee volunteered to serve on the cultural development plan sub-group:

Councillor S Day (Chair)
Councillor D Drummond
Councillor D McMeekan
Councillor N Craven

- 1.5.3 At its meeting in June 2017, Culture and Leisure Sub-Committee decided that the sub-group should continue its evidence gathering to include the summer activities / events programme 2017 and following analysis of this, contribute ideas that can be taken into account during the budget and financial planning framework discussions for 2018-19.

- 1.5.4 The sub-group had several meetings at which Members considered the cultural offer in the Borough and received presentations from officers about their service areas. This enabled the group to gain a greater insight into:

- how the cultural services we deliver as an Authority work;
- how the funding is structured;
- the partnerships required to deliver much of the cultural programme; and
- some of the challenges of sustaining the offer in a shrinking financial environment.

- 1.5.5 The sub-group found that to consider the entire cultural offer was too broad a canvass therefore, Members decided to focus on the events programme in particular. Even taking this specific area presented a number of challenges in relation to the range of events delivered. From Mouth of the Tyne Festival at one end, to support for smaller community based events at the other, however, it did give the group the opportunity to make some comparisons with neighbouring authorities namely - South Tyneside and Sunderland, based on the available information and to get some sense of the impact of the Authority's investment in this area.

- 1.5.6 After some discussion, it became clear that North Tyneside Council delivers a competitive programme with considerably less investment than its immediate neighbours and continues to attract a healthy number of visitors. The Borough has over 5 million day visitors and over half a million overnight visitors. This is a considerable contribution to the local economy and the events programme is a core element of the Authority's Tourism Strategy, agreed by Cabinet in 2014.

In order to meet this commitment the group felt that consolidating the existing support for the events programme would be essential. In recent years the programme has been sustained by temporary funding from the Service Improvement Fund. Even this has not brought the Authority up to the level of its neighbours.

The recommendations of the report reflect the feeling of the group that, in spite of the wider financial pressures upon the Authority, the investment in events does bring wider returns for the local economy and our communities.

1.5.7 Following discussions with officers of the Council, and Members attending a number of activities / events during the summer 2017, the sub-group made the following three recommendations:

1. Cabinet considers the consolidation of the circa £100k currently provided through the Service Improvement Fund as part of the core events budget in order to sustain events delivery and support tourism into North Tyneside.
2. Cabinet ask officers in the Cultural Services Team to undertake in North Tyneside a survey of the arts and tourism sectors in order to gain more detailed information on ways in which added value can be increased and support can be more targeted.
3. Cabinet ask the Overview, Scrutiny and Policy Development Committee's culture and leisure sub-committee to analyse the outcomes of the industry surveys alongside a range of market intelligence gathered throughout the year including events and visitor surveys, the findings of which would generate future recommendations for action.

1.5.8 The full report which outlines the key findings, conclusions and recommendations of the review is attached at Appendix 1.

1.5.9 The Overview, Scrutiny and Policy Development Committee received the report on 4 December 2017 and approved the recommendations for submission to Cabinet.

1.6 Decision options:

The following decision options are available for consideration by Cabinet:

Option 1

Cabinet may accept the recommendation set out in paragraph 1.2 above.

Option 2

Cabinet may not accept the recommendation set out in paragraph 1.2 above and provides a response to the Overview, Scrutiny and Policy Development Committee at the meeting.

Option 1 is the recommended option.

1.7 Reasons for recommended option:

Option 1 is recommended by Overview, Scrutiny and Policy Development Committee.

This option will meet the statutory duty of Cabinet to respond to the Overview, Scrutiny and Policy Development Committee recommendations within 2 months of receiving them.

In providing its response Cabinet is asked to provide reasons for any recommendations which are not approved. The Overview, Scrutiny and Policy Development Committee feel that accepting the recommendations set out in the report will help the Authority to maintain its competitive event programme in the Borough.

1.8 Appendices:

Appendix 1: Overview, Scrutiny and Policy Development Report: Delivering an effective cultural offer in the Borough.

1.9 Contact officers:

Steve Bishop, Senior Manager, Cultural Services Tel: (0191) 6437410
Yvonne Harrison, Democratic Services Officer Tel: (0191) 6435320
Alison Campbell, Senior Business Partner (Finance) Tel: (0191) 6437038

1.10 Background information:

The following background papers have been used in the compilation of this report and are available at the office of the author.

- North Tyneside Council's Constitution (web link attached below).
<http://my.northtyneside.gov.uk/category/304/council-constitution>
- Minutes of the Culture and Leisure Sub-Committee meetings held on 28 June 2016, 27 June 2017 and 28 November 2017.
- Background information used in the compilation of the review on the cultural development plan can be found in section 4 of the sub-group report.

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

The financial implications associated with each recommendation will be included in Cabinet's response to the Sub-Group's report.

2.2 Legal

The legal implications associated with each recommendation will be included in Cabinet's response to the Sub Group's report.

2.3 Consultation/community engagement

The sub-group which undertook this work on behalf of the Overview, Scrutiny and Policy Development Committee, met with officers from the Cultural Services Teams and visited a number of summer activities / events in the Borough during 2017.

2.4 Human rights

There are no direct issues relating to human rights arising from this report.

2.5 Equalities and diversity

There are no direct issues relating to equalities and diversity arising from this report.

2.6 Risk management

There are no direct issues relating to risk arising from this report.

2.7 Crime and disorder

There are no direct issues relating to crime and disorder arising from this report.

2.8 Environment and sustainability

There are no direct issues relating to environment and sustainability arising from this report.

PART 3

The following officers and Members have been sent a copy of the report for their information:

- Deputy Chief Executive
- Mayor/Cabinet Member
- Chief Finance Officer
- Monitoring Officer
- Head of Corporate Strategy

Meeting: Overview, Scrutiny and Policy Development Committee

Date: 4 December 2017

Title: Report of the Cultural Development Plan Sub Group

Author: Yvonne Harrison, Democratic Services Officer **Tel:** 0191 643 5320

Service: Law and Governance

Wards affected: All

1. Purpose of Report

To consider a report produced by the Cultural Development Plan Sub Group on the review of delivering an effective cultural offer.

2. Recommendations

The Overview, Scrutiny and Policy Development Committee is recommended to approve the report and its recommendations for submission to Cabinet on 11 December 2017.

3. Details

- 3.1 As part of the Culture and Leisure Sub-Committee work programme 2016/17, Members agreed to carry out a review on delivering an effective cultural offer in the Borough. The main objective was to examine 'how can the Council deliver an effective cultural offer in a shrinking financial environment?'
- 3.2 Given the breadth of the activities which make up the cultural offer, during the review Members of the sub group agreed to focus upon the impact of culture:-
- a) As it relates to the Summer events programme;
 - b) How this programme attracts visitors to the Borough as part of the tourism strategy;
 - c) How the programme supports the local tourism economy;
 - d) How the programme engages residents; and
 - e) How the impact of the programme compares with neighbouring North East coastal authorities in South Tyneside and Sunderland.
- 3.3 Members of the sub group held a series of evidence gathering meetings and received presentations from officers of the Council about their service areas between October 2016 and November 2017. To allow for visits to major events over a key period during the summer 2017, the Culture and Leisure Sub Committee agreed for the review to be carried forward in to the 2017/18 work programme.

The main findings, conclusions and recommendations of the review can be found in Sections 2, 3 and 4 of the full report attached at Appendix 1.

- 3.4 The report was considered by the Culture and Leisure Sub-committee at its meeting on 28 November 2017, when it was agreed that the report would be forwarded to the Overview, Scrutiny and Policy Development Committee for referral to Cabinet.

4. Appendices (if any)

Appendix 1 – Report of the Cultural Development Plan Sub Group.

Meeting: Culture and Leisure Sub-Committee

Date: 28 November 2017

Title: Delivering an effective cultural offer

Author: Cultural Development Plan Sub Group Tel: 0191 643 7410

Service: Environment, Housing and Leisure

Wards affected: All

1 Purpose of Report

To present Culture and Leisure Sub-Committee with findings relating to the scrutiny of events spend and delivery in North Tyneside, South Tyneside and Sunderland Councils.

2 Recommendations

- a) In order to sustain events delivery and support tourism into North Tyneside the circa £100k currently provided through the Service Improvement Fund should be consolidated as part of the core events budget;
- b) In North Tyneside a survey of the arts and tourism sectors should be undertaken in order to gain more detailed information on ways in which added value can be increased and support can be more targeted.
- c) The Sub Group to analyse the outcomes of the industry surveys alongside a range of market intelligence gathered throughout the year including events and visitor surveys. The findings will generate future recommendations for action.

3 Details

At its meeting on 24th January 2017 the Cultural Development Plan Sub Group agreed to investigate the following question:-

“How can the Council deliver an effective cultural offer in a shrinking financial environment?”

Given the breadth of the activities which make up the cultural offer, it was agreed that the Sub Group would focus upon the impact of culture:-

- f) As it relates to the Summer events programme;
- g) How this programme attracts visitors to the Borough as part of the tourism strategy;
- h) How the programme supports the local tourism economy;
- i) How the programme engages residents; and
- j) How the impact of the programme compares with neighbouring North East coastal authorities in South Tyneside and Sunderland.

It is agreed that the programme would aim to assess:-

- a) The strategic approach of each of the three Councils;
- b) The implementation of each Summer events programme;
- c) The financial expectations relating to income and expenditure in each area;
- d) The response of business and residents in each area; and
- e) The impact upon the tourism economy in each area.

In focusing upon the Summer programme the study would allow the Sub Group time to contribute towards the budget and financial planning framework discussions for 2018/19.

4 Information

Inevitably, given the ongoing changes in local authority structures and service configurations, comparisons of spend are not straightforward. While it has not been possible to gain detailed information relating to all aspects of the study brief outlined on 24th January 2017, the report does provide some basis for comparison across the three authorities, based upon the delivery of key events over the summer period.

Taking each aspect of the brief in turn.

a) The strategic approach of each of the three Councils

Each Council has an overarching Council Plan which contains objectives to support the local economy, attract visitors to the area and engage with residents. In each area events are seen as a key tool to meet these objectives. In North Tyneside the second aim of *Visit North Tyneside*, the Council's tourism strategy 2014-21 pledges to

Develop and deliver a high quality engaging year round events programme.

The details of activities are to be found on the www.visitnorthtyneside.com website as well as in a range of social media and print publications.

In South Tyneside there is no evidence of a written strategy but the range of events and activities on offer is available at www.visitsouthtyneside.co.uk

In Sunderland there is a different approach with events being integrated into the wider strategy for the City, *The Sunderland Strategy 2008 - 2025*, of which Culture is one of the cross cutting themes. In this regard there is a pledge that:-

The Sunderland Partnership is committed to ensuring that culture is developed to bring economic benefit to the city, help people develop new skills and support the provision of jobs as well as creating a lively economy.

Information on the events on offer is available at <http://www.seeitdoitsunderland.co.uk/>

b) The implementation of each Summer events programme

Each Council organises a number of events across the summer, which constitute their core offer for residents and visitors. These will vary to some extent from one year to the next but the programme for 2017 gives a sense of the style and approach across the three Councils.

Key events across the three Council areas for 2017 were as follows:-

North Tyneside

- Tynemouth Food Festival, Tynemouth Priory & Castle – 13th & 14th May
- Big Local Carnival, Spanish City Plaza – 26th & 2th May
- Whitley Bay Proper Food & Drink Festival, Spanish City Plaza – 17th & 18th June
- Wallsend Festival, Wallsend town centre and parks – 1st & 2nd July
- Mouth of the Tyne Festival, Tynemouth Priory & Front Street – 5th-9th July
- Summer Festival 22nd July – 3rd September
- Whitley Bay Sandcastle Competition, Whitley Bay beach – 23rd July
- Whitley Bay Classic Car Show, The Links – 17th September

South Tyneside

- Proper Food & Drink Festival, Bents Park – 27th-29th May
- Jarrow Festival, various locations in Jarrow – 27th & 28th May; 4th June
- Whitburn Festival, various locations in Whitburn - 10th, 21st, 23rd-25th June
- Summer Parade, Town Hall to sea front/Bents park – 1st July
- Proms in the Park, South Marine Park – 2nd July
- KT Tunstall, Bents Park, 9th July
- Busted, Bents Park – 16th July
- Louisa Johnson, Jedward & 5 After Midnight (all X Factor), Bents Park – 23rd July
- Sister Sledge, Bents Park – 30th July
- Great North Run, finishes on seafront – 10th September

Sunderland

- Seaburn Classic Car Show, Seaburn Recreation Park – 11th June
- Active Sunderland Big Bike Race, starts & finishes at St Peter's, 11th June
- Sunderland International Air Show, Roker & Seaburn sea fronts – 21st-23rd July
- Festival of Fun, Sunderland Museum & Winter Gardens – 22nd July-3rd August
- Craft & Food Fayre, Sunderland Museum & Winter Gardens – 19th August

c) The financial expectations relating to income and expenditure in each area

This is perhaps the most difficult area for comparison. Some events are direct Council spend, others are delivered in partnership at no direct cost to the Council. The structure of each local authority is such that events spend can be part of a leisure and tourism portfolio, a public health agenda or as a key regeneration outcome. In reality it is usual that all of these objectives are essential, in whichever service area events delivery is located.

Based upon controllable spend for each Council relating to events delivery, the three areas breakdown as follows:-

North Tyneside

Events Unit	103,818
Mouth of the Tyne Festival	17,001
Heritage Events	5,696
Tynemouth Station	18,053
Total	144, 568

South Tyneside

Magic Festival	4,500
Summer Festival	25,320
Special Events	55,800
Winter Wonderland	48,000
Events General	147,430
Total	281,050

Sunderland

Events	1,076,437
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The core budget for events shows a clear differentiation across the three authorities. In North Tyneside the core budget was supplemented in 2017 by £101k from the Service Improvement Fund, in order to assist in the delivery of Mouth of the Tyne Festival and the Summer and Winter festival programmes. However, even with this additional support, funding remained significantly lower than in the other two Councils in the comparison.

Some added value is gained in North Tyneside through the use of the arts budget to support key activities in the Borough, in order to increase their leverage to access other funding sources. The Whitley Bay Film Festival, the Iron Age literary festivals and a range of theatre productions, including those to commemorate WW1, have benefitted from relatively small financial contributions from the Council, which have helped lever in resources from Arts Council England, Heritage Lottery Fund and others.

A wide range of literary events and activities delivered through the library service, including high profile author events in 2017 with David Walliams and Julian Clary, are also delivered outside of the core events budget programme.

Cross promotion of events and activities with key partners such as Tyne and Wear Archives and Museums (TWAM) and SMG Europe, who run Playhouse, Whitley Bay, adds to the sense that North Tyneside 'punches above its weight' in relation to its arts and events programme.

While it is not possible to make direct financial comparisons it is fair to assume that some of the above factors will also apply in Sunderland and South Tyneside.

d) The response of business and residents in each area

In 2016 Norma Wilburn Associates carried out a survey of visitors to the coast on behalf of North Tyneside Council. The only comparative with South Tyneside and Sunderland is a survey of visitors to the Durham Heritage Coast.

It is difficult to extract a range of meaningful comparisons between the two. The North Tyneside visitor survey is carried out during the summer and is specifically targeting people outside the borough. The Durham Heritage Coast survey was conducted in the winter and is targeted at all visitors.

There were 425 surveys carried out in North Tyneside with 633 respondents to the Durham Heritage Coast survey, with 204 completed in South Tyneside and 217 in Sunderland (the remaining 212 in Durham).

Both South Tyneside and Sunderland carry out visitor surveys at the seafront, which ask profile information, spend details and also satisfaction levels. Both contracted NGI to carry out the survey and provide a report. Some other destinations did the same so there was some saving for fieldwork costs.

The nature of the surveys means that there is no consistency across the majority of questions asked and, where there are common questions, the answers are hard to compare e.g. the use of different age ranges.

Specific work carried out in North Tyneside, around the 10k Road Race and Mouth of the Tyne Festival for example, show high levels of positive public response. In relation to the Mouth of the Tyne Festival in particular, survey outcomes suggest a significant boon for the local business economy due to the increased footfall over the period of the festival.

e) The impact upon the tourism economy in each area

The industry standard for the tourism sector is the Scarborough Tourism Economic Assessment Model (STEAM), which is used to calculate the impact and benefits of tourism across a local authority area. While the model has its critics, it is nevertheless the one which local authorities in the North East use and the one which provides some trend data for the sector.

The most recent data available for the region for the three local authorities is as follows:-

STEAM 2015 comparison

	North Tyneside	South Tyneside	Sunderland
Day visitors (000's)	5,027 (-6%)	5,575 (+3%)	7,298 (-4%)
Overnight visitors (000's)	508 (0)	388 (+3%)	704 (+2%)
Overnight visits by nights (000's)	1,218 (+1%)	956 (+3%)	1,653 (+4%)
Direct expenditure (£)	203.48 (-4%)	205.96 (+3%)	287.07 (-1%)
Overall expenditure (£)	271.54 (-4%)	275.56 (+3%)	383.09 (-1%)
Employment	3,598 (-5%)	3,559 (+2%)	4,949 (-3%)

The recently published STEAM 2016 figures for North Tyneside show:-

- 5.7 million people visited North Tyneside in 2016. This was up by 3% on 2015.
- The number of day's visitors spent in the destination also rose by 3% to 6.44 million visitor days.
- Visitor expenditure in North Tyneside now stands at £212 million, up by 3% on the previous year.
- The number of people directly employed in tourism in North Tyneside in 2016 stood at 2,893 up by 2% on 2015.

When indirect employment in the supply chain is taken into account, total employment stands at 3,668 again up by 2%.

- The number of overnight visitors to North Tyneside now stands at 506,000, with these visitors spending 1.23 million nights (+1%) in the destination.
- Overnight visitors had an economic contribution of £85.2 million, up by 2% on 2015.
- Day visitor levels have also risen by 3.6% to 5.2 million, with expenditure levels rising by the same rate to £198 million.

- The Food and Drink sector still accounts for 29% of all expenditure and 31% of employment in the tourism sector.
- 81% of all visits to North Tyneside are day visits, with these visitors accounting for 70% of expenditure.
- The economic impact of tourism to the local economy is estimated at £283m

The most recent data for the Mouth of the Tyne Festival (2017) suggests that spend in the local economy, over the weekend of the festival is somewhere between £1.5m – £2m. This is a huge benefit to local business, as well as significantly raising the profile of the Borough as a destination.

5 Conclusions

The difference between the approach of the three local authorities to events delivery makes some areas of direct comparison difficult. However, it is possible to draw some conclusions in order to support the recommendations based on the deliberations of the Sub Group as follows:-

- a) Trend data assessed through the STEAM model does not indicate significant differences in visitor levels in spite of differences in events spend;
- b) Across all three local authorities it is clear that events and the wider tourism offer are a significant part of the local economy and should be given greater priority in the deliberations of the North East LEP and in relation to North of Tyne devolution.