

Date: 25 October 2019

Subject: GMCA Culture Funding 2020 onwards

Report of: Cllr David Greenhalgh, Portfolio Lead Leader for Culture and Alison McKenzie-Folan, Portfolio Lead Chief Executive for Culture

PURPOSE OF REPORT

This report summarises progress of the first year of the GM Cultural Portfolio and outlines a proposed revised approach to GMCA investment in culture, to support delivery of the Greater Manchester Culture Strategy: Grown in Greater Manchester, Known Across the World, from April 2020 onwards.

RECOMMENDATIONS:

GMCA is asked to:

1. Note progress to date within the GM Cultural Portfolio, in particular the increase of 39% in engagement with GMCA funded cultural organisations as a result of a new investment approach agreed by GMCA for 2018-2020.
2. Agree the proposed revised approach to GMCA investment in culture from April 2020 onwards, namely:
 - continuation of GMCA investment in cultural organisations and activity across GM;
 - that criteria for cultural organisations bidding for GMCA Culture Fund remain the same as 2018-2020 programme (set out in paragraph 3.3);
 - top-slicing into a separate budget, and at current percentage, non-cultural activity funding currently funded via the GM Cultural and Social Impact Fund;
 - Ring-fence up to £270,000 of the GM Cultural Fund per annum to GM Culture Strategy priorities where they cannot be delivered by a single organisation, but will work with multiple cultural organisations and partners to increase cultural activity and resident engagement.

- Agree that, in line with current practice, the portfolio and programme management costs should be found from within the GMCA Cultural Fund budget.
- That the GMCA Culture Fund programme should be in place for two years (2020/21-2021/2022)
- That, in reaching final recommendations about the portfolio of grants to award, a flexible approach will be needed to consider the issues of balance (across art form, geography and sustainability of the whole GM cultural eco-system) and overall resources available. As part of this process GMCA is minded to consider limiting the amount of funding any single cultural organisation can receive to no more than 15% of the Greater Manchester Cultural Fund subject to understanding the impact on the viability of any organisation affected.

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1 BACKGROUND

- 1.1 In 2016, GMCA established a new Culture, Arts and Leisure Portfolio, recognising the importance of culture to the economic growth, social well-being and attractiveness of Greater Manchester.
- 1.2 The GMCA Culture and Social Impact Fund (CSIF) was launched in 2017 and began funding from April 2018, building on the success of AGMA's Section 48 scheme. The new portfolio saw GMCA investment of £7m over two years go to 28 organisations, 11 of which had not received GM Culture Funding previously.
- 1.3 GMCA agreed the requirement for a Greater Manchester Cultural Strategy, to identify and articulate priority activity and to inform future investment. The Greater Manchester Culture Strategy was agreed by GMCA in March 2018.
- 1.4 The first year of the strategy (2019-2020) is being delivered by GMCA's Culture and Social Impact portfolio and using investment from Arts Council England and National Heritage Lottery Great Place project funding and leveraged match funding for Great Place. This paper proposes an updated investment approach to support Cultural Strategy delivery between April 2020 and March 2022.

2. CURRENT INVESTMENT

- 2.1 The portfolio now includes 28 organisations, 11 of which have not received GM Cultural Funding previously, saw increased levels of investment in Rochdale (Cartwheel Arts) and Salford (Art with Heart), and was able to fund for the first time an organisation based in Wigan (Wigan STEAM). The new portfolio also includes investment in visual arts for the first time (Centre for Chinese Contemporary Arts) and allows GM to support young contemporary popular and jazz musicians for the first time through investment in Brighter Sounds, as well as increasing our support for cultural festivals. GMCA investment in activity delivered by Manchester Jewish Museum for the first time not only supports the only museum of Jewish history outside of London, but also supports a bespoke programme of engagement with BME communities across Greater Manchester. The portfolio also sees a more balanced spread of investment across art-form delivery as well as increasing the delivery of culture to those from protected characteristic groups across GM.
- 2.2 Analysis of the first year's performance of the GM Culture and Social Impact recipients shows that GMCA investment supported 4.6m cultural engagements in the first 12 months; a 39% percentage point increase on the final year of the AGMA Section 48 grant programme which it replaced. 59% of these were with GM residents and 41% were visitors to our city region. This indicates that diversifying the portfolio to support more organisations resulted in increased engagement.

- 2.3 Quality of engagement has remained high and is well distributed throughout Greater Manchester. A draft full annual review, which will be shared with local and national stakeholders, is provided as Appendix A.
- 2.4 The GM Cultural Portfolio has also benefited from Great Place project funding (as agreed by GMCA in January 2019), which has allowed the Portfolio to embed and grow the role and impact of culture in GM communities and wider public sector institutions. Great Place has levered in financial support in a variety of strategic projects that cannot be delivered by a single organisation and require a strategic, rather than delivery focus, and in projects that deliver activity not already supported through the Culture and Social Impact Fund. These include:
- a research partnership with MMU to identify excellence and further develop world-leading practice in Arts and Health;
 - development of an online portal to signpost residents to cultural opportunities across GM;
 - a partnership with the i-THRIVE programme to embed arts practice into childrens' and adolescent mental health services;
 - collaboration with the Health and Social Care Partnership and Action Together Tameside to embed the cultural sector into a GM social prescribing offer;
 - activity with TfGM including support for Our Pass and roll out of a programme that uses yellow school buses to create access to cultural opportunities for GM school children;
 - consolidation of GM as a world leader in Ageing Well through partnership with the GM Ageing Hub and including the roll out of ageing and culture activity across GM;
 - establishing a national centre for Ageing and the Imagination in GM;
 - a major GM-wide commission commemorating Peterloo; and
 - a partnership with GM Libraries to establish libraries as autism friendly cultural hubs, including a programme of staff training and the development of a new, autism friendly cultural activity, contributing to the delivery of the GM Autism Strategy.
- 2.5 Other activity in development or being delivered to support the GM Culture Strategy, includes the Greater Manchester Music Review, support for Greater Manchester's Night Time Economy Adviser, a music and technology festival - Distractions, Greater Manchester Town of Culture, research looking at culture-led regeneration in Greater Manchester and a culture campaign being delivered by Marketing Manchester.
- 2.6 The current programme of Culture and Social Impact funding will end in April 2020. Great Place funding finishes at the same time. GMCA needs to explore how best to support and invest in culture from April 2020 onwards, to secure the implementation of the GM Culture Strategy. This is against the backdrop of securing the legacy of the Great Place project and more recent changes including the Independent Prosperity Review and the development of the Local Industrial Strategy, which highlights the creative industries as a key growth sector

for Greater Manchester. Since GM established a culture portfolio in 2016, we have moved from a direct funding relationship through Section 48, to a mix of direct funding, strategic co-investment direct commissioning and co-development. Tables 1.1 and 1.2 show the growth and diversification in GM's approach to investment and support for culture and demonstrates the range of partners the GMCA Culture team collaborate with on a regular basis.

Table 1 – 2015/18 AGMA Section 48 Investment (AGMA funded £3.3m p.a.)

<i>Strategies</i>			
Greater Manchester Strategy			
<i>Direct Investment</i>			
Contact Theatre	Dance Manchester	GM Arts	GMCVO
Greater Sport	Halle	Home	M6 Theatre
Madlab	Manchester Camerata	Manchester International Festival	Bolton Octagon
Oldham Coliseum	PANDA	Peoples' History Museum	Proud Trust
Quays Culture (The Lowry)	Royal Exchange Theatre	Water Adventure Centre	

Table 2: 2018/19 GMCA Culture Portfolio

<i>Greater Manchester Strategies</i>				
GMS	Culture Strategy	Local Industrial Strategy	Spatial Framework	Digital Strategy
Internationalisation Strategy	Ageing Strategy	Population Health Plan	Reform White Paper	Autism Strategy
<i>Greater Manchester Partners</i>				
GM LEP	GM Growth Hub	Health & Social Care Partnership	Marketing Manchester	TfGM
Bridge GM	NTE Advisor	Ambition for Ageing	GM Libraries	GM Archives
GM Ageing Hub	MIDAS			
<i>National Partners</i>				
DCMS	Arts Council England	National Heritage Lottery Fund	Historic England	Creative and Cultural Skills
UK Music	I-Thrive	Big Lottery		
<i>Delivery Partners</i>				
University of Manchester	MMU	Centre for Arts, Health and Social Change	Curious Minds	Manchester Museum
Live Well Make Art	Action Together Tameside	Belle Vue Productions	Sound City	Manchester International Festival
FutureEverything	Rose Marley Management	GM Arts	Company Chameleon	Manchester Histories
Modern Designers	Liverpool City Region CA	Salford CVS	Bolton at Home	Trafford Housing Trust
UMNHSFT	Creative Tourist	Micra	Queen Mary University, London	
<i>Direct Investment</i>				
Art with Heart	Brighter Sounds	Cartwheel Arts	CCCA	Contact Theatre
Dance Manchester	Gaydio	GM Arts	GMCVO	Greater Sport
Halle	Home	Madlab	Manchester Camerata	Manchester Histories Festival
MIF	Manchester Jazz Festival	Manchester Jewish Museum	Music Action International	Bolton Octagon

Oldham Coliseum	People's History Museum	Royal Exchange	The Lowry	The Proud Trust
Water Adventure Centre	Wigan Steam			
<i>Strategic Projects</i>				
Town of Culture	Distractions	Our Pass	Yellow School Buses	GM Music Review
Deeds not Words	Peterloo	Culture Champions	Relative Values	People's Palace Projects
Artivists	Historic Environment TP	Museum, Arts and Culture Festival	Marketing Manchester Culture Campaign	Enterprise Advisors
Meet Your Future	RLWC Festival of Festivals			

3. INVESTMENT APRIL 2020 ONWARDS

- 3.1 Cultural investment proposals below are driven by the evidenced success in increasing engagement in culture as a result of the decision made by Leaders in 2017/8 to increase and diversify the number and range of cultural organisations benefiting from GM cultural investment.
- 3.2 As demonstrated in Tables 1 and 2, the reach and influence of the GM Portfolio has increased significantly, with a range of recently-established partnerships and projects developed, both as part of the Great Place project, and as strategic interventions that deliver GMS and Mayoral priorities. Examples include the digital and creative festival Distractions, Town of Culture, yellow school buses taking schoolchildren to cultural activity and significant activity around Arts and Health and Ageing. These projects cannot be delivered by a single organisation. Below is set out how, without an additional financial ask, the GM Culture portfolio can continue to support cultural organisations directly, as well as resourcing strategically important partnerships and projects that benefit the widest possible group of residents, businesses and places across Greater Manchester.
- 3.3 In 2017, GMCA agreed a set of criteria to assess bids for the GM Culture and Social Impact Fund 2018-2020. As Table 3 below shows the criteria used in 2018-2020, align well with the majority of GM Culture Strategy outcomes, therefore it is proposed that the criteria for Culture Fund investment remains the same.

Table 3: GM Culture Fund Criteria alignment with the 11 GM Culture Strategy Outcomes	
GM Culture Fund Criteria 1 - Contribute to the recognition of Greater Manchester locally, nationally and internationally to attract new investment, new visitors and new talent to Greater Manchester	
Culture Strategy Outcome 5	Increased international recognition of Greater Manchester as a cultural destination, evaluated in partnership with Visit Manchester
Culture Strategy Outcome 11	Improved communication of Greater Manchester's culture and heritage offer that reflects the diversity of our people and places, evaluated through press coverage and resident surveys
GM Culture Fund Criteria 2 - Make a positive contribution to improving skills and employability of residents in Greater Manchester, including support for the creative education, expression and ambition of young people across Greater Manchester	

Culture Strategy Outcome 1	Increased engagement with culture to 70%, as demonstrated by the Active Lives Survey
Culture Strategy Outcome 7	Increased the uptake of cultural subjects at GCSE, A-Level and in cultural and creative apprenticeships and degrees.
Culture Strategy Outcome 10	Developed our reputation as an international leader in arts, heritage, health, wellbeing and ageing, evaluated through number of academic studies, conferences and international collaborations.
GM Culture Fund Criteria 3 - Play a strong role in developing strong and inclusive communities and an improved quality of life for residents, particularly those residents at risk of disengagement or social isolation	
Culture Strategy Outcome 1	Increased engagement with culture to 70%, as demonstrated by the Active Lives Survey.
Culture Strategy Outcome 2	Achieved parity in engagement across all our boroughs, as demonstrated by the Active Lives Survey.
Culture Strategy Outcome 3	Achieved parity in engagement levels from protected characteristic groups, as demonstrated by the Active Lives Survey.
Culture Strategy Outcome 8	Developed a cultural output more reflective of Greater Manchester's people, places and history, evaluated through press coverage.
Culture Strategy Outcome 11	Improved communication of Greater Manchester's culture and heritage offer that reflects the diversity of our people and places, evaluated through press coverage and resident surveys
GM Culture Fund Criteria 4 - Be able to evidence how the project will make a positive contribution to improving residents' health and well-being and meeting our equality duties.	
Culture Strategy Outcome 10	Developed our reputation as an international leader in arts, heritage, health, wellbeing and ageing, evaluated through number of academic studies, conferences and international collaborations.
GM Culture Strategy Outcomes to be delivered outside of GM Culture Fund	
Outcome 4 - Increased the number of people working in the Creative Industries in Greater Manchester as demonstrated by UK Labour Market statistics.	
Outcome 6 - Increased the number of creative businesses in Greater Manchester, as demonstrated by the UK Business Survey.	
Outcome 9 - Increased our international reputation as international leader in co-commissioning and creation and people understand how to access opportunities.	

Social Impact organisations

- 3.4 The GM Cultural and Social Impact Fund investment 2018-2020 reflected the legacy of the AGMA Section 48 funding it replaced, by supporting non-cultural activity and included investment in GMCVO, Greater Sport, the Water Adventure Centre and the Proud Trust at a cost of £460,024 p.a., or 13.1% of the current £3.5m annual budget.
- 3.5 In order to move on from Section 48 and provide clarity on GMCA funding for Culture, it is proposed that for 2020-2022, the same percentage of financial support (13.1%) is top-sliced from the GM Culture Fund to support non-cultural activity. The delivery of GM's VCSE Accord and delivery of strategic support for sport across GM and LGBTQ activity across Greater Manchester.

Growing the portfolio of cultural fund beneficiaries

- 3.6 A Greater Manchester Culture Fund, which provides direct investment to cultural organisations, is still the most appropriate way to support culture across Greater Manchester.
- 3.7 The evidence of increased engagement by growing the number of cultural organisations is set out above, however this does not provide an indication of the quality and value for money of each engagement. It is proposed that applicants will be able to set out a more sophisticated composite measure of value for money covering quality, depth and breadth of engagement as part of the application process.
- 3.8 In reaching final recommendations about the portfolio of grants to award, a flexible approach will be needed to consider the issues of balance (across art form, geography and sustainability of the whole GM cultural eco-system) and overall resources available. As part of this process, it is recommended that GMCA is minded to consider limiting the amount of funding any single cultural organisation can receive to no more than 15% of the Greater Manchester Cultural Fund subject to understanding the impact on the viability of any organisation affected.

Strategic co-investment

- 3.9 Over the past two years, as resource and activity to support the GM Cultural Portfolio has increased, so too have significant opportunities to grow, support and sustain culture in GM. This includes the activity undertaken by the Great Place project, which is working with and across the public sector to embed the essential role of culture in meeting a broad range of Greater Manchester priorities.
- 3.10 The demonstrated track record of Great Place in securing national and local partnership funding represents an opportunity to grow the strategic impact of the Greater Manchester Culture Strategy, whilst not increasing the financial ask to GMCA. The current model of the GM Cultural Fund does not allow for seed-funding, match funding or partnership-building activity to increase GM cultural activity and resident engagement that goes beyond what a single Cultural Fund beneficiary can deliver.
- 3.11 Partnerships developed over the past two years, including Arts Council England, Heritage Lottery Fund, CC Skills, Screen Skills and BFI, alongside partnerships within the GMCA family (TfGM, Marketing Manchester, GM Health and Social Care Partnership) are now well placed to co-develop co-funding approaches that will better deliver all our strategic aims.
- 3.12 It is proposed that GMCA ring-fences £270,000 of the GM Cultural Fund per annum, to deliver GM Culture Strategy priorities where they cannot be delivered by a single organisation.. A snapshot of the type of project supported by these strategic funds currently provided by the Great Place project, in which partners have indicated a desire to co-invest, include;

- Culture Champions, networks of older engaged residents who encourage peers to take part in cultural activity across Greater Manchester to increase engagement in culture.
 - Town of Culture – an opportunity to shine a spotlight on the diverse culture of Greater Manchester’s towns, again increasing access to culture for GM residents
 - Distractions – an annual event to position Greater Manchester at the forefront of international thought leadership around the interface between digital and creative, delivered in partnership with FutureEverything and Manchester International Festival.
 - Continuation of the yellow school buses scheme, working with Transport for Greater Manchester, using yellow school buses at times not in use to transport Greater Manchester school children to museums, galleries, theatres and cultural activity across the city region, removing a significant barrier to increasing in-school engagement with culture.
- 3.13 Evidenced leverage from Great Place and ongoing positive discussions with partners indicates this ring-fenced amount would deliver additional match funding of up to £1m of investment a year to support the delivery of the GM Culture Strategy.
- 3.14 Additional funds would be invested in supporting a number of strategic projects, which supports cultural organisations and increased resident engagement through 2019/20 and 2020/21.

Programme management costs

- 3.15 Programme and portfolio management costs of the GM Culture Fund would remain at the same level as the current programme at £70,000 per annum and will be found from within the GM Culture Fund, as is the case with the current GM Culture and Social Impact Fund programme.

Lifespan of GM Cultural Fund

- 3.16 Currently the GM Cultural and Social Investment Fund is a two year programme, this allows adequate time for beneficiaries to plan an impact programme of activity to support the priorities of the investment. However, the majority of the cultural organisations supported also receive a level of support from Arts Council England (ACE), who currently operate on a four year funding cycle – 2018-2022.
- 3.17 Arts Council England is in the process of developing its next ten-year strategy, which will run between 2020-2030. Should the GM Cultural Fund investment be available to support cultural organisations for four years rather than two, this would work well for Arts Council England, who are keen to develop and test new approaches to place-based funding, ahead of its next investment round, which will commence in 2022.

3.18 It is proposed that the programme beginning April 2020 should run for two years, with a future proposal coming to GMCA for a four year cultural investment programme from 2022/3 to align with Arts Council England funding cycle.

4. Recommendations

4.1 The recommendations can be found at the front of the report.