

<b>REPORT TO:</b>	<b>CABINET 21<sup>st</sup> March 2022</b>
<b>SUBJECT:</b>	<b>London Borough of Culture 2023</b>
<b>LEAD OFFICER:</b>	<p><b>Sarah Hayward, Acting Corporate Director – Sustainable Communities, Regeneration and Economic Recovery</b></p> <p><b>Kristian Aspinall, Interim Director - Culture &amp; Community Safety</b></p>
<b>CABINET MEMBER:</b>	<b>Councillor Oliver Lewis, Cabinet Member for Culture &amp; Regeneration</b>
<b>WARDS:</b>	<b>All</b>
<p><b>COUNCIL PRIORITIES 2020-2024</b></p> <p>We will live within our means, balance the books and provide value for money for our residents.</p> <p>We will focus on tackling ingrained inequality and poverty in the borough. We will follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice.</p> <p>Our vision and goals for Croydon’s Cultural sector are outlined in our cultural strategy, “Croydon Creates” 2019-2023. Our proposals for the London Borough of Culture are aligned to this strategy.</p>	
<p><b>FINANCIAL IMPACT</b></p> <p>Croydon’s London Borough of Culture is a unique opportunity to drive economic growth and recovery for our borough following the pandemic. It will leverage in significant amounts of external funding for local businesses and the creative and hospitality industry over the course of 23/24. This will create jobs and business opportunities across the borough and is a key element of our recovery plan for Croydon.</p> <p>Croydon’s London Borough of Culture is to be funded through a combination of council expenditure, GLA grants and fundraising. We have committed £522,500 of council funding in 22/23 and are planning a further £452,500 in 23/24 subject to approval. We will receive £1,350,000 of grant funding from the GLA to deliver the programme. We have further fund raising targets and grant applications to increase this budget, but have designed the programme to scale rather than expose the council to financial risk should we not achieve all our fundraising goals, an approach supported by the GLA. Borough of Culture will deliver considerable economic and regeneration effects to Croydon, and one of our explicit goals is to work with businesses to make Croydon a destination venue for all of London during the year.</p>	
<b>FORWARD PLAN KEY DECISION REFERENCE NO.: No</b>	

The Leader of the Council has delegated to the Cabinet the power to make the decisions set out in the recommendations below

## **1. DRAFT RECOMMENDATIONS**

- 1.1 Endorse the programme outline for London Borough of Culture 2023
- 1.2 The Cabinet is recommended to Agree to the establishment of a Borough of Culture Executive Board and Steering Group the membership and responsibilities of which are outlined in paragraph 5 of this report to enable the delivery of the London Borough of Culture
- 1.3 Subject to agreeing recommendation 1.2 delegate authority to the Corporate Director of Sustainable Communities Regeneration and Economic Recovery in consultation with the relevant Member or Members of the Executive carrying portfolio responsibilities which cover those currently performed by the Cabinet Member for Culture and Regeneration to agree the final membership, constitution and Terms of Reference of both the Executive Board and Steering Group.
- 1.4 Agree that regular reports will be provided to the Executive on the work of the Executive Board and Steering Group.

## **2. EXECUTIVE SUMMARY**

- 2.1 London Borough of Culture is a once in a lifetime event that will put Croydon on the national stage for culture and arts. It will support our local creative industries, bring in large amounts of external funding, drive footfall and tourism across our borough, create jobs and skills for residents, and provide a unique series of events for residents to enjoy and participate in. It will put Croydon on the map for the whole of London and South England as a tourist destination and place to visit, and will form an essential part of how we support our town centres and businesses to rebuild and grow after the pandemic. As a centrepiece of our plans, we will showcase the diversity of our many communities and cultures that represent the very best aspects of Croydon.
- 2.2 London Borough of Culture (LBoC) is a year long celebration of culture, heritage and arts in a London Borough selected by the Mayor of London. Croydon won the opportunity to be the London Borough of Culture 2023, and the programme will run from April 2023 to March 2024.
- 2.3 London Borough of Culture is unique opportunity to show Croydon's rich, diverse cultural activity. From home grown artists to major events that will draw people from across the capital, LBoC will provide a year long festival for all of Croydon and beyond. Croydon's Borough of Culture will demonstrate and build on Croydon's successful cultural legacy, and also bring major festivals from across London to Croydon. It will make Croydon a destination venue for everyone in London and the South-East, and showcase Croydon's vital role in the UK's national cultural scene.

- 2.4 In particular, our programme reflects the diversity of Croydon's many communities and neighbourhoods. We have built equality and fairness into the heart of our proposals. We have targeted funds for key groups such as LGBTQ+, the global majority, young people and other groups (See 4.5). Equally, our main flagships and other projects all have equality and fairness as key requirement in their delivery, and we are committed to making our programme accessible to all and a showcase for the many different communities that make their home in Croydon.
- 2.5 Global Majority is a collective term that first and foremost speaks to and encourages those so-called to think of themselves as belonging to the global majority. It refers to people who are Black, Asian, Brown, dual-heritage, indigenous to the global south, and or have been racialised as 'ethnic minorities'.
- 2.5 Our programme will show Croydon's many cultural hubs and iconic venues to the rest of London. From Fairfield Halls to the London Road business district, and major locations all across the borough, we will celebrate the incredible breadth of culture and hospitality that Croydon has to offer. It will also build on Croydon's role as one of the capital's first Creative Enterprise Zones (CEZ) – creating a legacy of creative investment and delivery in the borough.
- 2.6 Over the last 18 months since winning the bid, we have been working to develop a program that both reflects the incredible range of cultural activities Croydon has to offer and is realistically deliverable in light of the challenges of both Covid-19 and Croydon' Councils financial circumstances. Our proposed program is financially sound and based on realistic funding targets that does not create significant risk to Croydon.
- 2.7 In recognition of the impact of the Covid-19 pandemic, Croydon's London Borough of Culture will start three months later than originally planned, beginning in April 2023 and running to March 2024.
- 2.8 London Borough of Culture will help Croydon businesses and our culture sector recover from the last two years of the global pandemic. The culture and entertainment sector has been one of the hardest hit by Covid-19, and LBoC will help our businesses and town centres recover across the borough by driving culture-led inward investment and regeneration. A successful London Borough of Culture will support many small and medium businesses that have suffered due to the pandemic, and be an essential part of that recovery. It is a uniquely timed event to support business and the creative and cultural industries and drive economic growth by bringing people to Croydon and helping increase footfall and consumers in town centres across the borough. This will also directly aid our hospitality sector that was also hit hard by Covid, with demand for rooms and entertainment increasing as people travel to Croydon.
- 2.9 We are in discussions with the GLA on how London Borough of Culture can support our night time economy, helping all businesses open 6 till-late inline with the Croydon Evening and Night-time Economy Plan. As we prepare and develop the programme further we will be working with businesses across all of Croydon to ensure the LoC is a strong driver of growth in the borough.

2.10 This report outlines the proposed progress and programme to date, and asks for cabinet endorsement of our approach. We must emphasise that this report is a highlight of the main events, and that there will be many more activities and events planned over the next 12 months in the lead up to LBoC and that as we develop the program further, some of these events may change.

### **3. BACKGROUND**

3.1 Croydon bid for the London Borough of Culture to both deliver a unique programme of arts and heritage, and to build long term, sustainable system change in the borough. Our bid focussed on delivering a world class series of events and long term improvements in Croydon through culture. We set ourselves 5 key goals for our programme

- *A Fairer Society* – making sure our programme reflected all of Croydon’s diversity, and that everyone in Croydon could participate and benefit from it
- *Supporting Young People* – ensuring that young people were centre stage of our events and were part of developing the programme. Creating jobs and skills for young people to be supported in careers in Croydon’s creative and cultural industries
- *Active Communities & Citizens* – putting Croydon’s vibrant and diverse communities at the heart of our work, getting as many people involved as possible
- *A Greener Cultural Sector* – building long term sustainability and the climate change agenda into the culture sector and
- *Healthier Communities* – using culture to improve the health and wellbeing of our residents

3.2 Since our initial bid, and recognising the impact of the last 18 months, we have refocused our programme on a grass roots led, community driven celebration of culture that makes the most of Croydon’s uniqueness and heritage, whilst remaining true to the five goals above.

3.3 We have increased the proportion of our programme which is focussed on providing grants to individual artist and small organisations, to deliver unique moments across 2023 in all areas of our borough.

3.4 Equally, we are committed to delivering big flagship events on areas that resonate the most with Croydon. We will showcase the very best of Croydon to London and the rest of the UK, bringing people from all over the capitol and the wider south of England.

3.5 At the same time, we aim to bring London and international events to Croydon, embedding Croydon as a destination centre for arts and culture in London and the wider south-east of England,.

3.6 This revised programme represents the very best of what Croydon has to offer, and we look forward to developing it more over the next 12 months until the new start date in March 2023.

## 4. PROPOSED PROGRAMME

- 4.1 Our program is divided into three main areas: Flagship events, the Ignite Fund, and Sector development.
- 4.2 **Flagship Events** are our “wow moments” – the big events that will mark Croydon’s Borough of Culture as a success across London. We are still developing and finalising these, and the list in the appendix is subject to change.
- 4.3 Additionally, through the Ignite fund we will provide up to a further 10 flagship events that will be spread across the Borough. Part of the requirements for these events is that they deliver activities in all parts of Croydon to ensure that all areas of the borough can be part of the London Borough of Culture and that we deliver activities outside of the traditional Croydon Town Centre.
- 4.3 This is not an exhaustive list, and in particular we are working to further build on Croydon’s rich musical heritage and history with a free concert for young people and young artists in October 2023.
- 4.4 Croydon has many community festivals that place across the borough outside of the Covid period. We want to work with those organisers to develop their proposals so they meet the criteria for funding for the London Borough of Culture programme, turning them into showcases of Croydon’s culture and diversity that draws visitors from across London.
- 4.4 **The Ignite Fund** is our way of making LBoC accessible to artists and creative enterprise of all sizes. The fund is broken into two main areas:
- 4.5 *Sector Development Grants* are targeted at specific communities and priority groups. We are proposing they are led by established cultural venues and organisations in the borough with a strong history of working with these groups:

Priority Group	Proposed Lead Organisation
Black / global majority artists	Talawa
d/Deaf and disabled	Savvy
LGBTQ+	Stanley Arts
Young People	CMA & Culture Hubs
Heritage	John Whitgift Foundation
Music Industry.	CEZ / Croydon Music City

- 4.6 *Project grants* are a funding stream for artist and culture sector organisations big and small, with a range of options for each size of project:
- Small projects, with 100 grants of up to £1000 (average £750)
  - Medium projects, with 15 grants of up to £10,000 (average £5000)
  - Large projects, with 10 grants of up to £50,000 (average £25,000)
- 4.7 The Ignite fund will be opened in summer 2022 for bids from the community.

Grants will be approved by the Executive board, following recommendations from the Creative Lead and Steering Group.

4.8 The third element of our programme is the **Culture Hubs** strand. This aims to deliver on our original five key objectives, and establish long lasting culture hubs as centres of quality, sustained culture activity across Croydon. We currently have identified three Culture hubs based at:

- Stanley Arts
- Fairfield Halls
- Turf Projects

We plan to establish more across 2023, including in the south of the borough to ensure all of Croydon benefits from this programme. Culture Hubs work will include targeted programmes for each of our five original goals outlined in 3.1, including jobs and training opportunities for young people and young adults, building our volunteer programme for London Borough of Culture and developing our social prescribing offer.

4.9 Croydon has been identified by Arts Council England as a Priority Place for culture development, reflecting a lack of investment and engagement in the borough historically. This gives us access to further funding and opportunity for LBoC, and the ability to build on the year long programme to embed its legacy across Croydon.

## 5. GOVERNANCE

- 5.1 We have built our governance model to ensure accountability, transparency and efficiency at every stage of the process, with the maximum involvement from the community and grass roots organisations.
- 5.2 An executive board will oversee and sign off on the projects in development. This will be chaired by the Cabinet Member for Culture and Regeneration (or such other Member of the Executive with portfolio responsibility for Culture) the GLA, Arts Council and other funders.
- 5.3 Final authorisations for spend will be completed through the local authority governance processes as usual. This will include appropriate sign-off via Spend Control Panel and through delegated decision making as outlined in the council's Scheme of Delegation.
- 5.3 It is proposed a steering group be set up that comprises 30 of our key cultural partners and delivery companies, including reserved spaces for youth representation. This group will lead on the Ignite fund grants, sharing best practice, acting as a critical friend to the programme and ensuring that our programme reflects the diversity of Croydon.
- 5.4 We are in the process of recruiting a Creative Lead who will act as the cultural curator of the programme, ensuring that we build a consistent narrative across all elements and activities and making sure that Borough of Culture reflects the diversity and richness of our borough.
- 5.5 A small internal team will be recruited in the council, to manage the programme and provide appropriate programme and project support including grant management. This will be headed by a culture-sector specialist programme manager, and comprise the programme manager, a project manager, project co-ordinator and fundraising specialist.

<b>Group</b>	<b>Chair</b>	<b>Membership</b>	<b>Responsibility/Terms of Reference</b>
<b>Executive Board</b>	Cabinet Member for Culture & Regeneration (Mayoral appointment)	Cabinet member for Culture & Regeneration (or such other Member of the Executive who has portfolio responsibility for Culture), lead council director, GLA, other large-scale funders	Oversight of the overall programme, oversight of performance of delivery framework partners
<b>Steering Group</b>	Paid role to be agreed	15 already identified key culture partners, up to 15 spaces for smaller specialist groups to ensure diversity and representation	Artistic / critical friend to the programme, leads for developing the Ignite fund criteria, selection of Ignite fund projects, initial identification of gaps and challenges, sharing of best

			practice and information. Representatives of Croydon's culture sector
<b>Culture Hub Network</b>	Creative Lead	Culture Hubs: Stanley Arts, Fairfield Halls, Turf Projects, CEZ, plus others developed through 2022/23	Co-ordination of the Cultural Hub Programme, support for fundraising through Community Producers

5.6 The steering group members as outlined will be drawn from existing key partners who are already engaged in developing the programme and 15 nominees from the sector. The organisations who have already been identified are:

- Apsara Arts
- CEZ
- CMA
- Fairfield Halls
- FMM
- John Whitgift Foundation
- LMP
- One Croydon
- SAVVY
- Stanley Arts
- Talawa
- The BRIT School
- Think Events
- Turf Projects
- Zoo Co

We are confirming the other 15 members who will join the group, should Cabinet agree the recommendations, during March 2022.

## 6. PRE-DECISION SCRUTINY

6.1 The decision has not been taken to Pre-Decision Scrutiny for consideration. We aim to take the programme to scrutiny for consideration when we have confirmed the membership of the Steering group and the initial programme outline.

## 7. FINANCIAL AND RISK ASSESSMENT CONSIDERATIONS

7.1 The programme is to be funded through a combination of council spend, grants from the GL, additional grants we are currently in the process of bidding for, and fund raising. This is a similar model to previous London Borough's of Culture.



- 7.2 We have designed our programme to be scalable and work from a minimum budget envelope, so we minimise financial risk to the council. This approach is supported by the GLA.
- 7.3 The council spend is proposed to be £522,500 in 22/23 and are we are proposing a further £452,500 in 23/24. This funding is a combination of the existing culture service revenue budget and funding from the Growth Zone for the activities to be run in Croydon town centre. For 22/23 the funding comprises £447,500 of Growth zone and £75,000 of culture revenue budget. This will be managed through standard council spend processes, including Spending Control Panel. This funding will deliver our commitment to a successful LBoC, and directly fund local creative enterprise from all our communities across Croydon.
- 7.4 We are about to sign the grant agreement for £1,350,000 with the GLA to deliver the programme across 2023/24, and this will be confirmed in the next few weeks.
- 7.5 We are in discussions with Arts Council England, the National Lottery Heritage Fund and other grant and fund providers on additional grants and expect these to provide up to an additional £1,900,000 funding. This is inline with previous London Borough's of Culture, and we have already had multiple conversations with these funders as we prepare the programme.
- 7.6 Our programme has been developed so that should this fundraising target not be met the programme will still be delivered on a smaller scale. It does not rely on ticket sales or corporate sponership, and the fundraising element sits with the event provider rather than the council. There will not be an additional call on council funds if this fund raising target is not achieved.
- 7.7 As part of the council's role in delivering and supporting London Borough of Culture, we have a dedicated fund raising function that will work to increase the budget and spend on culture activities from private and public funders. This will include corporate sponsorship packages for local and national organisations.

*Approved by:* Gerry Glover, Interim Head of Finance – Sustainable Communities

## 7.5 Risks

## 8. LEGAL CONSIDERATIONS

- 8.1 The Head of Litigation and Corporate Law comments on behalf of the interim Director of Legal Services that the provision of culture and events is a discretionary service and not something which the Council has a legal obligation to provide. However, the Council has adopted a Cultural Plan for Croydon in 2019 which runs until 2023 and this is the Council's vision and policy basis for the proposals.
- 8.2 The recommendation to endorse the Council's current programme outline with regards to Croydon being the London Borough of Culture 2023 has no specific legal implication. However, as and when projects are brought forward as part of

or in support of the Borough of Culture including any specific funding agreements required these will require separate legal advice as to implications..

8.3 The report also seeks approval to the creation of an Executive Board and Steering Group for the delivery of identified events and programmes and distribution of grant funding. Decision making will need to meet both statutory and Constitutional requirements. Both will require approval of membership, constitution and terms of reference.. It should also be noted that project spend authorisations (i.e. application of the grant sum), must involve a governance process to adequately monitor and ensure transparency and accountability both in relation to internal decision making and as it relates to spend control and compliance.as set out in the report within paragraph 5.

8.4 *Approved by:* Sandra Herbert, Head of Litigation and Corporate Law on behalf of the interim Director of Legal Services & Deputy Monitoring Officer.

## **9. HUMAN RESOURCES IMPACT**

9.1 A small team will be recruited to deliver the council's core roles during the next two years. It is anticipated that this will consist of four posts on fixed term contracts, funded by a combination of council & GLA grant funding, to deliver London Borough of Culture. These will be advertised and recruited to inline with existing council policies for the duration of the London Borough of Culture program.

*Approved by:* Gillian Bevan, Head of HR, Resources and Assistant Chief Executives

## **10. EQUALITIES IMPACT**

10.1 The Council has a statutory duty to comply with the provisions set out in the Section 149 Equality Act 2010. The Council must therefore have due regard to:

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

10.2 The Borough of Culture, supports fostering good relations between those who share a protected characterisitic and those who don't and will enable the Council to promote equality in line with Equality Act 2010.

10.3 The report highlights the need to ensure that the proposals are inclusive of all equality groups. It is necessary to give due regard to all groups by identifying those that may need to be treated more favourably.

- 10.4 Communication media throughout the project will need to meet the standards of the British Dyslexia Association. Standards for those who are affected by colour vision deficiency and individuals who are not neurotypical should also be taken into account.
- 10.5 People who do not have English as a first language, other disabled people and individuals who are digitally excluded may also require additional support. It may be that some organisations require support to apply for grant funding to ensure that participation may ensure equity along with equality groups in the borough and increase access and participation.
- 10.6 Allocation of grant aid would need to be monitored by an equality analysis to ensure participation and grant aid to groups is reflective of the composition of the borough's community groups.
- 10.7 The London Borough of Culture should address the Council's core priority "We will focus on tackling ingrained inequality and poverty in the borough. We will follow the evidence to tackle the underlying causes of inequality and hardship, like structural racism, environmental injustice and economic injustice" by providing opportunities for Croydon residents with regard to participating in citizenship and every day life along with providing employment activities and opportunities for businesses to flourish.
- 10.8 All businesses participating in the events should be requested to adopt the Equalities Pledge and the George Floyd Race Matters Pledge, the Council's standard for equality in Croydon.
- 10.9 The proposal needs to address accessibility for disabled people and those with mobility issues. It should be noted that not all disabled people are Blue badge holders, the standards regarding Blue Badge holders have increased over the past few years so not all people with mobility issues have a Blue Badge. The impact of increased parking fees may have a socio economic impact on the participation of the aforementioned groups in respect of visiting venues and participating in the event.

*Approved by:* Denise McCausland – Equality Programme Manager

#### Authors Equality comments

- 10.10 Though the equality analysis was completed at the start of the development it is now out of date. The department is using the equality impact assessment process to ensure that equality is integrated throughout the proposal. An updated analysis will be developed on approval of the report and updated and monitored on a regular basis.

Ensuring that London Borough of Culture has a positive impact on equalities and diversity, and helps build equity in the borough. Our first system vchange goal of LBoC reflects this goal:

- *A Fairer Society* – making sure our programme reflected all of Croydon's diversity, and that everyone in Croydon could participate and benefit from it

Throughout the programme we have tried to ensure that we work with, are reflective of, and will provide events for, all of Croydon's diverse population including the Global Majority, LGBTQ+, deaf / disabled, young people and other key groups.

This is reflected in our governance, with our Steering Group specifically having an equality of representation in its terms of reference to help shape and guide the programme to be as representative and as equalities driven as possible so that it reflects all of Croydon.

An EQIA was created as part of the original bid for London Borough of Culture in 2019, and we will update this continually as part of the programme development in 2022 and 2023.

## **11. ENVIRONMENT AND CLIMATE CHANGE IMPACT**

- 11.1 A greener culture sector is one of our five main goals for London Borough of Culture, and part of the explicit Sector Development goals

## **12. CRIME AND DISORDER REDUCTION IMPACT**

- 12.1 London Borough of Culture will feature several large scale public events in Croydon. We will work with police and the boroughs Safety Advisory Group to ensure these are run safely and securely.

## **13. REASONS FOR RECOMMENDATIONS/PROPOSED DECISION**

- 13.1 Croydon secured the London Borough of Culture in February 2020. Following the impact of Covid-19 and the financial difficulties facing Croydon Council we reviewed how best to proceed with the programme and minimise the risk to Croydon.
- 13.2 The approach outlined here represents the best way forward for a programme that will leverage in significant external funding for the borough and help support our residents and businesses by providing a unique, once in a lifetime celebration of all Croydon has to offer.
- 13.3 The leverage of the GLA grant combined with the other forms of funding outlined in Section 7 represents a multi-million pound investment in our borough. It will significantly increase tourism and support the entertainment and hospitality industry, bringing people to Croydon from across the south of England.

## **14. OPTIONS CONSIDERED AND REJECTED**

- 14.1 We reviewed whether to proceed with the London Borough of Culture in 2021, in discussion with the Improvement Panel overseeing Croydon's recovery. However, we decided that ceasing work on London Borough of Culture would ultimately result in the borough receiving significantly less external investment, at a time when our creative and entertainment industry needs support the most. Our financial commitment and support leverages in significant resources that

will greatly aid our borough. It will increase footfall, tourism and the commercial attractiveness of Croydon.

- 14.2 The reputational damage to Croydon's culture and creative sector and night-time economy from not delivering London Borough of Culture would be extremely damaging, given the disproportionate impact of Covid-19 on our creative sector. LBoC gives us an opportunity to directly address that negative perception and build a solid, sustainable legacy in the borough.
- 14.2 Equally, the reputational blow to Croydon Council from not delivering on London Borough of Culture would be significant. This programme will allow us to showcase Croydon as an attractive destination venue for a range of creative and cultural activities, and that the Council is fully capable of running and delivering a complex programme of this nature.
- 14.3 As highlighted, the programme specifically supports young people both through the creative and artistic ambitions but also in terms of creating jobs and skilling up young people to work in the creative industries. Failing to deliver LBoC would directly harm young people's opportunities and futures in Croydon.

## **15. DATA PROTECTION IMPLICATIONS**

### **15.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?**

**NO**

### **15.2 HAS A DATA PROTECTION IMPACT ASSESSMENT (DPIA) BEEN COMPLETED?**

**NO**

To be approved by: Kristian Aspinall

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**CONTACT OFFICER: Kristian Aspinall, Interim Director of Culture and Community Safety**

## **APPENDICES TO THIS REPORT**

**Appendix A: Draft Flagship Events list**

## **BACKGROUND PAPERS**

Croydon Creates 2019-2023