

REPORT OF THE DIRECTOR OF DELIVERY AND DISCOVERY

SUBJECT: ST DAVIDS CITY OF CULTURE 2021

Purpose of report

To highlight work undertaken to date by Pembrokeshire Coast National Park Authority to support the St Davids City of Culture 2021 bid and to seek Member approval for further involvement and investment going forward.

Background

The UK City of Culture programme was born from the success of Liverpool as the European Capital of Culture in 2008. It is a UK Government scheme administered by the Department for Culture, Media and Sport (DCMS). Derry-Londonderry was the first UK City of Culture in 2013 and Hull is the current UK City of Culture 2017.

The aim of the programme is to encourage the use of culture and creativity as a catalyst for economic and social regeneration, to promote the development of new partnerships, and to encourage ambition, innovation and inspiration in cultural and creative activity. It is intended to make a step change in the regeneration of an area and to create a lasting legacy. It is also an opportunity to showcase local culture to the world as the award brings with it significant media coverage on the national and international stage.

The successful UK City of Culture will deliver a high-quality cultural programme over a full year, building and expanding on local strengths and assets, and reaching a wide variety of audiences.

The programme will leave a lasting legacy both in terms of social regeneration and economic impact. It is expected to contribute to economic growth, regeneration, community cohesion and health and well-being. This is about using culture as a vehicle to deliver broader strategic ambitions.

‘Culture’, in the context of this opportunity, is defined as: arts (visual arts, literature, music, theatre and dance), architecture, crafts, creative industries, design, heritage, historic environment, museums and galleries, libraries, archives, film, broadcasting and media. A range of these areas would be expected in cultural programming. Sport and science can be included but the guidance confirms that these should not be major elements of any bid.

Any area outside of London is eligible to apply. It could be a city or large town, two or more neighbouring cities or towns or a closely linked set of urban areas. Part of the programme can also be delivered in a wider hinterland. However, bids with a strong central focus will be favoured.

Further details regarding the UK City of Culture bid process can be found on the [DCMS website](#).

UK City of Culture Guidance

The overall aim of the UK City of Culture programme is to “*encourage the use of culture and creativity as a catalyst for regeneration, to promote the development of new partnerships, and to encourage ambition, innovation and inspiration in culture and creative activity*”.

Applicants are required to:

- Deliver a high quality cultural programme
- Lasting social regeneration
- Demonstrable economic impact
- Maximise the legacy
- Realistic and credible plan

Bids are required to be:

- Distinctive and representative of the area
- Having strong leadership, management and governance
- Creating lasting economic and social regeneration
- Demonstrate culture and artistic excellence and innovation
- Include and work with a broad range of local, national and international partners
- Engage a wide range of audiences and participants
- Realistic, affordable and deliverable

Partnership work to date

Following initial discussions between St Davids City Council and Pembrokeshire County Council (PCC) at the start of the year it was agreed that a potential City of Culture bid for 2021 should be submitted.

As a result, an initial partnership group was pulled together on the 20th February to decide the scope of the proposed bid and to help shape initial ideas in order to meet the initial DCMS registration deadline of the 28th February.

The initial partnership is jointly led by St Davids City Council and PCC with support from the following bodies:

- Pembrokeshire Coast National Park Authority (PCNPA)
- St Davids Cathedral
- Ysgol Dewi Sant
- Pembrokeshire Tourism
- The National Trust
- The Retreats Group
- Fishguard and Goodwick Town Council
- Solva Community Council
- The St Davids Peninsula Tourist Association
- Bishops Palace, CADW
- The TYF group (Andy Middleton)

- Pembrokeshire College

Vision and scope of the bid

The above partnership agreed that the St Davids bid will be a very different kind of bid to any that has been put forward by other applicants in the past.

St Davids is the smallest city in Britain and one of the most peripheral geographically, sitting within a stone's throw of the westernmost point of mainland Wales. Set within a stunning rural hinterland and one of the world's best coastlines, the St Davids 2021 bid offers something completely different and unique to the competition.

It was agreed that we should not seek to compete in terms of scale – every other bid will be larger than ours in geographical scope, population and large-scale permanent under cover asset base – but we will offer something that is no less inspirational, compelling and spectacular.

The partnership will make the most of the remarkable assets that we do have and will address the challenges of scale in innovative ways that turn our challenges into opportunities that will help us to deliver life changing outcomes.

The following outline vision was agreed:

“To bring the world to St Davids and St Davids to the world through an awe inspiring programme of physical and digital cultural activity”

The vision is set within a broader context of delivering against the Well-Being of Future Generations Act requirements and, as such, the overarching ambition and aim for the bid is to improve the well-being of all those touched by the City of Culture programme (both local residents and visitors to the area).

The partnership identified what ‘well-being’ might mean to St Davids and Pembrokeshire in the context of the bid through the following priority areas:

Feeling great - Our programme will improve health and well-being outcomes, contributing to the prevention agenda and the challenges faced by an ageing society (*A Healthier Wales*)

Doing better - Our programme will help in tackling rural poverty, and the challenges of outward migration of young people (*A Prosperous Wales*)

We are one - Our programme will take a highly inclusive approach, bringing communities and people from all backgrounds together to celebrate (*A Wales of Cohesive Communities and A More Equal Wales*)

Inspiring a generation – Our programme will help to tackle the challenges of outward migration of young people. Opening people's eyes to the power and potential of creativity. Giving people opportunities that those living in big cities take for granted (*A More Equal Wales*)

The geographical area

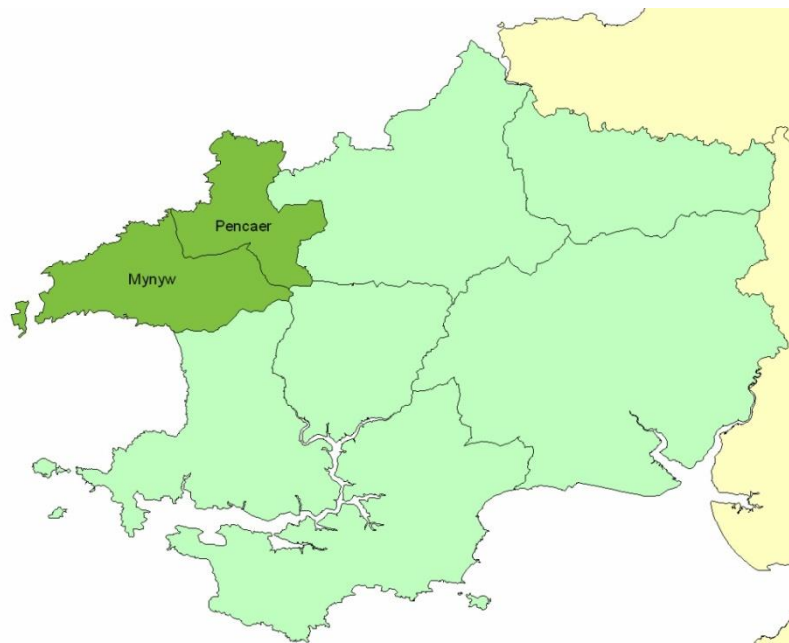
The partnership agreed that the bid needs to incorporate a wider geographical area than just St Davids and whilst a much larger boundary was initially proposed the DCMS guidelines clearly state that “*bids and programmes that are diluted across a wide area will be viewed less favourably than those with a strong central focus.*”

As a result, it was agreed that the bid should focus on the former administrative boundary of St Davids Cathedral known as “*the Hundred of Dewisland*” in the North West of Pembrokeshire (see map below). The *Hundred of Dewisland* was formed by the Act of Union of 1536 and was essentially identical to the pre-Norman cantref of *Pebidiog*, one of the seven cantrefs of Dyfed.

Dewisland boasts of being the only part of Wales never conquered by a foreign invader. The English before the conquest did not get so far, and the Normans respected Dewisland as a possession of the Church, so that it was spared the fierce fighting which took place everywhere else when they conquered the rest of Wales.

Nevertheless, it was occupied by the Normans in the 12th century, and made part of the March, but remained exclusively Welsh-speaking, except for small English plantations in the City of St Davids and at Abercastle and Letterston. These were extinct by the time of George Owen, who described the hundred as wholly Welsh-speaking.

This ancient hundred takes in Solva to the south border and goes as far as Goodwick in the North East. However, the bid will be based on this broad geographic area but will take a flexible approach. It will be ‘porous’ to an extent in cases where a particularly important asset lies within very close proximity, for example Roch Castle, Scolton Manor and Fishguard itself.



In principle support and timescales

Pembrokeshire County Council gave in-principle support for a St Davids City of Culture 2021 bid at their Cabinet meeting held at County Hall on 13th February 2017.

This was shortly followed by St Davids City Council agreeing to jointly lead on a bid with PCC at their meeting on the 20th February.

A formal registration was then submitted to DCMS on the 28th February and the following list of candidate cities, who have registered a bid for the 2021 City of Culture, was released by DCMS on the 2nd March:

- Perth
- Paisley
- Stoke-on-Trent
- Sunderland
- Coventry
- Hereford
- Warrington
- Portsmouth
- Wells
- Swansea
- St Davids

It is worth noting that registering an interest does not compel any organisation to make a Stage I application. However, any city wishing to go forward must submit a Stage I bid by the deadline of the 28th April 2017.

If a Stage 1 application was successful, presentations could be invited to the Independent Advisory Panel in May 2017. A full and final bid would need to be submitted by the 29th September 2017. Only areas that are shortlisted based on the initial bid would be invited to submit a full and final bid.

Ultimately, a final decision will be made in December 2017. The St Davids 2021 partnership would then have a three-year planning timescale and, therefore, appropriate levels of investment could be factored in over that timeframe.

However, in submitting a Stage I bid each candidate city must show a ‘real’ commitment and, as a result, PCC’s Cabinet considered a further paper on formalised funding support for the St Davids City of Culture 2021 bid on the 13th March 2017.

PCC’s Cabinet subsequently agreed the following level of financial support for the bid (follow [link](#) for further details):

- i. £5.0m capital guarantee to support the City of Culture 2021 Stage 1 application.
- ii. £0.8m revenue contribution (from Reserves) over a four year period.

PCNPA’s proposed support

The bid by St Davids to be awarded formal City of Culture status for 2021 offers a unique ‘once in a lifetime’ opportunity to showcase the Pembrokeshire Coast National Park to the wider world and assist in directly delivering the Authority’s statutory purposes.

- The Environment Act 1995 sets out two statutory purposes for National Parks in England and Wales:
1. Conserve and enhance the natural beauty, wildlife and cultural heritage
 2. Promote opportunities for the understanding and enjoyment of the special

qualities of National Parks by the public

It also places a duty on National Parks to:

- Seek to foster the economic and social well-being of local communities within the National Parks

As a result, it is proposed that PCNPA should be seeking a formalised commitment to the St Davids City of Culture 2021 bid that is reflective of the programme's ambition, recognising the potential long-term impacts on cultural heritage in the National Park and to maximise on Oriel y Parc's formal status as a world-class landscape gallery.

Funding and budget

To coincide with the DCMS announcement, the Heritage Lottery Fund (HLF) has pledged to give £3m to the winning city. In terms of economic impact, estimates for Hull (the current UK City of Culture) are that the local economy will have a £60m boost this year.

While there is good progress, a significant amount of work remains to be done to ensure a credible bid for St Davids is submitted. The Stage I application requires applicants to attach an outline budget for the 2021 programme/year. The assessment criteria include questions about costs, funding commitments, fundraising and financial guarantees. The following package of support from PCNPA is, therefore, being proposed.

Stage I Bid (March – April 2017)

The Director of Delivery and Discovery to join the project team at PCC for one day per week to oversee and co-ordinate PCNPA's contribution to the St Davids City of Culture 2021 bid. The Director will also lead an internal team of staff at PCNPA who will contribute to the Stage I bid.

In addition, it is proposed that PCNPA commits £10K of direct funding at this early stage to help formalise a marketing and community engagement plan for the bid. The plan will aim to maximise the involvement of communities within the bid area to help shape the evolving cultural programme proposed for 2021 and to maximise press coverage for the St Davids City of Culture bid overall.

Stage II (May – September 2017)

To review and extend the support highlighted above (if the Stage I bid is successful) through an internal 'PCNPA City of Culture Bid Team' (in-kind support estimated at £10K) plus an additional revenue commitment of £25K (i.e. £35K contribution in total).

Stage III (September 2017 onwards)

If the bid reaches this stage it is then suggested that the Authority should look to formalise a more extensive level of commitment as part of evolving the St Davids City of Culture 2021 draft programme. It is difficult, at this early stage, to clarify the full level of support anticipated but officers are currently exploring a detailed package of both cash and in-kind support estimated at roughly £510K that can be incorporated into the Stage III business plan.

This will include the Stage II support highlighted above plus a more substantial commitment of staff and revenue support increasing year-on-year until 2021. An initial overview of the potential level of support, particularly in terms of staff time, is captured in the table below.

The basic principle is that by 2021 all PCNPA teams and volunteers operating in the geographical area of the bid (i.e. North West Pembrokeshire) will, effectively, be wholly committed to delivering activities captured within the City of Culture programme due to the bid's potential scale and impact.

PCNPA Area of Operation(s)	£000's
Oriel y Parc Programme Costs	105
Ranger and Discovery Teams Services	90
St Davids Airfield Rental	15
PR, Comms and Marketing Support	25
Leadership Team Contribution(s)	25
Cash Contribution	250
TOTAL	£510

At Stage III of the process there will be a need to formalise effective leadership, management and governance arrangements. This will involve a range of partners and a skill-set including fund-raising, programme and project management and artistic direction. PCNPA will discuss with PCC and partners how we can best contribute towards this delivery stage but there will be a requirement to appoint an external Artistic Director and support staff to the partnership. Costs associated with this are anticipated to be split across partners with PCC providing a 50-75% contribution fund and PCNPA contributing £260K through in-kind and an additional £250K in cash support (as detailed below).

Overview of potential PCNPA support

Bidding Stage	In-Kind (Staff Time)	Cash (Revenue)
Stage I (Mar - Apr 2017)	£5K	£10K
TOTAL (16/17)	£5K	£10K
Stage II (May – Sept 2017)	£10K	£25K
TOTAL (17/18)	£10K	£25K
Stage III (Nov 2017 onwards)	£260K	£250K
TOTAL (2017 – 2021)	£260K	£250K

At this stage of the bid process Members are requested to formally agree the package of support outlined above and to agree in-principle to the level of in-kind support captured as part of the Stage III process as outlined in the previous table.

Conclusion

The UK City of Culture is more than just a title; it is an opportunity to bring communities together, build local pride, develop new partnerships, and attract tourists from across the UK and beyond. It is an opportunity to celebrate local culture with a programme of events that is ambitious, inclusive, and inspiring. But, most

importantly, it is an opportunity to enable significant regeneration in a city, town or area.

The St Davids 2021 bid has the power to transform the way that Pembrokeshire thinks about itself and to shed new light on the way that the world sees Wales. The bid will make a crucial contribution to the economic and social regeneration of our county. It will provide a 'once in a lifetime' opportunity to showcase the cultural diversity of North Pembrokeshire to the world and to inspire a generation of young people to follow their artistic dreams.

Culture in Pembrokeshire is closely related to our natural and physical environment and has a strong connection to many sources of well-being such as learning, good health, self-fulfilment and self-worth. For these reasons the National Park, and the work of the Authority, has a pivotal role to play in the success of the bid and to maximise the associated well-being benefits.

For these reasons the Authority is proposing a considerable resource commitment to the St Davids City of Culture 2021 bid. It is vital that, despite being small in stature, St Davids can demonstrate its genuine commitment to delivering a world-class cultural programme on a scale never before witnessed in Pembrokeshire. In short, we have to be 'in it to win it' in order to compete with the other ten candidate cities from across the UK.

RECOMMENDATIONS:

- 1. That Members endorse the Authority's formal role as a key partner in the St Davids City of Culture 2021 bid including the temporary secondment of key staff.**

- 2. That Members agree a package of in-kind and cash support as follows:**
 - Stage I = £15K (£5K in-kind and £10K cash)**
 - Stage II = £35K (£10K in-kind and £25K cash)**
 - Stage III = £510K (£260K in-kind and £250K cash)**

Each level of support by PCNPA is dependent on the successful progression of the bid through each of the subsequent application stages as detailed in Table 1 of the DCMS City of Culture 2021: Guidance for Bidding Cities

Background Documents

[DCMS City of Culture 2021: Guidance for Bidding Cities](#)

[PCC Cabinet Report – 13th February 2017](#) (Item/Minute 142)

[PCC Cabinet Report – 13th March 2017](#) (Item/Minute 182)

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