

CABINET	AGENDA ITEM No. 5
29 NOVEMBER 2021	PUBLIC REPORT

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Cabinet Member responsible:	Cllr Steve Allen, Cabinet Member for Housing, Culture and Communities	
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PETERBOROUGH CULTURAL STRATEGY 2021 TO 2030

RECOMMENDATIONS	
FROM: Communities Scrutiny Committee	Deadline date: 8 December 2021
<p>It is recommended that Cabinet:</p> <p>a) Agree to recommend the Culture Strategy to Full Council for formal approval.</p>	

1. ORIGIN OF REPORT

- 1.1 In late 2019 the Council and its partners began to renew the Cultural Strategy due to expire in 2020, establishing a Cultural Strategy Group (CSG) to oversee it. The pandemic stopped the work. In late 2020, the CSG recognised the impact of lockdowns, loss and economic challenges on the cultural life of the city and restarted the project. This report is the outcome of an extensive process of research and consultation.

The work in progress was considered twice by the Communities Scrutiny Committee. Updates on their specific points and feedback from other core partners are included at paragraphs 4 and 5.

2. PURPOSE AND REASON FOR REPORT

- 2.1 A new Cultural Strategy for Peterborough, developed with partners, is needed to assist growth plans, encourage investment and promote community and economic development. This report describes the process and recommendations of the Strategy for Cabinet to consider before proceeding to Council.
- 2.2 This report is for Cabinet to consider under its Terms of Reference, 3.2.1 *‘To take collective responsibility for the delivery of all strategic Executive functions within the Council’s Major Policy and Budget Framework and lead the Council’s overall improvement programmes to deliver excellent services.’*
- 2.3 *How does this report link to the Corporate Priorities?*

The new Corporate Priorities adopted by Cabinet and currently in consultation are as follows, with the connection to this report:

Pride in our communities, our places and our environment

Feeling proud of Peterborough has been a constant theme in the consultation. Delivering a vision of vibrant, connected, creative places will be an exciting way to promote the area, both to residents and beyond. In particular, bringing communities together through creativity, celebrating diverse histories and addressing the climate emergency are key parts of the strategy.

First rate futures for our children and young people, quality support for our adults and elderly
 Young people (under 25) have been identified as a particular priority for the Cultural Strategy and the project has and continues to work with this group specifically about their aspirations for culture, creativity and careers in the sector. The relationship between cultural activities and wellbeing has also been a continuous theme, and is already being reflected in new cultural projects and commissions.

Better jobs, good homes and improved opportunities for all
 An economy strong in creativity and innovation is more productive and prosperous: growth in capacity, job opportunities and transferable skills is a benefit of a robust and resilient cultural sector, in addition to the benefits of a more robust tourism offer. The Strategy has been closely aligned with preparation for future growth and investment.

2.4 *How does this report link to the Children in care Pledge?*

The Cultural Strategy has identified young people under 25 as a particular priority and has sought, throughout the consultation, to abide by the principles of honesty and not making undeliverable promises. A core objective of the Strategy is the engagement of young people in future decision making.

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	29/11/21
Date for relevant Council meeting if applicable	8/12/21	Date for submission to Government Dept.	N/A

4. BACKGROUND AND KEY ISSUES

4.1 The last Cultural Strategy adopted by the Council was due to expire in 2020. In 2019 the Council commissioned work towards a successor Strategy, especially mindful of the role of cultural activity in building new communities and given the level of growth envisaged for the area through the 2020's. This work was effectively halted by the pandemic. The cultural ecology of Peterborough was radically affected by coronavirus: venues closed, creative practitioners were forced to look elsewhere for work, audiences were in lockdown. In August 2020, Vivacity's contract with the Council ended. Responsibility for the Museum, Key Theatre, Flag Fen and Libraries was transferred to the newly formed City Culture Peterborough and responsibility for cultural strategic development sits with the Service Director for Communities and Partnerships.

4.2 In September 2020 the Cultural Strategy Group was reformed, with the intention of taking this work forward. This group (CSG) is a task-and-finish body and the recommendations specifically cover creating permanent and resilient leadership for cultural activities in the area.

Memberships has been:

- Peterborough City Council; the Director has been a member throughout
- City Culture Peterborough, via its Chief Executive
- Nene Park Trust Chief Executive
- Metal Peterborough
- Jumped Up Theatre, Director (also convening the Cultural Forum)
- Norfolk & Norwich Festival Bridge
- Arts Council England; the key partner for Peterborough has been a constant member

The group appointed Sarah Tanburn Associates to carry out the work. Sarah Tanburn has been Critical Friend to Peterborough Presents since its inception in 2013 and already knows the area well.

- 4.3 There are three important points of definition to note:
- ‘Culture’ in this context has been taken to mean both *arts* across all creative disciplines, and *heritage* in both tangible and intangible form.
 - Culture has an important economic dimension: a creative and knowledge-rich economy has higher economic output. Peterborough’s Creative and Cultural (CCI) Sector is smaller than it could be, with many creative professionals leaving the area to pursue their careers. Culture is also a key tourism driver, particularly heritage. While the area has a rich and varied heritage (and sufficient bed-space capacity), it underperforms on leisure tourism.
 - Culture is a key element of community development and cohesion: the experience of the pandemic has emphasised the importance of creativity, communal experience, shared storytelling and opportunities to make memories together.

These elements are explicit in the Vision and Values Statement agreed last December. This statement is online (see para 4.5). The first slide of this statement emphasises the importance of connection, openness, the mixed and diverse nature of Peterborough, and the unique excitements of the area’s cultural offer. These values are reflected throughout the subsequent Strategy recommendations.

- 4.4 It became clear early on that rather than produce another document that sat on shelves, it would be important to both ‘show the working’ as consultation progressed, and to provide a transparent record of the strategic commitments which emerged. Therefore, rather than a single printed document that serves as our strategy, outcomes, video-logs, artists work and other elements have all been published on www.peterboroughculturalstrategy.org.uk.

This site serves as the repository of the strategic documents and as a permanent record and source of monitoring for the work. In addition, there will be these reports to the Council, important as the CSG is mindful of the problems of relying too heavily on digital-only dissemination and has therefore sought to ensure members attend networks and keep reporting back on the outcomes.

- 4.5 The website brings together the key strategic documents on one page at <https://peterboroughculturalstrategy.org.uk/final-recommendations-and-supporting-documents/> Members and the public can find in one place:

- The Vision and Values Statement referred to above
- The Recommendations of the Strategy, reproduced at paragraph 4.12 below
- The Leadership Model, also attached as Appendix One to this report and discussed at paragraph 4.13 below
- Resources, funding and finance for the Cultural Strategy (reflected in the financial paragraphs below)
- The Action Plan and Timeline for delivery
- Resource and Infrastructure Analysis, showing the cultural asset base of Peterborough as surveyed in October 2021

- 4.6 Work has been undertaken in 3 main phases:
- Phase 1 – developing a Vision and Values Statement, together with members of this Council and the Cultural Forum. This is attached at Annexe 1. It has been used to guide the work throughout. In particular the emphasis on both economic and community benefit has been reflected.
 - Phase 2 – wide consultation through an online survey which had about 600 responses plus discussions with about 60 different individuals involved in culture, heritage, education, community development and open spaces in Peterborough (see list at paragraph 5). Also, meetings with several important networks that helped inform specific issues relating to culture.

- Phase 3 - from the consultation in Phase 2, CSG pulled together some of the complicated questions, and also considered any gaps in the consultation and information.

Paragraph 5 sets out this consultation in more detail, especially the groups and networks involved.

4.7 While there has been some areas of discussion and potential disagreement, a striking feature of the process has been broad agreement on key elements:

- Visible, multi-sector, inclusive and resilient leadership is needed for the sector, to promote investment and collaboration
- Marketing and communications both need to be joined-up and professional; the area currently undersells itself, with resulting economic and community loss
- Nature, the outdoors and growing things are integral to Peterborough's own sense of creativity and heritage, intertwined with commitments to environmental sustainability
- Heritage assets need to be brought together to work strategically on promotion and investment
- Anywhere is or can be a venue; different audiences/markets and producers will use and enliven all sorts of spaces, indoors and out; growing participation and the cultural offer requires going where people are, not relying on bringing them into sometimes unwelcoming places for special occasions
- Resources need to be focused on growing capacity, encouraging audiences and practitioners and skills; there are buildings which need investment but the core requirement is not for new things but more investment in people
- Young people, minority communities and rural communities are particularly disadvantaged in multiple ways within Peterborough's cultural life; these groups are therefore seen as central in promoting culture in the future
- Bidding for City of Culture in 2029 is a good ambition if the right partnerships can be developed now
- Many people, especially young people, want to see action now – whether in terms of changed programming, additional commissions, participation in events and making work, access to heritage venues and seeing themselves reflected therein. People are hungry for cultural connection.

4.8 Cabinet will recognise that researching audience data has proved difficult given the impact of Covid and the limited data available from several key sources, notably Vivacity and the Broadway Theatre (as they both were in 2019). Audience data, including postcode information and some demographic segmentation, has been made available by partners, particularly Peterborough Presents but has not been relied on for detailed consideration. The broad picture has been clear: many people in Peterborough still have limited cultural engagement, though the situation has improved since 2013; there are specific genres which are popular (Polish rap, Lithuanian film, tribute bands); markets are reluctant to pay for tickets they perceive as too expensive but enjoy being surprised when new opportunities arise. Given the impossibility of collecting data in 2020 and 2021, and the paucity of information for previous years, no separate data report has been prepared.

4.9 An outline activity line to 2030 is included in the strategic documents. The key spine will be the projections emerging from the Stronger Towns Fund and other growth proposals. Any timeline will be shaped by several near-future events:

- The Combined Authority decision on whether or not it wishes to promote a bid for a County of Culture in 2029 (anticipated in November);
- The publication and implementation of key Arts Council England strategies regarding funding and national portfolio organisations (later this year and early next; anticipated in the strategic document on resources); and
- The opening of the new University.

4.10 In July 2021, the CSG published a series of Emerging Recommendations for the Strategy which can be found on the website. These have been further refined in discussion with key stakeholders and are set out at paragraphs 4.12 below. (Performance Indicators are considered under the impact section in paragraph 6.)

4.10 The **Vision** for Peterborough in 2030 is a transformed Cultural Scene, renowned for:

- Its **collective ambition** to make Peterborough a better place for everyone living, working or visiting, with culture at its heart
- The breadth and **diversity of its cultural life**, driven by an inspiring range of communities and a young and engaged population
- Boundless **creative energy** and innovation that is supporting the city's growth
- Peterborough people **working together** and doing great things
- Its outward-looking and **impressive range** of cultural activities
- An **astounding heritage** accessible to everyone
- People who **make and learn** throughout their lives
- People loving **the environment** and embedding nature in their way of life

4.11 To achieve this vision, the **Core Objective** of the Cultural Strategy is to foster and promote a vibrant culture in Peterborough which:

- Drives EXCELLENT ART and CELEBRATION OF HERITAGE
- CONNECTS, REFLECTS and INCLUDES Peterborough's many diverse communities
- Is ENVIRONMENTALLY SENSITIVE and celebrates how people in Peterborough love and work with their environment
- Is an ECONOMIC DRIVER for creative industries, for tourism and for inward investment
- Promotes and grows Peterborough as a CULTURAL DESTINATION welcoming visitors, businesses and communities

These ambitions form the core cultural investment principles for Peterborough. The CSG expects significant bids or proposals to all sources to reflect some or all of them, alongside aligning to the overall vision.

4.12 **Recommendations of the Cultural Strategy**

1. **Grow the cultural activities of all partners to**

- Enable everyone to have opportunities to make, enjoy or celebrate culture, whether based around their locality, or around their affinities and identities, and people coming together in peace and health;
- Create and enhance culture which transforms lives and underpins cohesion, quality of life and prosperity in Peterborough;
- Celebrate and reflect diversity of communities in practical ways including programming, marketing, allocation of spaces, festival access etc;
- Celebrate Peterborough's open spaces and beautiful buildings, reaching net zero by 2030 and building environmental impact into everything we do - from good practice in venue management to programmes celebrating and protecting our landscape; and
- Grow confidence, skills and capacity to make amazing work here in the city through residencies, business start-ups, workspace and other support.

2. **Bid for City of Culture for 2029**, building on the preliminary work started in 2021 with and by the Cambridgeshire and Peterborough Combined Authority. Accelerate the growth of outward looking and rich relationships, supporting the repositioning of Peterborough regionally, nationally and internationally, in collaboration and competition with other medium sized cities, as a destination and site for culture. Develop a robust programme which promotes participation and activities across Peterborough.

3. **Create resilient, effective and inclusive cultural leadership:**

- Establish a body for culture (arts and heritage), provisionally named the Peterborough Cultural Alliance (PCA), to be owned and governed as set out in the Leadership Model;
 - Ensure cultural leadership is reflective of the whole city so it can be effective in delivering the Strategy, through inclusive recruitment, membership and other processes;
 - Commission new art work and work in response to or celebrating our heritage, working with local and visiting practitioners, in a range of venues and ensure it is widely known about and accessible;
 - Promote systems and processes which support practitioners and organisations to do better work and collaborate and innovate together;
 - Report publicly once a year on progress against this Strategy, with an in-depth review in the second half of 2026, and renewal of the Strategy overall in 2031.
4. **Maximise investment in culture** in Peterborough, with cultural organisations working with all the other important elements of Peterborough's development, for the future; building resilience so culture supports and enables people at all stages of their lives. The strategic approach will include:
- Developing and sustaining cultural investment for the long term in Peterborough, through leverage and growing capacity, reflecting the growth plans for the area; recognising HMG's strategy for Levelling Up and the ACE shift to a place-based agenda as well as the impact of culture in attracting private-sector inward investment;
 - A Peterborough--wide collaborative approach to bidding for future funds, whether commercial investment, philanthropic or public support to asset development and improvement promoting the objectives and vision of this strategy;
 - A funding stream between which secures resources for the proposed Alliance for three years, which includes capacity to lever other investment streams over the longer term, as part of a shared programme of collaborative interventions, including developing a heritage community capacity, a programme for the mini-Vine and support for post-COVID resilience and growth across the sector;
 - A wider definition of culture in the next Infrastructure Funding Statement on the use of CIL resources, enabling use of funds to grow capacity as envisaged in this Strategy, both through PCC itself and in partnership with communities and Parish Councils;
 - Supporting and enhancing the delivery of inward investment objectives as in the Stronger Towns Fund and other regeneration and growth programmes;
5. **Build stronger partnerships** within and beyond the cultural sector, especially:
- Ensuring joined-up marketing and promotion for the cultural life of Peterborough, whether events, heritage assets, festivals, open buildings and so on. Build collaboration both for front-end content and data-sharing to build stronger markets for culture;
 - Working with young people (under 25) to formulate their best way to interact with the Alliance and hold it to account, and ensure their input into programming, curation, participation and delivery; undertake this work in a creative, artist-led manner which reflects the work to date in being outcome focused, creating new art and connected to their immediate concerns. Implement the outcomes of this project;
 - (Re)creating a network of heritage attractions to work together on promotion and marketing, to include a proactive approach to intangible and oral heritage. Ensure a strong relationship between arts (contemporary practice) and heritage assets and activities. This network to embed a robust approach to profiling and collecting heritage assets from newer and more diverse communities, and working with those communities to build audiences;
 - Working with festivals to encourage participation and co-production across cultures and communities and increase awareness and joy in the diversity of Peterborough;
 - Working with partners in health, care and education to maximise the benefits offered by cultural activity, from volunteering with a Friends group to performing

professionally, reducing reliance on other medical or other expensive, unsustainable interventions.

- 4.13 All these recommendations are essential elements to achieving the vision and objectives. Cabinet will particularly note the importance of a strong cultural leadership capacity for Peterborough, noted by a considerable majority of those consulted. This was expressed in the desire for coordination, an end to internal competition for audiences or resources, a strong voice for culture in Peterborough, the clear ambition to model and see diversity in Peterborough's leadership, additional gravitas in creating partnerships, particularly to bid for awards such as City/County of Culture and in supporting Peterborough's growth, and to develop shared systems to understand audiences and markets better.

There were also many comments about learning from the past, including concerns that a single body should not get dominated by large scale service provision (though it should have capacity for particular projects, to enable flexibility), be seen as truly independent from other providers or the Council, have some longevity of funding to begin with and build a resilient financial model for the future, and build on the strength among communities and practitioners in Peterborough.

The proposal to create a Peterborough Cultural Alliance directly responds to these issues. The Leadership Model paper sets out the model, which is strongly relationship based while creating a nimble, independent, transparent body to deliver the ambitions.

Cabinet will particularly note that the Cultural Alliance must not be seen as solely responsible for Peterborough's cultural ambitions. Its Board and staff team will be central players but will not be able to deliver if other partners and stakeholders do not also work towards the vision and objectives. The Council will have an important role in modelling and encouraging the collaborations required to build a new cultural ecology.

There are financial implications to establishing this body, addressed in para 9.1 below.

The best formal structure for the Alliance is still to be decided, and in particular whether it should be a Community Interest Company (CIC) or a charitable trust. The recruitment for a Chair for the Alliance is underway, and CSG consider that the decision should involve that person.

- 4.14 Scrutiny Committee has considered the development of the Cultural Strategy at two meetings and made the following points:

- *Community champions to be on the consultee list:* this has been actioned and community champions invited to comment. Some have done so through various channels;
- *Investigate Members' concerns regarding a perceived lack of interest from the Council towards the Peterborough Artists' Open Studios:* officers have not been sure of the origin of this concern; however, the comment has been an opportunity to remind members of the many cultural opportunities which exist in Peterborough (see the asset base) and the value of members' ongoing interest. So many cultural activities, including the Studios, have been reduced or suspended during the pandemic; from now and going into 2022, it is planned that members are more aware of opportunities – and that promoters, organisations and practitioners ensure members receive relevant material;
- *Include a list or register of cultural groups in the Strategy:* the asset base at Annex 1 provides such a list, categorised by type. Such a register is always only a snapshot in time; features of the register at this point in time are both that it is large, but that it could be even bigger as more cultural groups are being formed;
- *Track the changing perspectives of young people over the time of the strategy:* the proposed early programme for the new leadership body includes both building strong relationships with young people and establishing robust baselines for activity and aspirations;
- *How are the university, FE and schools being engaged?:* all have been closely involved in the development of the strategy both by individual discussions and through various networks. CSG sees it as essential that education organisations are closely involved;

- *Sorting out financing the delivery will be fundamental*: the paper on finance and the financial paragraphs below directly address this issue. CSG has been very clear, as officers were in discussion with the Scrutiny Committee, that there are financial challenges in achieving a resilient, vibrant cultural ecology in Peterborough and is making specific, multi-partner proposals to meet those challenges;
- *Clarity about 'City' or 'County' of Culture will be needed*: at the time of writing, this is still an ongoing conversation: see paragraph 5.7 below;
- *Theatres need to work together on a connected programme*: CSG and the theatres agree on the need to avoid intra-Peterborough competition and to build rather than divide audiences. Steps began in that direction between lockdowns, and there is strong general recognition that much greater awareness of venues' future plans would benefit the area. The new leadership body will prioritise this collaboration in its early work, as we emerge from lockdown to full operation;
- *It is crucial to ensure rural communities are involved*: rural communities have been identified as one of the three key priority communities in the Strategy and are in the early work programme of the new leadership body. Rural communities were also prioritised in the artists' work during consultation, resulting in a photographic study, a book and a large ceramic (see <https://peterboroughculturalstrategy.org.uk/kate-genever/> for more details);
- *The new leadership body needs to learn from the past, including mis-steps*: CSG has been very aware of this point, which is reflected in the paper at Appendix One and the specific proposals for the new Cultural Alliance;
- *Peterborough needs to find its cultural niche compared to other cities*: the Strategy strongly recommends a long-term collaborative marketing approach for Peterborough as a destination – whether for tourism, business, inward investment, students or residents. The Strategy identifies heritage, a growing, self-made cultural offer, vibrant and diverse communities, the young population, the unique landscape of the Fens and people's commitment to environmental resilience as key strengths. These both represent potential new markets and selling points in specific contexts.

4.15 In addition to the recommendations and comments from Scrutiny, the CSG has had detailed feedback from the Arts Council England (which co-funded the project) and Historic England with the Heritage Lottery Fund (important potential co-funders in the future). As a result of these comments, there are some nuanced changes to the recommendations considered by Scrutiny in September 2021:

- Making it explicit that the objectives form the core cultural investment principles for the future
- Emphasising the commitment to rural and isolated communities
- Highlighting the relationship with the Cambridgeshire and Peterborough Combined Authority (CPCA)
- Strengthening references to heritage as a key asset and work-programme priority
- Strengthening references to understanding the perceptions and ambitions of young people
- Adding a performance indicator to track skills gained through cultural participation.

4.16 The recommendations of the Cultural Strategy have been very much formed in partnership between the City Council, communities, practitioners and partners, and following wide consultation. The Strategy does not belong to the Council alone but to all those stakeholders. However, the Council, together with Arts Council England and other investors are crucial to the success of this Strategy and the opportunities it offers.

5. CONSULTATION

5.1 The Cultural Strategy Group has approached consultation as an ongoing conversation, rather than a set task. The open conversations set out in Phase 2 have both continued until now, as new groups are formed or get interested, as well as the structured explorations of Phase 3. It is time to move to specific recommendations and then to delivery, but the conversation about how people want Peterborough's creative ecology and rich heritage to flourish are far from over.

As set out above and on the website, the consultation has deliberately been very open. The process asked broad questions and tried to get in touch with a wide range of people who might want to comment. Many conversations are still going on; the CSG has been clear that this is a continuing journey of engagement and debate.

5.2 Nearly every element of consultation was conducted remotely via video-links and telephones and for almost the entirety of Phases 1 and 2 Peterborough was in Covid Tier 3, 4 or English lockdown. This created some challenges, but CSG made the best range of contacts possible in the circumstances. Indeed, some discussions were easier because of the situation: people were happy to discuss matters via Zoom because no travel time was involved, and it was often easier to participate in network discussions. Digital poverty and inability to access cyber-resources remains a significant concern but the experience of the consultation has also shown up new avenues for discussion and inclusion.

5.3 CSG has been particularly helped by people who organised network meetings or invited CSG members to their events. This meant many more people were involved:

- Community champions networks
- Connect Group Peterborough
- Consequences Drawing Project
- The Culture Forum (three specific discussions so far)
- Digital People in Peterborough
- Disability Peterborough
- PHACE Peterborough Cultural Partnership for Children and Young People (four meetings with teachers and managing the targeted consultation with young people)
- Historic England
- Metal Emerging Artists Network
- Must Farm Advisory Group
- Peterborough Citizens UK
- Peterborough Presents (using the material from the 4 Big Discussions)
- Peterborough Youth Voice

5.4 The following table sets out the people and organisations consulted so far, including a weblink where available. Members of the Cultural Steering Group are listed first, so people can see who they are. Other organisations involved are listed in alphabetical order. This table is available on the website, and new consultees are added as they participate.

Organisation	URL
Arts Council England	https://www.artscouncil.org.uk
Jumped Up Theatre	https://jumpeduptheatre.com/culture-forum
Metal	http://www.metalculture.com/about-us/peterborough/
Nene Park Trust	https://www.nenepark.org.uk
Peterborough City Council	https://www.peterborough.gov.uk
City Culture Peterborough	https://cityculturepeterborough.org.uk/
PHACE Peterborough Cultural Partnership for Children and Young People	http://www.phace.co.uk/
62 Gladstone Street	https://62gladstonestreet.co.uk
Anglia Ruskin University Peterborough	https://bit.ly/3sYiQJA
City College Peterborough	https://www.citycollegepeterborough.ac.uk
Community Champions	
Connect Group Peterborough	
Cresset Theatre	https://www.cresset.co.uk
Digital People in Peterborough	https://mydpi.com
Disability Peterborough	https://www.disabilitypeterborough.org

Djiboart	http://www.djiboart.co.uk
Eastern Angles	https://easternangles.co.uk
Flag Fen and Must Farm Advisory Board	https://dev.peterborougharchaeology.org/peterborough-archaeological-sites/must-farm/
Hindu Community Association	https://bharathindusamaj.co.uk/
Historic England	https://historicengland.org.uk
John Clare Countryside Project	http://langdyke.org.uk/projects/john-clare-vision/
Kindred Drama	https://www.kindreddrama.com
Living Well	https://bit.ly/3c4obZf
Met Lounge	https://www.facebook.com/TheMetLounge/
New Theatre	https://www.newtheatre-peterborough.com
Opportunity Peterborough	https://www.opportunitypeterborough.co.uk
Peterborough Cathedral	https://www.peterborough-cathedral.org.uk
Peterborough Citizens UK	https://www.citizensuk.org/chapters/peterborough/
Peterborough College	https://www.peterborough.ac.uk
Peterborough Lithuanian Community Švyturys (Lighthouse)	https://www.facebook.com/Svyturys-Peterborough-736054243170796
Peterborough Music Hub	https://peterboroughmusicclub.org.uk/
Peterborough Positive (leading the Business Improvement District BID)	http://www.peterboroughpositive.co.uk
Peterborough Presents	https://www.peterboroughpresents.org
Peterborough Youth Voice	https://bit.ly/3bobfOR
Queensgate Shopping Centre	https://www.queensgate-shopping.co.uk
Thorpe Hall	https://www.sueryder.org/how-we-can-help/sue-ryder-thorpe-hall-hospice
Tricolor Associates	https://tricolorassociates.co.uk/profile/nicola-power/
Visitor Information Centre (PCC)	https://www.visitpeterborough.com
YMCA Trinity Group	https://ymcatrinitygroup.org.uk

5.5 From May onwards, as the results of Phase 2 were analysed, CSG focused on a range of specific questions and communities to understand more details. The Group undertook the following additional consultation:

- Targeted creative consultation, led by a spoken word artist and a cultural education specialist, with young people on their visions for culture
- 5 artists commissions enabling more creative and reflective engagement with specific communities around questions of heritage, celebration and priorities. These practitioners, led by artist Kate Genever, have worked with young people, South Asian women, rural communities, and networks in Black and Lithuanian communities. Topics have included bereavement, heritage, walking, exclusion, representation, connection, language. The commissions have been presented to CSG and will be further publicised via a window exhibition in the new centre at the Vine
- Emerging work on Visit Peterborough and a model of creating further content from cultural partners
- Developing work with heritage organisations to seek a new set of connections
- The business and practitioner networks developed as the steering group for the Café Culture Street Animation Programme (funded with Welcome Back money), which is both informing the recommendations and is informed by work so far
- the intense phase of work on the proposed Expression of Interest for County of Culture
- Further research on other places, especially around cultural leadership models

These elements, especially the commissions and the enhanced networking on Café Culture, have put into practice many of the values expressed in the slide deck that came from Phase 1.

The website showcases the outcomes of the commissions and the results of the targeted consultation with young people.

5.6 The Steering Group has also reflected on lessons learnt during this process. These are reflected in the recommendations. Those relating specifically to consultation can be summarised as:

- Partnerships have grown in the pandemic and the new University will be a key player. Stakeholders want to work together on production, marketing and investment
- The Council is seen as a key partner but not always clear how it wishes to work with others; the journey facilitated by this process has been hugely useful in developing new forms of creative partnership
- Peterborough's leadership is often not diverse (being largely white and over 40). The people who can make decisions and are 'paid to be in the room' by their institutions fit that profile. Multiplying leadership requires payment whether to freelancers, students, or people who are unemployed. The Steering Group has committed to that principle, creating more diverse work e.g., on the Animation Steering Group, in the strategic consultation and in the proposed shape of the Cultural Alliance
- Consultation during lockdown has both advantages and challenges. The Cultural Alliance will aim to keep the benefits in the future, especially the flexibility of timing and opportunistic use of pre-existing networks (e.g., Disability Peterborough, Digital People). It made many conversations and follow-ups much easier. However, there is a real digital divide in the area and hybrid models are needed for future work
- Socially engaged artists produce focused work which encourages much deeper examination of possibilities, e.g., with rural communities or how artists can work with those who are recently bereaved. Such artists must also be well supported not to take the problems they identify as theirs to solve
- Many Peterborough people care passionately about the environment, offering both opportunities and outcomes
- Peterborough has a fantastic heritage offer, and many good creative practitioners. They need nurturing, network building and promotion, rather than having to leave to grow their careers

5.7 In late spring, the new Mayor of the Combined Authority explored the possibility of submitting an Expression of Interest for the UK government's City of Culture programme. DCMS had recently expanded eligibility to enable bids from local authority collaborations and include more rural areas.

Sarah Tanburn Associates was commissioned to develop this work, which meant that the outcomes of the strategic consultation informed the discussion. A wide range of conversations across Cambridgeshire and two online workshops were held in June and July. It became clear during this process that any such proposal should be County-wide, to enable levelling up cultural participation and investment from south to north of the Combined Authority area, that many agencies felt that partnership was not yet sufficiently robust to mount a credible bid, but that the appetite was undoubtedly there to work towards a strong proposal for the next round in 2029. The Combined Authority is understood to be considering this matter in November 2021, possibly with the proposal for a local 'season of culture' in 2024.

CSG welcomes this approach. A focus on such a bid will benefit new and current collaborations. It places cultural growth and skills at the heart of the CPCA's ambitions over a long period of time, and it will help Peterborough to achieve its strategic vision.

If the CPCA decides not to proceed with a proposal for a County of Culture, it will of course still be open to Peterborough to bid for City of Culture, and even to consider a partnership with neighbouring areas, such as Fenland. At the time of writing, these decisions are still unclear, and so the papers sometimes refer to County of Culture (reflecting the summer's discussions and the CPCA role) and sometimes City of Culture (as the government still calls it).

5.7 A major policy area such as this Cultural Strategy can always benefit from more consultation, although it can be seen that there has been a great deal of engagement. As stated above, it is time to move to delivery, and indeed many conversations have focused on the importance of visible change in programming, inclusion and leadership. The key recommendations facilitate ongoing commissioning and discussion about the role and nature of cultural development in Peterborough.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 A suite of performance indicators has been developed for the Cultural Strategy. It should be noted that these are not simply measures for the proposed Alliance. They are for the cultural ecology of Peterborough, intended to measure progress by the entire area towards the objectives and vision set out in this Cultural Strategy. (It is recommended that the new Alliance will set out specific indicators of their success – just as other partners will be expected by funders to show how their KPIs sit within this overall Strategy.)

A number of points about performance monitoring have been made by many participants:

- Keep it light touch – what do we really want/need to know?
- Don't make it a burden on stretched institutions and individuals
- Where bodies or practitioners are funded by the same funder (e.g., Arts Council England) use the same measurements whenever possible

These points are reflected in the suite of nine indicators proposed. Further work is underway, particularly on baselines, relationship to the emerging timetables and developing a strong Cultural Alliance to support collaboration.

Outcome	Performance Indicators	How measured	Frequency
Growing the cultural offer in Peterborough	Diversity in artists and events; range of types of activity offered; increased collaboration between organisations and individuals.	Existing material collated by Peterborough Cultural Alliance (PCA).	Annual review
Growing and diversifying audiences/markets for cultural activities in Peterborough	Intelligence, experience and data (quantitative and qualitative) from venues and production companies. Structured learning between partners about the information.	Existing material collated by PCA. Consider wider use of Audience Finder questions/data. Perceptions and experience of young people particularly important.	Annual review
Prepare a robust bid for City of Culture 2029	Shortlisted and win the title	Delivery (in line with any Business Plan agreed by the Combined Authority)	Annual review of progress. Big review 2026
Create resilient, effective, inclusive leadership for culture in Peterborough	Establish a Cultural Alliance able to deliver this Strategy and be that leadership	Establishment of Alliance. Inclusive Board. Trusted by stakeholders and funders.	Big review 2026 and 2031
Reputation of Peterborough internally and externally changes to fit the Vision 2030	Press coverage, visitor footfall at attractions, venues and hospitality, and views of residents	Improved quality and quantity of coverage	Big review 2026 and 2031
A diverse and resilient creative practitioner base in the city	More productions/exhibitions /events; greater investment in creative and heritage activities; range of people involved	Use of resources created in Asset Strategy and ongoing case studies	Big review 2026 and 2031
Align the cultural vision with environmental commitment to promote and respond to the need for sustainability and innovation	Peterborough meets UK ambitions for environmentally conscious cultural production.	Frequency and profile of specific events and commissions; quality of environmental management of cultural assets and cultural opportunities in open spaces.	Big review 2026 and 2031
Continued and improved investment in culture in the city	Income from all sources: commercial, private investment, philanthropic and public, across capital and revenue. Partnerships across sectors.	Known investment and commercial income where possible	Annual review, enabling ongoing transparency and strategic alignment
Growth in skills level among young and	Enhancing the level of creative skills as percentage of	Using CPCA information	Annual

working age population	qualifications; use of cultural experience to deliver skills gaps across CPCA area; Peterborough creative and customer facing skills to match those across CPCA		
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7. REASON FOR THE RECOMMENDATION

7.1 The recommendations are made following intensive consultation, discussions with investors and research with both practitioners and audiences. The stated objectives of the Strategy are closely linked to Peterborough’s ambitions for growth and quality of life. The Communities Scrutiny Committee agreed to recommend the Strategy to Cabinet for its endorsement ahead of formal approval at Full Council.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 Three alternative options have been considered:

<i>Option</i>	<i>Comment</i>
Do nothing	Peterborough’s growth and the impact of the pandemic both promote and give rise to community and strategic priorities for culture. Doing nothing is obviously one option: much cultural activity is not a statutory duty. However, there are many committed and active partners who not only wish to see a higher profile but see creative and heritage activity as a way to addressing key challenges, from mental wellbeing to attracting investment.
Focus council attention only on statutory functions	From the authority’s position the only statutory cultural function is the library service (though not the provision of any specific buildings). In theory it would be possible to close all heritage and theatre activity and step away from participation in cultural partnership activity. This would sacrifice the opportunities both for partnership and associated investment, but the opportunities for cultural solutions to complex problems as typified by the Peterborough Presents Loneliness Project or the Festival of Thanks programmed for Nene Park next year.
Council only leadership of strategic activity and decision-making	This is sometimes seen as the default model, where the Council has the democratic legitimacy and a significant proportion of the major strategic assets. In Peterborough, a young, fast-growing and diverse area, this is seen as inadequate to reach the real potential of culture to enhance people’s lives economically, socially and culturally. Peterborough enjoys a wealth of voluntary cultural activity but lacks a clear infrastructure to grow the professional and economic benefits. No local authority alone can deliver those opportunities or investment and so resilient and inclusive partnership has been seen as the main way forward. The Alliance is a direct response to these conclusions from the Strategy consultation and research.

9. IMPLICATIONS

9.1 Financial Implications

9.1.1 The report sets out a range of potential financial implications, including direct implications (e.g., the potential need for investment into cultural activity and infrastructure), as well as indirect implications (e.g., the widespread economic benefits to Peterborough to be realised through this strategy).

Potential investments required throughout the life of the strategy will be subject to individual business cases.

9.1.2 Cabinet will be aware that many funders, from all sectors, expect to see local authority commitment as part of an overall funding strategy. This recognised in the paper on resources to be found on the website. The Strategy emphasises two other key points:

- Financing cultural investment should be seen as a mixed economy. Alongside public sector support, cultural projects and bodies need to develop funding based on commercial opportunities (eg ticket sales); private sector investment (including sponsorship and naming rights) and philanthropic support from trusts and foundations. The cultural sector is generally very strong at leveraging such diverse funding streams, but many organisations in Peterborough could be stronger at seeking charitable or private sector funding;
- Longevity of support is crucial to developing cultural resilience and robust leadership; the annual scramble for funding is labour intensive and often stops strategic development in its tracks as 'new' ideas and short term projects are called for.

9.1.3 With these considerations in mind CSG has developed a three prong approach to cultural investment:

- Core investment principles to inform future proposals for funding, rooted in the Strategy's vision and objectives;
- A demonstrator programme, rooted in collaboration and the strategic values, to enable many partners in the area to learn and practice new ways of working and developing new audiences;
- A three year budget for the Cultural Alliance with a specific structure and priorities emerging from the consultation and funder feedback.

Developing the demonstrator programme is an immediate project and will form a financial proposition to Arts Council England and other funders. It is intended to also reflect the opportunities created both by the government's Levelling Up funding streams and the ACE identification of Peterborough as a priority place.

9.1.4 The proposed three year budget for the Cultural Alliance is contained in the paper at Appendix One, summarised as

Spend	2022/23	23/24	24/25	Total
Director	70000	70000	70000	210000
2 FTE equivalent	50000	60000	60000	170000
Employers contributions	20400	22100	22100	64600
Governance & participation	10000	10000	10000	30000
Small commissioning budget	10000	10000	10000	30000
Communications	5000	5000	5000	15000
Yr 1 fundraising, advertising & formal establishment	10000	0	0	10000
Totals	175400	177100	177100	529600

The Cultural Strategy Group has explored this budget in detail with officers and the Arts Council and are satisfied it represents a realistic proposal as a preliminary budget, which might be augmented by additional projects. A key part of the work of the PCA will be to develop its own long term financial resilience, including exploring creating a specific investment trust, relationships with commercial sponsors and growing inward investment in cultural infrastructure. The acute constraints on public funding are well understood.

9.1.5 It is proposed that the Council explores funding opportunities as part of its ongoing financial sustainability work, including for example from the Community Infrastructure Levy fund under its Community and Leisure provision, to enable the establishment of the Cultural Alliance and assist with leverage of funding from other public bodies.

9.1.6 The new Alliance is intended to start work before it is necessarily formally constituted. CSG is exploring the best host organisation in the interim, with a particular focus on both efficiency and independence as well as awaiting confirmation of funding timelines from ACE and others. This report therefore recommends delegation on the final procedural decisions on this expenditure to the Service Director: Communities & Partnerships, in consultation with the Deputy Leader and the Chief Finance Officer.

9.2 Legal Implications

9.2.1 There are no perceived direct legal implications from this report.

9.3 Equalities Implications

9.3.1 The process has put significant effort into both considering equalities priorities for the consultation and reviewing the outcomes. At the start of the process two groups sharing protected characteristics were identified as particular priorities for consideration: people from ethnic minority communities and young people (those under 25).

9.3.2 CSG recognised that Peterborough is a very diverse area, with over 35% of pupils speaking a language other than English and a wide range of communities who have settled since the second world war with the growth of the New Town. However, the leadership of many cultural organisations (including those on the CSG) is visibly almost exclusively white and there are few people from ethnic minorities involved in programming or curation. The tangible heritage assets, from pictures on the museum's walls to the Cathedral, are focused on particular periods and communities and there is little collection or profile for oral or other intangible heritage of the newer communities.

The pandemic has had a disproportionate effect on many ethnic minorities, in both health and economic outcomes. These issues are reflected throughout the process including:

- The design of consultation, especially in Phase 3
- The approach to a new leadership body, and the efforts to ensure more diversity in emerging groups such as the Animation Steering Group
- The recommendation to value time by paying freelancers/students/volunteers for their participation; without this approach inclusion can only ever remain possible for those already paid to be 'in the room'
- Exploring more responsive and inclusive programming and curation with venues, cultural producers and heritage attractions

9.3.3 Peterborough has long acknowledged a cultural deficit for young people. There is no central arts centre, and that is not necessarily what people want. However, it is clear that young people do feel excluded from venues that exist, not seeing events or exhibitions which reflect their interests or concerns. In addition, there is strong evidence of the impact of the pandemic on young people: it has come at a crucial point in their lives and is therefore likely to adversely affect their prospects in the long term. Impacts are likely to last 10+ years, and the younger generation are disproportionately affected.

CSG has not looked separately at looked after children or care leavers as an important subset of young people. However, it is recognised that this group face specific challenges, e.g., around settling into adult life, and that cultural interventions can help, e.g., through creative work on managing finances or making career choices.

CSG has therefore made specific efforts to work with young people on their ambitions and visions for arts and heritage and the results of those discussions are reflected in the recommendations, including

- The recommendation to value time
- Inclusion of young people in the leadership arrangements
- Further work to develop a sounding board or programming panel
- Learning from the Fierce Talent project
- Strengthened relationships with educational institutions

- 9.3.4 Other protected characteristics have also been considered during the process. There has been particular recognition that the LGBTQ+ communities have undergone specific harassment and discrimination. Many older people and people with disabilities. have experienced isolation and additional hardships through the pandemic. Women have seen significant challenges through this period: the rise in domestic violence, difficulties in pregnancy and maternity care, increased insecure work in risky situations and (possibly) long-Covid are having a disproportionate impact on this group. Religion and belief are important routes to cultural expression and particular efforts have been made to reach people through these communities.

The proposed Cultural Alliance will have a particular responsibility to foster inclusion and good relationships between communities. This should be reflected in the make-up of the Alliance, its commissioning and its work with partners to monitor audiences and participation.

9.4 Rural Implications

- 9.4.1 A key finding of the consultation process was that Peterborough residents living in rural parts of the Unitary Authority felt strongly that they are ignored and discounted in the development of policy and the cultural services. The commission by Kate Genever highlighted this. This concern was also acknowledged during the discussions concerning a bid for City of Culture 2024, when the experiences and contributions of rural areas were seen as central to success in the levelling up programmes.

This recognition is closely tied to the importance of environmental campaigning, behaviour change and responses to the climate crisis (see para 9.5), which featured in consultation responses. The rural parts of Peterborough are significantly affected by climate change and population development, and the agricultural economy is innovative in its responses. Recommendations include ensuring any City of Culture Bid reflects the heritage and future of the unique Fens landscape. Access to open spaces, support to village halls and partnering schools with Council farms are also being explored.

9.5 Carbon Impact Assessment

- 9.5.1 The assessment tool does not yield any direct, quantifiable impacts, positive or negative, for the Council's operations. However, there are a number of elements in the Strategy which promote better and good environmental practice. These include:

- Reviewing buildings, in any ownership, for their biodiversity and habitat benefit, as well as seeking ways to reduce their carbon footprint
- Working with Julie's Bicycle to assess the environmental impact of interventions
- Promoting and supporting events, such as the Festival of Thanks, with a strong environmental theme, and enhancing climate-related work through commissioning
- Working with partners on a City of Culture Bid to keep the fragile landscape of the Fens at the heart of the programme
- Using museum collections and other heritage assets to promote environmental awareness

Overall, it should be noted that the Peterborough audience has a strong tendency to travel for culture, to London, Stamford and Cambridge in particular. The Strategy therefore welcomes the express intention to promote West End theatre to a Peterborough audience from the New Theatre. All promotion which encourages the local audience to stay local will reduce their carbon footprint.

10. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 10.1 The documents and materials generated during the development of the Cultural Strategy are available at www.peterboroughculturalstrategy.org.uk

Other background documents are:

Agenda the New Cultural Leadership by Debbie Taylor, Mslexia Summer 2019
Cambridgeshire & Peterborough Independent Economic Review (CPIER) Final Report
September 2018

Cultural Cities Enquiry: Enriching UK Cities by smart Investment in Culture
Cultural Cities Recovery

For the City's Sake: Young Black, Asian and minority Ethnic Voices from Peterborough
Levelling up our communities: proposals for a new social covenant: Danny Kruger MP,
September 2020

Multiplying Leadership in Creative Communities by Mark Robinson for CPP 2019

Peterborough Cultural Strategy 2015-2020

Peterborough Heritage Service Audience Development Plan

Peterborough Investment Plan

Power to the Next Generation: Clore Leadership Emerging Futures 2020 Report

11. APPENDICES

11.1 APPENDIX ONE: Peterborough Cultural Alliance – the leadership model