



WMCA Investment Board

Date	19 June 2023
Report title	Commonwealth Games Legacy Fund WMCA Culture Programme
Portfolio Lead	Cllr Patrick Harley, Portfolio Holder for Digital & Culture
Accountable Chief Executive	Laura Shoaf, Chief Executive, WMCA
Accountable Employee	Ed Cox, Executive Director - Strategy, Integration and Net Zero
Report has been considered by	WMCA Investment Panel (22 May 2023) WMCA Cultural Leadership Board

Recommendation(s) for action or decision:*

The Investment Board is recommended to:

- (1) Endorse the proposed allocation of £4.1m to deliver the Culture and Heritage pillar of the Commonwealth Games Legacy Enhancement Fund (CWGLEF) as outlined in the SAF Programme Business case.
- (2) Note the recently secured match funding as outlined in the restricted Appendix A

1. Purpose*

Delivery of the culture and heritage pillar of the CWG Legacy Enhancement Fund (CWGLEF) allocated for WMCA delivery from DMCS. Total funding available is £4.1 million (100% revenue) to be delivered over the next two financial years, i.e. 2023/24 and 2024/25. A minimum of £1.3m will be for the direct benefit of constituent Local Authorities, i.e. double-devolved, with allocations set for Local Authorities or funding set aside for local capacity building. The overall objective is to deliver a series of revenue-based interventions across four missions to address regional challenges (e.g. cultural engagement, cultural infrastructure, sector resilience) and take advantage of key opportunities, in addition to creating a strategic regional framework for heritage & culture.

2. Background*

The Birmingham XXII Commonwealth Games included the Birmingham 2022 Festival, a £12million, six-month cultural programme between March – October 2022. This festival provided an opportunity to champion and highlight the region's arts and cultural sector, as well as embrace the region's heritage, diverse communities and special identity. It created a long overdue opportunity to showcase the region's creativity on a global stage and develop our international profile.

The purpose of the legacy strand is to build on this work and the focus will be on activities that:

- Deliver longer-term benefits and lead to improved resilience of the cultural sector,
- Deliver benefits across the whole WMCA geography,
- Secure more investment for the region going forward,
- Better embed culture into other policy areas (e.g. skills),
- Incorporate relevant learning from the CWG cultural programme.

The focus of this programme is primarily on arts (performing arts, artistic creation), crafts, libraries, heritage, photography, museums & galleries and cultural education. It does not include sports or activities linked to 'culture' in the anthropological sense. However, there is likely to be some overlap with the wider creative industries and other sectors such as tourism.

The WMCA Cultural Policy team, in partnership with the WMCA Cultural Leadership Board and WMCA Cultural Officers Group has therefore done further work to analyse the best use for this investment. This work has then, together with relevant data and evidence, informed the development of a Programme Business Case for delivery.

3. Strategic Aims and Objectives

WMCA is well placed to lead the regional culture legacy as it has already developed strategic regional approaches to ensure culture plays a key role in inclusive growth. The creative sector is also identified as one of the priority sectors in Plan for Growth, and a new formal partnership with Government Arm's Length Bodies (ALBs) as part of the Devolution Deal also provides strong strategic alignment. The programme will also align with other areas of work and investment such as Skills, Regeneration, Economy and Inclusive Growth.

Delivery is focused on four key mission pillars (orange column), derived through the WMCA objectives for culture and specific CWG objectives:

WMCA OBJECTIVES		MISSION		CWG PILLAR
Participation – Making sure that all our communities realise the benefits of culture (wellbeing, quality of life, cohesion)	→	1. Cultural engagement, communities & social value WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Audiences are more representative of the regions communities regularly attend and participate in cultural activities. Increased levels of understanding and respect among different groups and levels of participation in the community
Placemaking – Harness culture’s potential to transform our cities, towns and local centres through unique experiences, a thriving night-time economy and defining the identity of a place	→	2. Civic pride, placemaking & cultural infrastructure WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Increased feelings of civic pride in Birmingham and the West Midlands region
Business Development – Support the cultural sector to grow and recover after Covid-19, strengthening regional networks and building resilience	→	3. Futureproofing our cultural sector WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Increase in the diversity, capacity and skills of cultural workforce – leading to a stronger, more resilient cultural sector in the region
Promotion – Use our major cultural events and diverse cultural institutions to position the West Midlands as the best place to work, live, visit, and invest	→	4. Globally connected West Midlands cultural sector WMT SPECIAL FOCUS ON DIVERSITY, EQUALITY AND INCLUSION	←	Enhanced global perception of the UK, city and region as a investment and visitor location – leading to increased visitors, investment and attraction of major events

MISSION		IMPACT
1. Cultural engagement, communities & social value	→	All our residents have the opportunity to engage with a relevant creative & heritage offer.
2. Civic pride, placemaking & cultural infrastructure	→	High levels of civic pride and community cohesion through high quality cultural & heritage infrastructure, particularly in places that have had less investment in the past.
3. Futureproofing our cultural sector	→	A stronger, more representative and resilient cultural sector.
4. Globally connected West Midlands cultural sector	→	West Midlands cultural sector has a high profile internationally, with significant cultural exports & partnerships.

The **overall objective** is to deliver a series of revenue-based interventions across the four missions, in addition to a strategic regional framework for heritage & culture.

The specific objectives are:

1. Development of strategic frameworks for culture & heritage creating focused regional priorities and increasing the ability to attract further investment. This will include:
 - Key frameworks for culture & heritage
 - Regional cultural infrastructure plan
 - Strategic regional skills plan for culture & heritage
 - Social prescribing plan & pilots in collaboration with NHS
 2. Increasing cultural engagement, community cohesion, and social value through interventions that create more opportunities for residents to engage with a relevant and co-created cultural offer. This will include:
 - Legacy co-commissions with specific focus on creating opportunities for diverse communities and smaller cultural & heritage organisations.
 - Audience research to support all cultural organisations and LA's to plan activity
 - Talent development opportunities particularly for children & young people from disadvantaged backgrounds
 3. Increasing civic pride and supporting culture-led regeneration, including high streets and existing cultural infrastructure. This will be delivered through Local Authorities to create flexible responses to meet specific needs, in collaboration with local communities. And it will support the region's ability to secure future capital investment through feasibility studies. This will include:
 - Place-based initiatives to activate high streets, with particular focus on areas with high levels of deprivation and limited opportunities for cultural participation.
 - Support for feasibility and capital works with a focus on community cultural infrastructure and heritage.
 - Developing a pipeline of culture & heritage projects at regional level and strategic interventions to support long-term management and resilience of projects.
 4. Increasing the resilience of the West Midlands cultural sector and creative freelancers. This will be achieved through interventions focusing on regional level skills development and bespoke business support. This will include:
 - Sector skills development programme, creating better opportunities to entry the sector and addressing key skills gaps. Specific focus on diversifying the workforce and leadership of cultural organisations, as well as supporting freelancers. This activity will be completed by the Skills funding already allocated to WMCA – with the CWG Legacy Funding parts used for activities essential for the cultural sector but not possible to fund through the existing Skills funding. (e.g. work placement support)
 - Providing targeted support for cultural businesses and freelancers through business support interventions. There is a possibility to complement this offer through the UKSPF provision, through e.g. creation of specific skills hub account managers for cultural & creative sector.
- Ensuring the West Midlands cultural sector is globally connected and to develop new business opportunities. This will be achieved through interventions focusing on international partnerships and business development. This will include small grant

programme to enable creatives to showcase their work in international trade shows and to maintain international partnerships created through Festival 2022.

The programme supports inclusive growth by leveraging both economic and social value from procurement spend through regional supply chains, as well as direct social value benefits through culture to residents. Interventions linked to built environment have potential to contribute towards WMCA's 2041 carbon neutrality target.

4. Delivery

Key parts of the programme are outlined below, together with key outputs. Given the detailed design of some of the interventions is still ongoing, it is not possible to provide more detailed estimates of outputs at this point in time.

Objective	Activity	Outputs
Development of strategic regional frameworks for culture & heritage	<p>Creating initial strategy framework documents for culture & heritage for Jul 2023 WMCA Board.</p> <p>2 x accompanying delivery plans created by 31 Oct 2023</p> <p>Cultural infrastructure plan created by 30 Sep 2023.</p> <p>Sector skills plan created by 30 Sep 2023.</p> <p>These activities will be primarily managed by WMCA, with some activities being procured (e.g. collating information and evidence)</p>	<p>1 culture strategy document & 1 x delivery plan</p> <p>1 heritage strategy document & 1 x delivery plan</p> <p>Regional cultural infrastructure plan</p> <p>Regional skills plan</p>
Increase cultural engagement, community cohesion and social value generation through culture	<p>Locally delivered devolved grants for creative commissions allocated by 31 Dec 2023. Focus on co-creation with communities. WMCA monitoring grant delivery with activity completed by 28 Feb 2025.</p> <p>Social prescribing plan completed 1 Apr 2024 with minimum 1 pilot and sharing event completed by 31 Oct 2024. This activity will be delivered by WMCA in partnership with key stakeholders such as NHS.</p> <p>Update of place profiler completed through tendered work by 31 Jan 2024. This activity will be procured to an external provider.</p> <p>A dedicated Legacy Talent Fund to support children and young people across the WMCA area. This activity is likely to be procured to an external party/parties.</p>	<p>A minimum of 7 grants of £100,000 allocated to constituent Local Authorities resulting in minimum of 7 bigger creative commissions or series of activities with a focus on co-creation with the cultural sector and local communities.</p> <p>Social prescribing plan and minimum one pilot programme, a minimum of one sharing event.</p> <p>Updated Place Profiler database for cultural sector organisations to use to support audience engagement activity.</p> <p>Estimated minimum of 20 grants or bursaries awarded by 31 Jan 2025 as part of Legacy Talent Fund.</p>
Supporting the development of the region's cultural infrastructure to increase	Locally delivered devolved grants for place-based activities allocated by 31 Dec 2023. Focus on high street	A minimum of 7 grants of £85,000 allocated to constituent Local Authorities resulting in place-based activities focused on community cohesion, pride

<p>civic pride and maximise the role of culture & heritage in placemaking and vibrant high streets</p>	<p>regeneration, cultural action zones and other place-based culture & heritage initiatives. WMCA monitoring grant delivery with activity completed by 28 Feb 2025.</p>	<p>of place, high street reanimation and improved infrastructure.</p>
<p>Targeted programme of skills, workforce and business support to ensure our cultural and heritage sectors can grow and prosper</p>	<p>WMCA commissioning and delivering a series of skills interventions (with no duplication of WMCA skills funds), such as provision of work placements, leadership training, support for freelancers and bespoke business support. Full suite of interventions designed by 31 Oct 2023 and delivery and evaluation completed by Feb 2025.</p>	<p>A suite of skills interventions as identified in the regional skills plan to be developed as the starting point. Potential activities to include:</p> <ul style="list-style-type: none"> • Support for work placements to aid talent retention and entry to sector, with focus on current skills gaps. • Support for apprenticeships where this is evidenced and cannot be supported through existing WMCA funding. • Special programme of interventions for cultural sector freelancers including mentoring, coaching, practical training provision and training bursaries. • General sector training programme (similar to Creative Scale Up programme) with tailored training offer and peer to peer support. • Expansion of Future Accelerator pilot programme to support diverse leadership. • Development of other skill support and information sharing, including creation of careers champions and work with education sector. <p>It is not possible to provide an accurate estimate of number of beneficiaries, but this is estimated to be over 200.</p> <p>A suite of tailored business programme with a focus on identifies sector needs (similar to Creative Scale Up programme). It is not possible to provide an accurate estimate of number of businesses benefiting, but the programme will deliver estimated minimum of 125 training sessions. Businesses will be referred through key stakeholder groups such as WMCA Cultural Leadership Board, WMCA Cultural Officers Group, sector networks, WMGC, key funders such as Arts Council England, NLHF, Historic England, NLCF, as well as existing business networks such as BIDs of Chambers. Universities will also be approached particularly for start-ups and emerging organisations. Existing networks developed for delivery of e.g. Creative Scale Up programme, WMCA Cultural & Creative Social Enterprise Pilot programme will also be utilised.</p>

<p>Enabling the West Midlands cultural sector to raise its regional and international profile, and secure new business opportunities.</p>	<p>A specific grant programme to support international cultural exchange and business development, with a specific focus on Commonwealth Games partnership continuation. Grant programme design is currently taking place and delivery should be completed by Feb 2025. This activity will be delivered by WMCA.</p> <p>Delivery of international 2-day cultural conference together with key regional & national partners to share learning from CWG and other major events, as well as raise the profile of the region. This activity will be managed and coordinated by WMCA.</p>	<p>WMCA to award/procure to be awarded a minimum of 15 grants to support international working and collaborations. This activity has potential to also link with WMGC activities on e.g. trade missions.</p> <p>A 2-day international cultural conference estimated minimum delegates 700. Delivered by end of June 2024.</p>
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Alignment with other delivery areas will be scoped, especially for the tourism and international activities for WMGC. The Culture team already now have monthly update sessions with WMGC to ensure alignment and opportunities to maximise investment. Discussions with WMCA skills team are already taking place on development of the skills plan and to avoid overlaps between existing funding. Similar conversations will be scheduled across delivery areas in the near future once the required resource is in place, with specialist roles being recruited.

The delivery timelines will be designed to ensure all activity will be completed by December 2024, with evaluation completed by February 2025. The restrictions on the timeline will be considered in programme design across the programme, together with resource allocation. Project timelines include contingencies to up to 6 weeks to mitigate against any service-related risks or changes. These will be monitored through the assurance processes and significant changes will be taken through the WMCA Change Control Process. Each delivery strand budget will include a 5% contingency element that is built into the programme and not expended until a point when the outcomes and outputs from the delivery strand are secured, with no need for mitigating steps identified. This will be monitored through the Programme Board and team meetings. Where more significant changes are identified due to e.g. unexpected external factors, this would trigger a change request approved by the Programme Board and then following the normal WMCA SAF processes. Risks will be monitored through programme specific risk assessments, as well as SINZ Directorate Risk Registers.

The programme will be delivered by a dedicated specialist team with both existing full-time roles (Senior Policy Officer, Culture and Projects & Marketing Officer) as well as a dedicated team of fixed term roles currently being recruited (Cultural Infrastructure Development Manager, Policy Officer, Grant Manager and Procurement & Project Manager). The programme will also benefit from additional resource from a newly developed WMCA Head of Culture, Creative Industries & Digital post, which is funded outside this programme, but will also provide escalation for any HR issues.

For grant programmes, specific criteria will be developed to ensure desired outcomes and fair distribution of funding. For devolved grants, specific criteria will be linked to the theme of the fund, which will include specific deliverables and evaluation criteria for:

- Engagement and participation levels
- Emphasis on co-creation
- Number of community assets
- Pride of place
- Number of interventions
- Number of creatives and creative organisations supported
- Ensuring investment benefits those most in need

5. Evaluation

The programme will be evaluated through a specially designed evaluation framework which will be using standardized economic and social value measures, together with culture sector specific measures (e.g. the West Midlands cultural engagement score).

Key evaluation outcomes and measures include:

OUTCOME	EXAMPLE MEASURES
<p>Audiences which are more representative of the regions communities regularly attend and participate in cultural activities. Increased levels of understanding and respect among different groups and levels of participation in the community.</p>	<p>Engagement with the creative and place making programmes (number of people, demographic profile, location data, socio-economic, number of volunteering opportunities, etc)</p>
<p>Increased feelings of civic pride in Birmingham and the West Midlands region.</p>	<p>As noted in e.g. the Levelling Up White Paper, survey-based measures are currently not developed enough to deliver robust results, and there are no other formal methods to measure pride in place.</p> <p>A proxy method will therefore need to be created linked specifically for the place-based programme elements, likely to be some type of community survey. It should however be noted that there is currently no comparative data available for pride of place.</p> <p>This can be combined with quantitative methods such as footfall estimates.</p>
<p>Diversity, capacity/skills of cultural sector workforce</p>	<p>Number of people benefiting from skills and business programmes</p> <p>Diversity of people benefiting from skills and business programmes.</p> <p>Number of programmes, training sessions and opportunities delivered</p> <p>Number of people securing new opportunities as result of the programme</p> <p>TOMs examples:</p>

	<ul style="list-style-type: none"> • NT7 RE8 FM13/Employability support for people over 24 • RE57/Gender balance in the workforce • RE58 RE58/Ethnic diversity in the workforce • FM16 FM16/Continuous Professional Development • NT9 RE11 FM17/Training opportunities
Social Value / Inclusive Growth Framework / Carbon Reduction	Range of TOMs such as: <ul style="list-style-type: none"> • NT29 RE33 FM56/ Volunteering for local community projects • NT18 RE22 FM29/Local supply chain spend Number of feasibility studies for cultural or heritage assets resulting in carbon reduction.

It is not possible to include a more detailed evaluation at this stage as this is still being developed as part of the programme design.

6. Financial Implications*

- 6.1. The total available from the CWG Legacy Fund for Culture is £4.1m revenue grant funding for 2 years (April 2023 to March 2025), subject to approval from Investment Board. The intended use of this is as follows:

	WMCA	Double-Devolved	Total
Regional Strategic Framework	50,000		50,000
Cultural engagement, communities & social value	147,000 min 497,000 max	700,000 min 1,050,000 max	1,197,000
Civic pride, placemaking & cultural infrastructure	14,000 min 519,918 max	600,000 min 1,105,918 max	1,119,918
Futureproofing our cultural sector	1,154,000		1,154,000
Globally connected West Midlands cultural sector	137,400		137,400
Programme administration allocation	441,682		441,682
Total *	1,944,082 min 2,800,000 max	1,300,000 min 2,155,918 max	4,100,000

* The figures above do not include the recently secured match funding as outlined in the restricted Appendix A

- A minimum of £1.3m will be double-devolved to the constituent Local Authorities, under the terms and conditions stipulated by DCMS.

- This figure could rise to £2.16m if all 7 constituent local authorities decide to take up the allocation (dependant upon their own internal capacity).
- The remaining amount (a minimum £1.94m and up to £2.80m) will be spent directly by WMCA as follows :
 - there is £362k associated with 4 new roles required to directly support this programme through to March 2025;
 - the remaining balance (a minimum £1.58m and up to £2.44m) will be utilised through a combination of external procurement as well as grant funding to the cultural sector, for delivery by March 2025.

6.2 The key risks concerning this programme relate to being able to quickly recruit the 4 additional staff to support the procurement and delivery, as soon as formal approval is given by Investment Board. The Culture team currently consists of 1 Senior Policy Officer, so the programme will not sufficiently progress until this recruitment is completed. There is a possibility of securing secondments from relevant Government Arm's Length Bodies which would help speed up the process and mitigate this risk.

6.3 WMCA anticipates notification of revenue grant funding from DCMS through Q1 23/24. However, as this business case will not be formally approved until June 23 Investment Board, any expenditure prior to this approval has been agreed and underwritten by WMCA's S.151 Officer. This approach was agreed at the CA Board meeting in March 23.

6.4 This business case includes a financial risk of c.£80k relating to Q1 expenditure, associated with delivery of the strategic framework which will influence the overall programme so requires prioritisation; the Mayor has also asked to be ready for the July Board. It also includes cultural feasibility which will inform our CWG delivery for place-based work, and will have a vital link to the DDD culture infrastructure fund capital works. Given the timeframe for getting capital projects implemented to minimise risks, it is deemed necessary to get this prioritised in the first quarter to support future delivery.

7. Legal Implications*

6.1 Legal will provide ongoing advice in relation to the delivery of the programme.

6.2 Legal will advise in relation to the grant funding agreement between WMCA and Department for Digital, Culture, Media and Sport, particularly assessing any conditions and obligations imposed on WMCA and the risks associated with entering into the funding agreement.

6.3 Legal will determine whether any conditions and obligations imposed on WMCA by virtue of the DCMS funding agreement will need to be passed on to Local Authority grant recipients in the subsequent back-to-back funding agreements and/or to other grant recipients via contracts or grant-funding agreements.

6.4 Legal will assess the application of any subsidy control considerations in relation to the use of the grant funding to deliver the programme.

8. Single Assurance Framework Implications

This programme will contribute towards inclusive growth and the outputs will provide various benefits to residents in the region. This includes helping improve community

cohesion as well as providing employment and development opportunities. This programme of work is a great opportunity to improve the international profile of the West Midlands cultural sector. A key risk highlighted in the Assurance and Appraisal reviews were around numerous job posts requiring recruitment and the impact to delivery timelines if there are any delays in the recruitment process. However, the project has confirmed that they have already commenced the recruitment process and that some roles could be secondments and the programme timelines have included flexibility to allow for any unforeseen challenges. There has also been oversight provided on the business case from Legal, Finance and Procurement SMEs.

Based on the above, Appraisal recommends that the business case is approved.

9. Equalities Implications

Delivery and distribution of the culture and heritage pillar of the CWG Legacy Enhancement Fund against the four key mission pillars (as set out in section 3) should reflect the diverse population of the West Midlands as per [regional Census data 2021](#), especially with regards to age, gender, ethnicity, disability, and sexual orientation. If the equalities element of the Inclusive Growth toolkit has not been considered, it should be extracted and included here. If not, it is recommended that a [Health and Equity Impact Assessment](#) should be carried out to assess the potential impact of the CWG LEF on communities in the West Midlands.

10. Inclusive Growth Implications

This project will target the following WMCA priorities:

1. Employment – through employment impacts for all the activities, with a specific focus on entry level roles. Employment opportunities will provide living wage or higher, including apprenticeships and paid work placements. The design of the programme will also consider making these opportunities as accessible as possible, especially for those from disadvantaged backgrounds. A specific leadership programme following [WMCA's Future Boards Accelerator](#) pilot programme will also provide opportunities for longer term change.
2. Skills – with especially the regional skills programme increasing the number of people benefiting from training opportunities, with a specific focus on those from disadvantaged backgrounds. This will also include soft skills and opportunities for freelancers which form up to 50% of the cultural sector workforce.
3. Business competitiveness and productivity – with especially the skills & business support programmes creating net additional jobs and supporting new businesses. This programme has also enabled us to secure additional support from Co-operatives UK to develop creative sector and freelancer co-operatives. We will also embed learning from the [WMCA Cultural & Creative Social Enterprise](#) pilot programme.
4. Land and environment – with particularly the place-based activities providing opportunities for local influence on development through co-creation. This will also include public realm and high street developments, which could include meanwhile spaces and bringing spaces back to public use. Environmental sustainability will be a key part of the project.

5. Health – with especially the elements focussing and arts and social prescribing developing innovation on early intervention tools, as well as improve the wellbeing for residents.

11. Geographical Area of Report's Implications

A minimum of £1.3m will be for the direct benefit of constituent Local Authorities. Non-constituent members have the opportunity to benefit from the wider programmes on skills, business support and international activities.

12. Other Implications

Procurement will work closely with our Policy & Public Affairs colleague, SINZ directorate. Proper procurement exercise(s) will be carried out if deemed necessary according to grant condition.

13. Schedule of Background Papers

1. Programme Business Case
2. Benefits Realisation Plan and Benefits Register/Theory of Change for the programme
3. Risk Management Strategy
4. Risk Register and Issue Log
5. Stakeholder and Communications Strategy
6. Programme Schedule
7. Change Management Strategy