

A close-up photograph of several pieces of colored chalk (red, orange, yellow, green) lying on a dark surface. Below each piece of chalk, a corresponding colored line has been drawn, showing the texture of the chalk and the surface. The lines are slightly irregular and have some white residue.

# London local government's support for arts and culture

a brief overview

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# Executive summary



## Background

This document gives an overview of London local government's support for arts and culture across different service areas, and starts to outline the impact and value of this support. It summarises initial findings from three elements of research:

- analysis of local authority budgets and spend on arts and culture
- a survey of borough arts and culture officers, and responses from regeneration and economic development officers to a subset of questions
- interviews with arts and culture officers representing a cross-section of London local government in terms of geography and political profile.

The findings are part of a bigger piece of research focussing on the value of London local government's wider contribution to the arts and culture sector, and to local authorities and the communities they serve. This research was agreed between Arts Council England (ACE) and the Chair and Culture Portfolio Holder of London Councils to inform how local authorities and ACE can work together to support and sustain the value of arts and culture in local communities. Further results from this research will be published later in the year, along with a set of recommendations.

## Context of local government support for arts and culture

London local government makes a major contribution to arts and culture provision in the capital. In the last financial year London's local authorities spent £220.5 million on arts and culture, representing a significant collective investment. Analysis of spend per head of population shows that London as a region and authority type spends more on arts and culture than other areas. London is also the region with the highest investment in ACE National Portfolio Organisations (NPOs) as a proportion of total revenue spend (24 per cent).

This is in the context of real financial pressures. By the end of the current spending review period, local government funding will have reduced by 17 per cent in real terms. In London, inflation, population and demographic changes, and expected government cuts means councils are likely to face a funding gap of £3.4 billion by 2020. This means London boroughs have faced difficult financial decisions in the last few years and will continue to do so. As most cultural services are non-statutory they have been hit harder than many other services. On average, councils' spend on cultural services in London has fallen in real terms by 24 per cent over the current spending round, while their investment in ACE NPOs fell by just under 20 per cent from 2010/11 to 2012/13.

However, this does not represent the full picture of London local government's investment in arts and culture. Councils continue to invest and carry out activities that support and value culture above and beyond what is defined as culture spend including:

- supporting arts and culture in education
- delivering cultural activities that relate to public health
- implementing culture-led regeneration programmes
- developing cultural and creative infrastructure.

As well as having dedicated culture budgets, local authorities are investing in arts and culture through other departmental budgets and in-kind support. They are also securing grants and sponsorship to support arts and culture activities, and are introducing artists and cultural organisations to internal and external commissioners.

## Culture and cross-cutting work

Through direct delivery, commissioning, and brokerage between arts and culture organisations, and schools, colleges, hospitals, care homes, housing associations and town centre management groups, councils are supporting arts and culture activities that contribute to cross-cutting work. Examples of this work are outlined below from the most extensive to the least extensive across London:

- **Supporting educational outcomes:** As well as enriching their lives, participation in structured arts activities improves young people's cognitive abilities, transferable skills and academic attainment. Recognising these benefits, two-thirds<sup>1</sup> of council arts and culture teams collaborate with children's services, and with schools, tertiary and higher education organisations. Collaborations result in a range of work, often jointly funded by different departments and by schools and colleges. This includes: curriculum enrichment activities; NEET prevention work; careers information, advice and guidance; and work to engage vulnerable and disadvantaged young people.
- **Supporting place-making and regeneration:** As awareness of the value of culture-led regeneration programmes grows, just under two thirds of council arts and culture teams in London are collaborating with regeneration colleagues on cultural provision. This includes: public realm improvements, including public art commissions; embedding cultural and creative business provision within new developments; and supporting cultural and creative uses of meanwhile spaces.

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<sup>1</sup> This figure and those that follow are based on responses to the survey of council officers

- **Improving mental and physical health:** Reflecting growing awareness of the potential health benefits of arts-based interventions, more than half of council arts and culture teams in London collaborate with public health colleagues, while just under a quarter collaborate with clinical commissioning groups. Initiatives include: books, arts and exercise on prescription programmes; health screenings and clinics held in libraries; reminiscence and object handling sessions in museums; and dance, music and visual arts workshops in association with mental health charities.
- **Engaging vulnerable residents:** As local government's social care responsibilities grow, the role that arts and culture can play in preventing and postponing the need for formal care is becoming more widely recognised. Just under half of council arts and culture teams collaborate with colleagues in adult social care to support vulnerable residents, while a third collaborate with housing associations, often to the same end. They deliver a wide range of arts projects, workshops and events to support those with learning and physical disabilities, older people at risk of social isolation, carers, homeless people, and recovering drug and alcohol users.
- **Supporting economic development:** Faced with changing consumption patterns, London's high streets have to diversify their offer to survive. Arts and culture have an important role to play in this. Just over 40 per cent of council arts and culture teams in London are collaborating with town centre management groups on projects ranging from joint festivals to the identification of work and performance space for cultural and creative organisations. Such collaborations benefit town centres through increased vibrancy and footfall, and benefit artists and creative businesses through commissions and access to work spaces.

There are many good examples of co-commissioning and partnership working between arts and culture teams, other departments and external organisations. However, this is often determined by where arts and culture sits within council structures and portfolios, and by relationships with individuals in schools and town centre management groups, which are increasingly moving outside local authority control. There is scope to extend partnership working further, embedding arts and culture across council departments' strategic plans, and strengthening links with external organisations. This requires:

- Greater support in evidencing the benefits of arts and culture activities for different policy areas, especially health and social care.
- Continued proactive work by officers and members to establish and extend partnership working with local organisations, including housing associations, care homes, schools, and town centre management organisations.
- Help for arts and culture officers and members to understand and capitalise on opportunities to support cultural provision through other council areas, such as the Community Infrastructure Levy (CIL), business rates relief and licensing policy. Many authorities are setting CIL priorities now, so this is particularly time critical.

## Supporting the arts and culture sector

As well as supporting arts and culture across service areas, local authorities provide considerable in-kind support to artists, cultural organisations and creative businesses:

- **Business support and capacity building:** Councils in London offer a range of business support to arts and culture organisations, including business planning and marketing support, as well as help developing project ideas and finding venues. More than half have also implemented initiatives to support creative businesses.
- **Access to free and affordable space:** The majority of councils (90 per cent) make their assets available as free or subsidised space for arts and culture organisations for everything from exhibitions and performances to rehearsals and administration. They offer long leases at peppercorn rents, subsidise short term hires, and offer space for free. Almost three quarters also support organisations to negotiate access to spaces owned by private landlords, and at least a third support pop up cultural activities and meanwhile use of space. Some also have policies in place to develop new cultural and creative spaces in partnership with developers or providers.
- **Licensing support:** One fifth of councils actively use licensing policy to support arts and culture activities, including waiving fees, and streamlining applications.

This support has significant monetary value to the beneficiaries, and a clear impact. It helps organisations establish partnerships, develop project ideas, find premises, become financially sustainable, and implement initiatives from arts trails and theatre productions, to craft markets and festivals. These activities enrich the creative and cultural offer in local areas, and often have a positive economic impact. They therefore benefit not only arts and culture organisations and creative businesses, but local communities as well, through increased quality of life and economic growth. As council budgets continue to come under pressure, recording these benefits is becoming increasingly important.

This is just a snapshot of local authority support for arts and culture in London. London Councils is doing further research, supported by ACE, to identify the value of this support for communities and the sector, and to explore how local government and ACE can work together to sustain this value in difficult financial times. The research is exploring how local authority contributions can be better quantified to provide a more comprehensive understanding of their role in supporting art and culture.

# Introduction



London local government makes a major contribution to arts and culture provision in the capital. In the last financial year London's local authorities spent £220.5 million on arts and culture, representing a significant collective investment. This is in the context of real financial pressures. By the end of the current spending review period, local government funding will have reduced by 17 per cent in real terms. In London, a combination of inflation, anticipated population and demographic changes, and expected government cuts means councils are likely to face a funding gap of £3.4 billion by 2020<sup>2</sup>.

This means London boroughs have faced difficult financial decisions in the last few years and will continue to do so. As most cultural services are non-statutory these have been hit proportionally harder than many other services. On average, borough spend on cultural services has fallen in real terms by 24 per cent over the course of the current spending round. However this does not represent the full picture of London local government's investment in arts and culture. Councils continue to make investments that support and value culture above and beyond what is defined as culture spend, such as:

- investing to support arts and culture through educational programmes
- delivering cultural activities that relate to public health
- implementing culture-led regeneration programmes
- developing cultural and creative infrastructure.

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<sup>2</sup> London Councils calculations

This document gives an overview of London local government's support for arts and culture across all services, and starts to outline the impact and value of this for local communities and councils, and for the arts and culture sector. Looking across arts and culture, covering combined arts, dance, digital arts, libraries, literature, music, museums, theatre and visual arts, it summarises initial findings from:

- **Analysis of local authority spend data:** London Councils' Fair Funding team and ACE's Research team analysed DCLG revenue spend data, HM Treasury Public Expenditure Spending Analysis and ACE data on investment in National Portfolio Organisations and Major Partner Museums.
- **A survey of borough officers:** Arts and culture officers from all local authorities in London responded to a wide-ranging survey on council support for arts and culture. Multiple responses from some councils resulted in 45 responses. Some economic development and regeneration and officers also responded to a subset of questions.
- **Interviews with arts and culture officers:** Interviews were conducted with arts and culture officers from 14 local authorities, representing a cross-section of London local government in terms of geography and political profile<sup>3</sup>.

The findings are part of a bigger piece of research focussing on the value of London local government's wider contribution to the arts and culture sector, and to local authorities and the communities they serve. This research was agreed between Arts Council England (ACE) and the Chair and Culture Portfolio Holder of London Councils to inform how local authorities and ACE can work together to support and sustain the value of arts and culture in local communities. Further results from this research will be published later in the year, along with a set of recommendations.

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<sup>3</sup> Six Labour, six Conservative, and one Liberal Democrat-controlled council; seven inner London and seven outer London authorities: Camden, City of London, Enfield, Harrow, Havering, Hillingdon, Islington, Kensington and Chelsea, Richmond, Southwark, Sutton, Waltham Forest, Wandsworth, Westminster.



# London local government spend on arts and culture

## 1. Overview

The following sections outline in more detail the financial situation facing local authorities and how this has affected their expenditure on arts and culture. In summary:

- Local government budgets have come under considerable pressure in recent years due to central government funding cuts of around 40 per cent.
- In London, the situation has been exacerbated by increasing demands on services stemming from changing demographics and faster population growth.
- The pressure on budgets has inevitably affected investment in arts and culture, with reductions in spending across the capital and across arts and culture services.
- However, London's local authorities remain significant investors in culture, spending £220.5 million in 2013/14.
- Their investment compares favourably with other parts of the country, representing 3 per cent of all local authority spending in London in 2013/14, in comparison with 2.2 per cent nationally.
- London is also the region with the highest investment in ACE National Portfolio Organisations as a proportion of total revenue spend (24 per cent).

## 2. Financial context

By the end of the current Spending Review period<sup>4</sup>, total local government spending power will have reduced by at least 17 per cent in real terms, with the main source of funding from government (formula funding) being cut by around 40 per cent. The 2013 Spending Round set out further reductions in core funding to London local government in 2015/16 of 16 per cent in real terms. The 2013 Autumn Statement outlined longer term reductions to overall public spending, which look set to continue until at least 2018/19. Local government is likely to continue to be disproportionately affected over this period.

In London, these funding reductions are set against rising demand in many service areas linked to changing demographics caused by faster population growth than in the rest of the country. If current trends in funding and demand continue, local government in London could face a funding gap of around £3.4 billion by the year 2020.

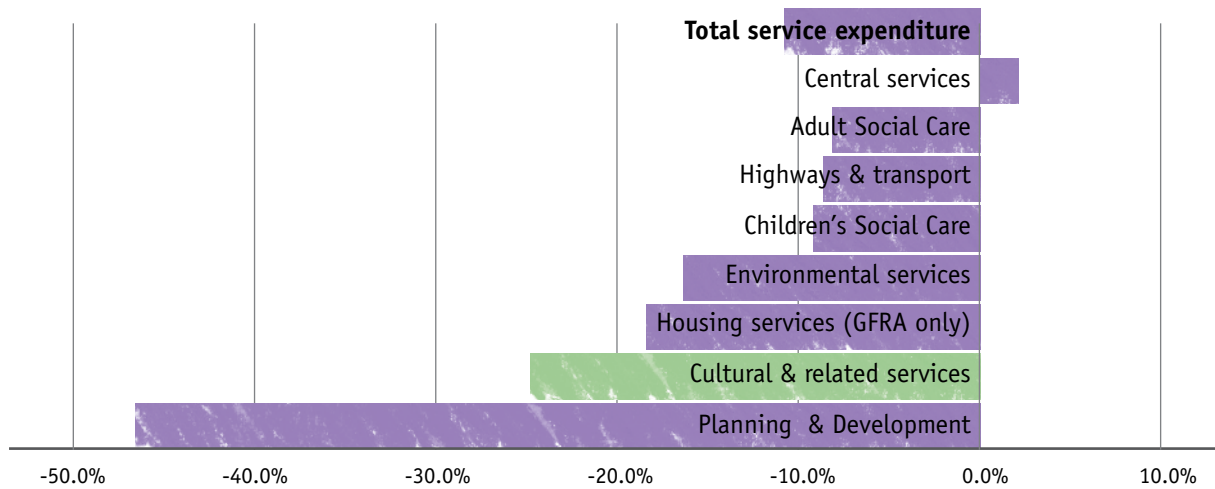
Protections for the largest statutory services, children's and adult social care, will inevitably mean larger reductions for other services. Figure 1 shows proportional reductions in expenditure across different service areas since 2010/11. It shows that expenditure on cultural and related services<sup>5</sup> has reduced, proportionally, by more than most other service areas.

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<sup>4</sup> 2011/12 – 2014/15

<sup>5</sup> "Cultural and related services" here includes arts and culture, as well as archives, heritage, recreation and sport, open spaces and tourism

**Figure 1: Change in expenditure by service area – London boroughs 2010/11 to 2013/14**

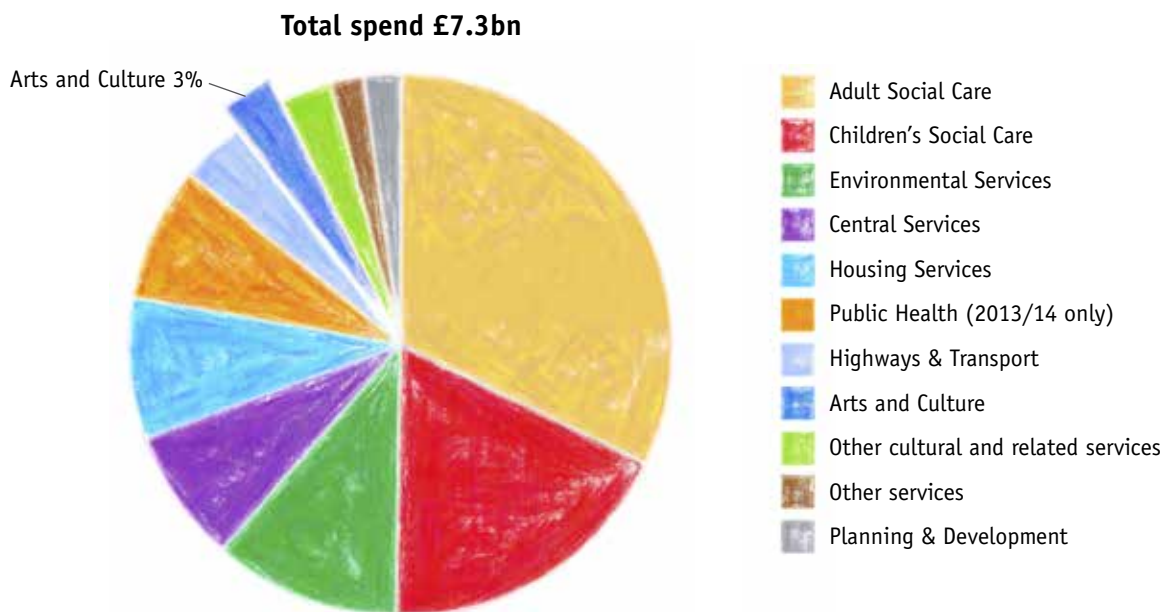


Source: Revenue Outturn data 2010/11 to 2012/13 and Revenue Account Budget data 2013/14; DCLG<sup>6</sup>

### 3. Spending on Arts and Culture

Despite reductions in expenditure, local government still remains a significant investor in and supporter of arts and culture. In 2013/14 London boroughs spent £220.5 million on arts and culture (defined as arts development and support; museums and galleries; theatres and public entertainment; and library services). This represents around 3 per cent of local authority spending in London in 2013/14<sup>7</sup>. The equivalent proportion for the rest of England is only 2.2 per cent, suggesting arts and culture represents more of a priority for London local government than elsewhere in the country.

**Figure 2: Local government revenue expenditure in London by service area – 2013/14**



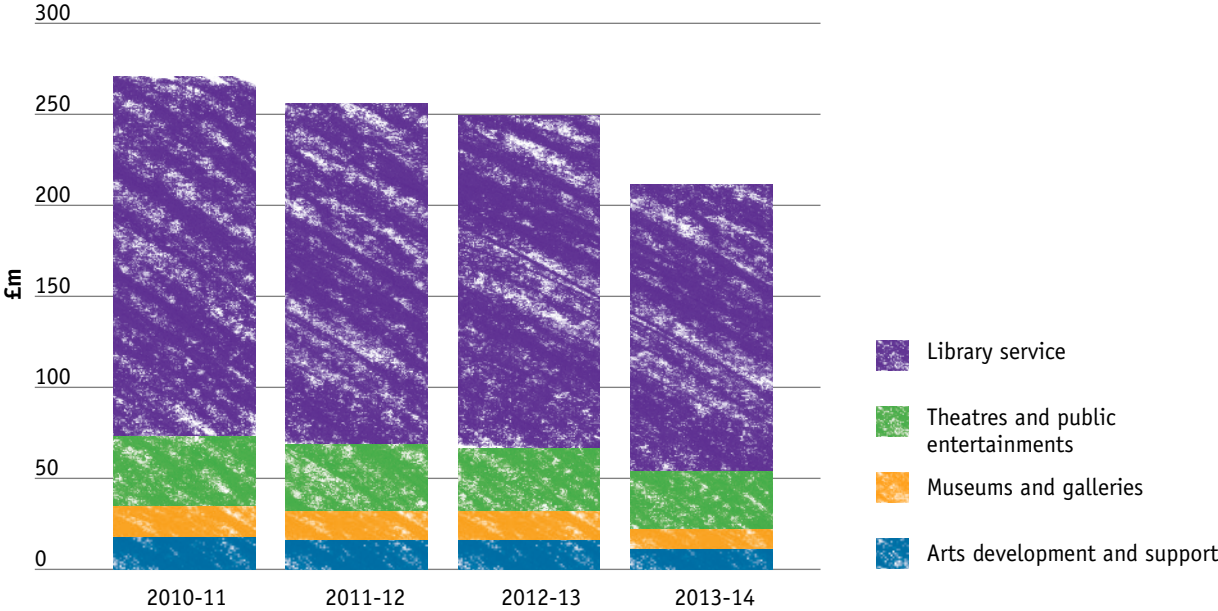
Source: Revenue Account Budget data 2013/14; DCLG

<sup>6</sup> Total service expenditure excludes spending on education, fire, police, and public health.

<sup>7</sup> Excluding expenditure on education

Around three quarters of expenditure on arts and culture in London is on libraries (£165.6 million in 2013/14). This has remained broadly constant since 2010/11. Figure 3 shows that spending on arts and culture fell by around £53 million (£69 million in real terms) between 2010/11 and 2013/14: a real terms reduction of 24 per cent.

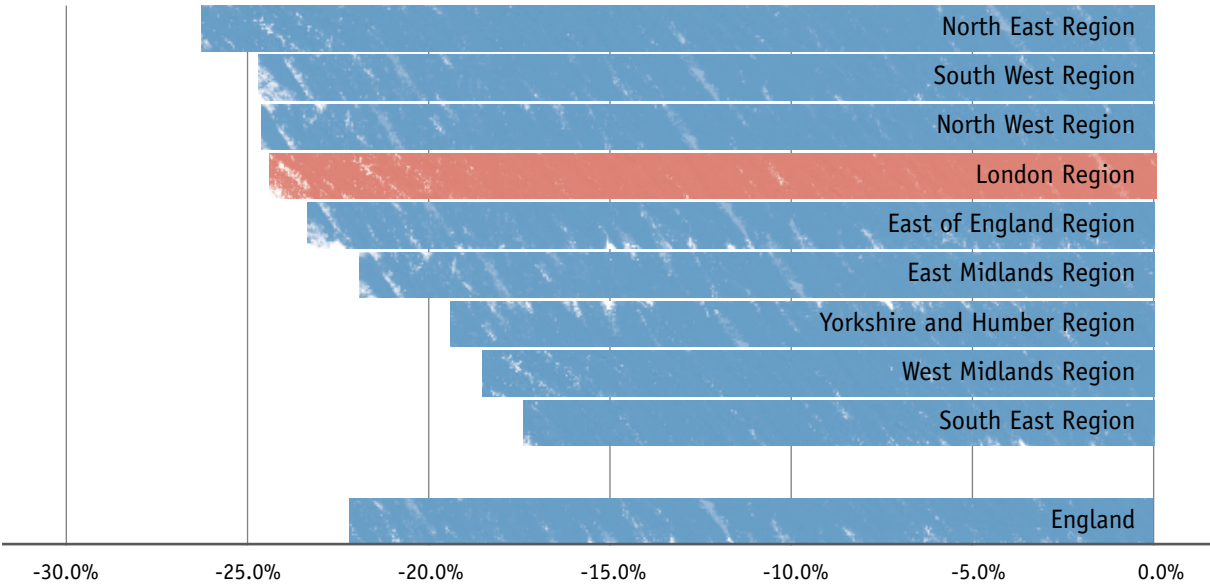
**Figure 3: Spend on arts & culture by London boroughs (cash values) – 2010/11 to 2013/14**



Source: Revenue Outturn data 2010/11 to 2012/13 and Revenue Account Budget data 2013/14; DCLG

As a region, London (including the GLA) has reduced spending by 24 per cent since 2010/11, which is less than in the North East, South West and North West regions, but more than in some other regions.

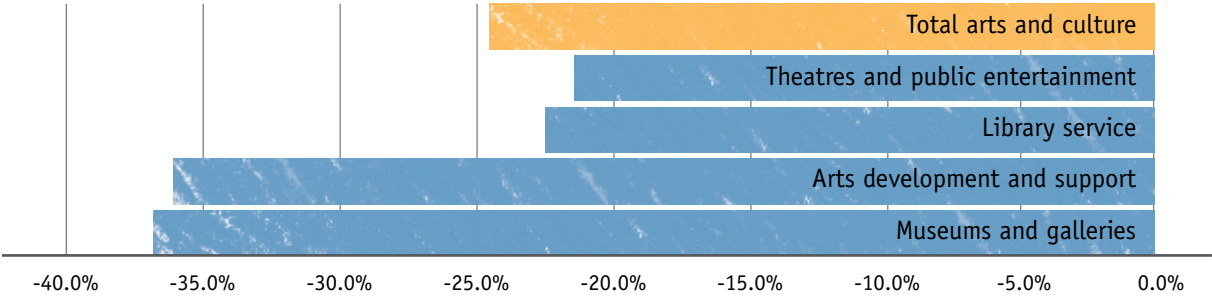
**Figure 4: Cumulative % change in spend on arts & culture by region – 2010/11 to 2013/14**



Source: Revenue Outturn data 2010/11 to 2012/13 and Revenue Account Budget data 2013/14; DCLG

The biggest proportionate cuts have been in museums and galleries (36 per cent) and arts development and support (36 per cent). Spending on libraries has fallen by 23 per cent and on theatres and public entertainment by 22 per cent in real terms.

**Figure 5: Real terms % change in spend on arts and culture by sub-category – London boroughs 2010/11 to 2013/14**

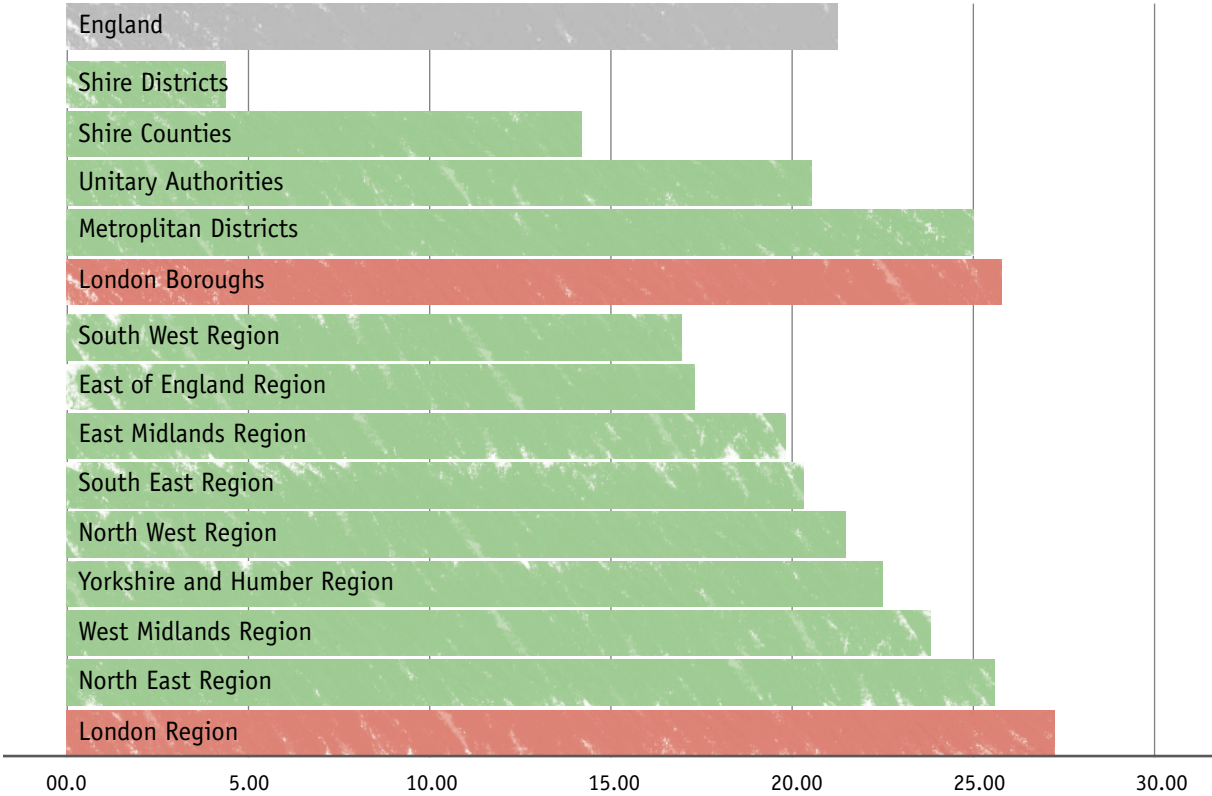


Source: Revenue Outturn data 2010/11 to 2012/13 and Revenue Account Budget data 2013/14; DCLG

**4. Expenditure per head of population**

Analysis of spend on arts and culture per head of population shows that London as a region and authority type spends more per head than other areas. London boroughs spend £26.07 per head and London as a region spends £27.29 per head compared with the England average of £21.84.

**Figure 6: Local government expenditure per head on arts and culture by region and authority type 2013/14**



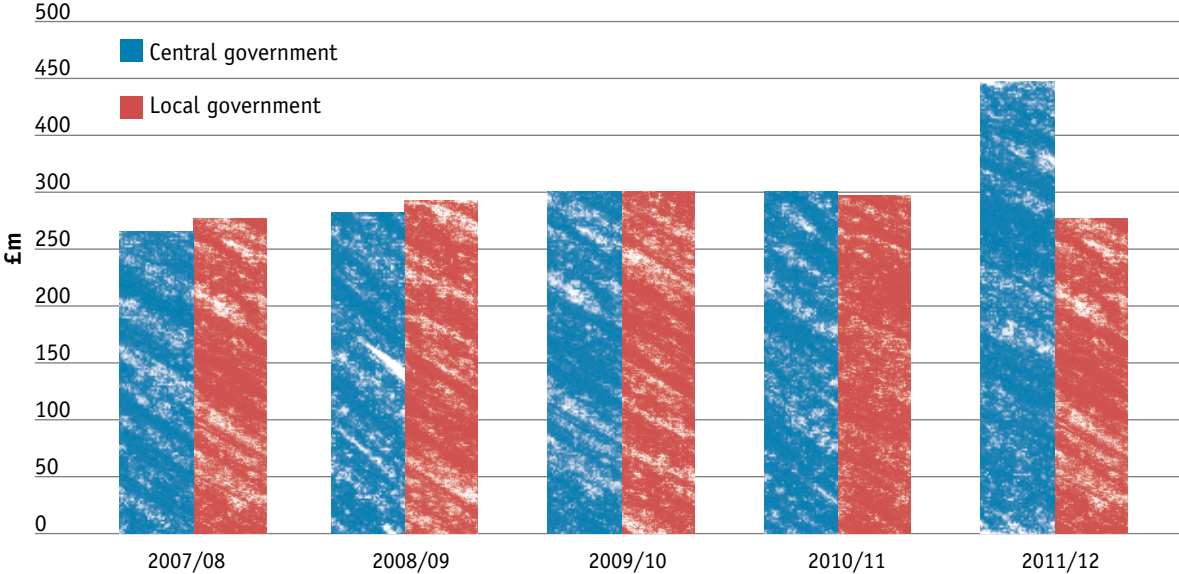
Source: Revenue Account Budget data 2013/14; DCLG

Comparing expenditure per head across different groups of boroughs shows that geography (whether a borough is in inner or outer London) is more influential than politics (political control). Average spend per capita for inner London boroughs (excluding the City of London) in 2013/14 is £26.58; over £6 higher than the average spend by outer London boroughs (£19.99 per capita).

### 5. Local and central government spend

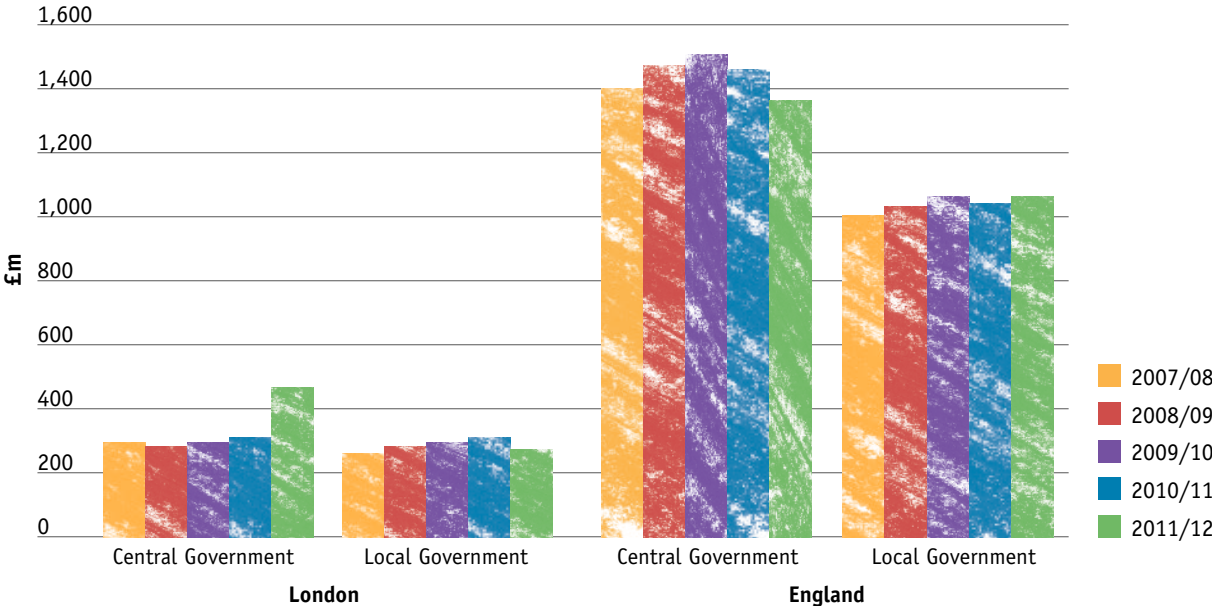
Figure 7 shows that local government spends around the same as central government each year on cultural services in London. The large central government spike in 2011/12 is related to the 2012 Olympics.

**Figure 7: Central and local govt spend on cultural services in London 2007/08 to 2011/12**



Source: PESA data, 2007/08 to 2011/12

**Figure 8: Central and local govt spend on cultural services - London and England 2007/08 to 2011/12**



Source: PESA data, 2007/08 to 2011/12

Figure 8 (p.13) shows that the pattern of equal expenditure by central and local government on arts and culture in London is not replicated at the national level, with central government spending more than local government across the country as a whole in every year between 2007/08 and 2011/12. While the percentage split is roughly 50-50 in London (with the exception of 2012) the ratio is closer to 60-40 in England as a whole. This reinforces the influential role local government plays in supporting arts and culture in London.

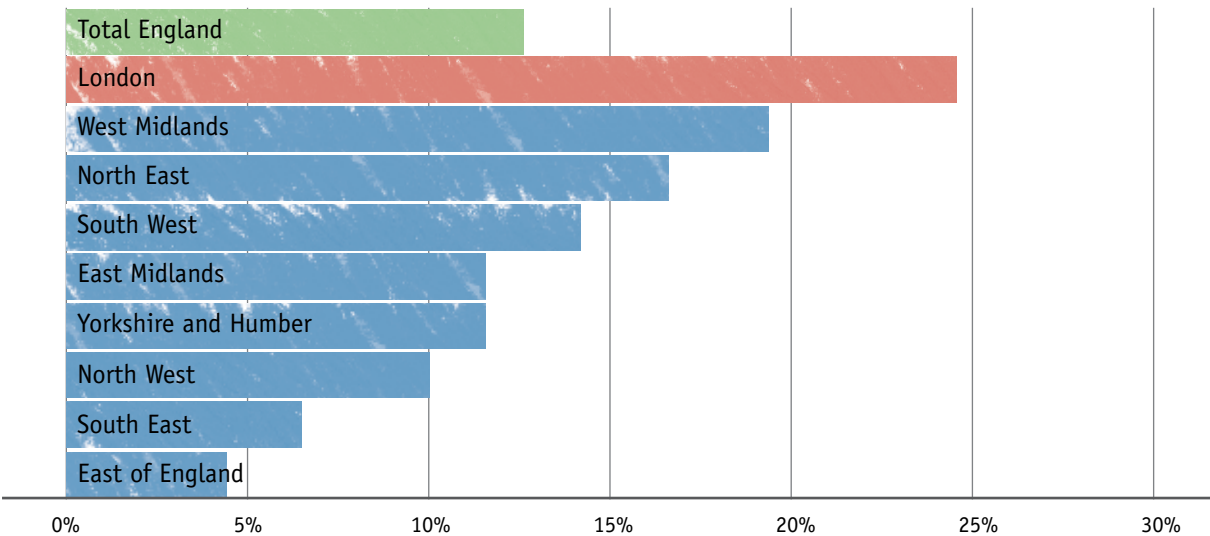
### 6. London local government investment in National Portfolio Organisations and Major Partner Museums

Local government investment in arts and culture includes investment in organisations and initiatives supported by Arts Council England (ACE) through a number of different funding streams. One of the most significant of these is the core funding provided to National Portfolio Organisations (NPOs) and Major Partner Museums (MPMs).

ACE provides regular funding for 696 NPOs in England, 249 of which are in London. It also funds 16 MPMs in England, two of which are in London. In monetary terms, local government investment in NPOs in London totalled almost £24.8 million in 2012/13, an 11 per cent decrease from just over £27.8 million in 2011/12. This compares with ACE investment in NPOs in London of £163.9 million in the same year.

Figure 9 shows that, when local authority investment into the NPO portfolio is expressed as a percentage of total investment into the arts and cultural sector (excluding libraries which are not eligible for investing in the NPO portfolio), London is the region with the highest NPO investment as a proportion of total revenue spend (24 per cent).

**Figure 9: Local authority investment in NPO portfolio as % of local government revenue spend on arts and culture (excluding libraries) 2011/12 by region.**



Source: Arts Council England NPO data

While London local government invests a greater proportion of its arts and culture spend on NPOs compared to local government elsewhere, London NPOs are also less reliant on local government funding than those elsewhere in the country. When including data from all types of organisations in London<sup>8</sup>, London-based NPOs/MPMs received 5.4 per cent of their annual income from local authority funding in 2012/13, which compares to a national figure of 8.2 per cent of NPOs/MPMs income coming from local authority funding. The largest proportion (51.7 per cent) of London-based NPOs/MPMs' income came from earned-income, followed by 25.8 per cent from Arts Council England subsidy. This is perhaps not surprising given that NPOs and MPMs have more opportunities to attract external funding and earned income in London than elsewhere.



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8 Including those that have a national remit/scope and including the City of London

# Culture and cross-cutting work



## 1. Overview

As well as having an intrinsic value, arts and culture can make a significant contribution to social and economic outcomes across a range of council services, including:

- increased educational attendance and attainment
- reduced crime and anti-social behaviour
- improved physical and mental health and wellbeing
- increased neighbourhood vitality and cohesion
- greater local business growth.

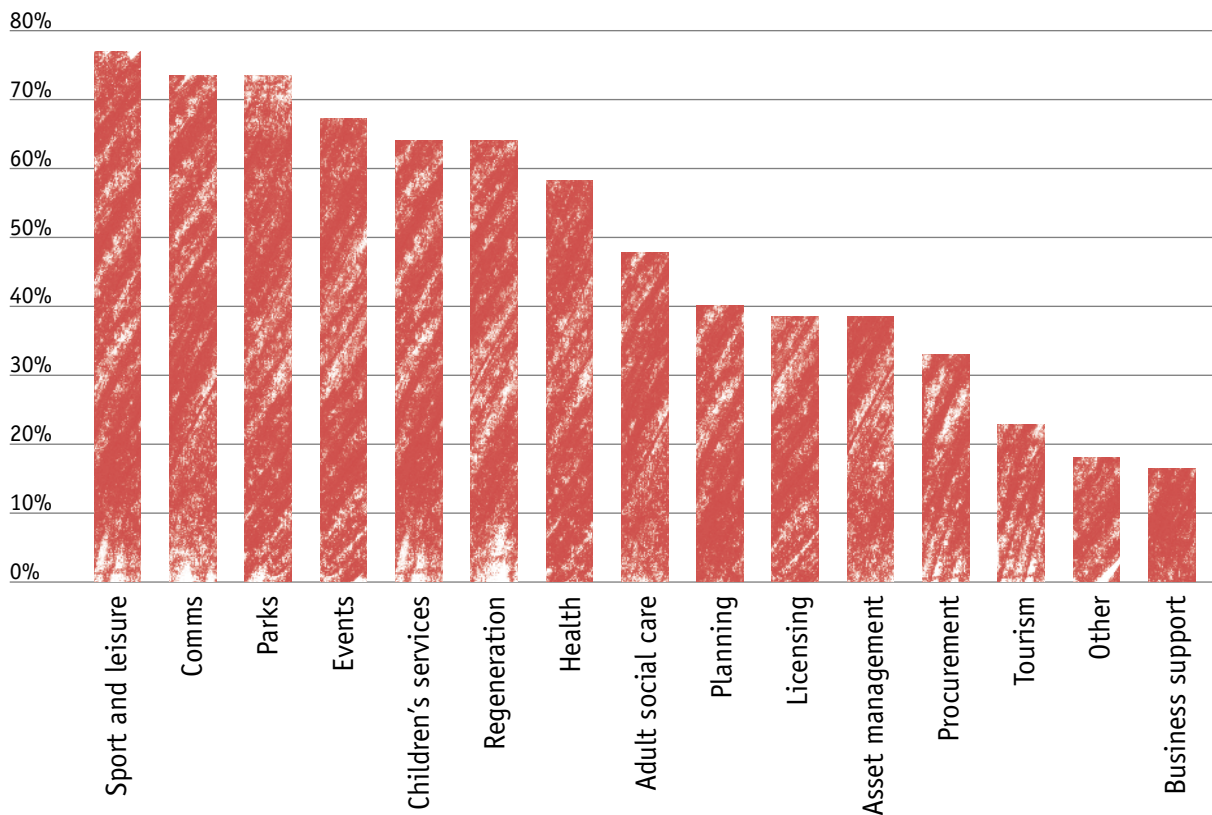
Realising these benefits requires arts and culture to be embedded across local authorities, with collaboration between arts and culture teams and other service areas. There is evidence of such collaboration happening across London. Figure 10 (p.17) shows which teams arts and culture services collaborate with within their councils:

- around three quarters collaborate with teams often associated with a culture brief, namely sport and leisure, parks and events
- more than half collaborate with children's services, regeneration and health teams
- more than a third collaborate with teams such as adult social care and planning
- other teams identified as being important partners (not shown on the chart) include community engagement, youth services, housing, and economic development.



**Figure 10: Council teams that arts and culture teams collaborate with.**

% of respondents who collaborate with other council teams.



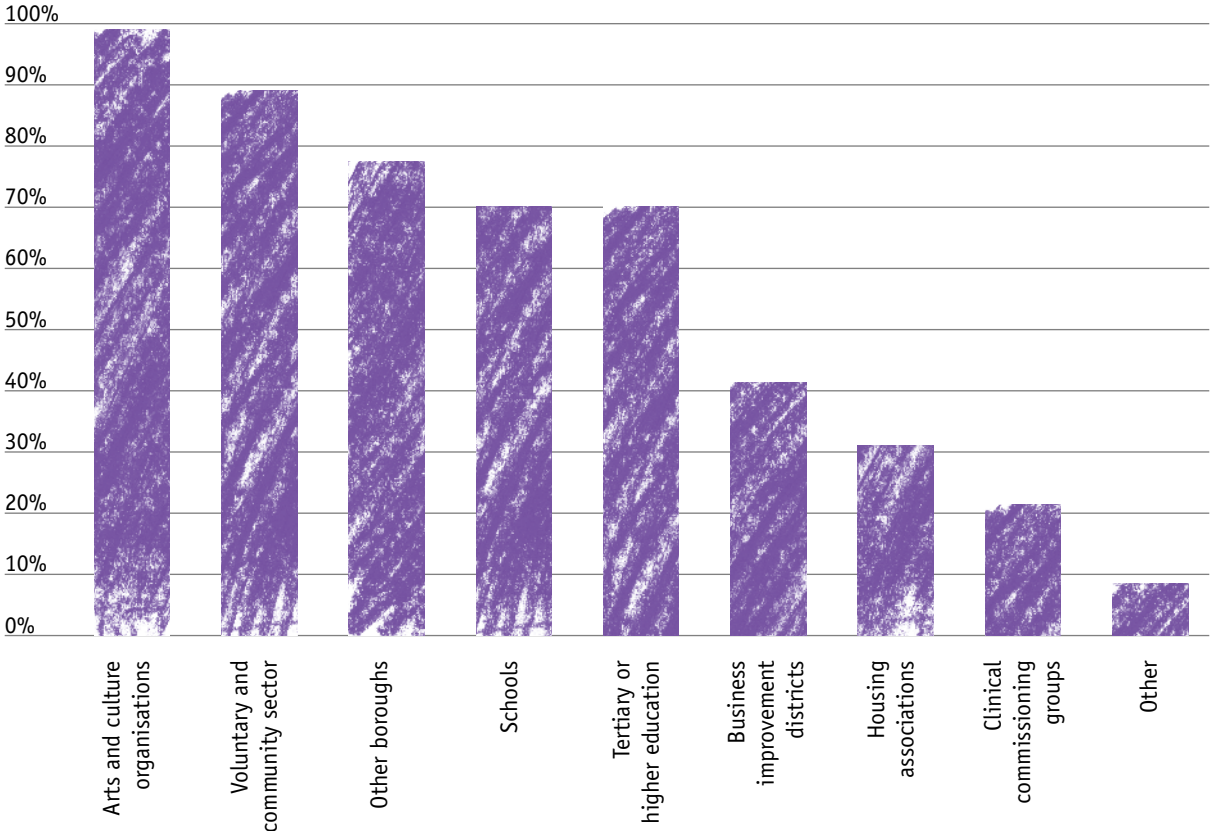
*Source: London Councils survey of local government arts and culture teams, 2013*

As well as collaborating with other teams within the council, local authority arts and culture teams also identified a number of organisations external to the council with whom they regularly collaborate (see figure 11):

- almost all council arts and culture teams collaborate with arts and culture and voluntary and community sector organisations
- more than two thirds also collaborate with schools, colleges and higher education establishments
- just over 40 per cent work with business improvement districts
- a third work with housing associations
- a fifth collaborate with clinical commissioning groups.

**Figure 11: Organisations that council arts and culture teams collaborate with.**

% of respondents who collaborate with other organisations



Source: London Councils survey of local government arts and culture teams, 2013

The following sections outline the nature of some of the work that results from these collaborations and how it is funded.

## 2. Supporting educational outcomes – working with schools, children’s services and youth services

Given the evidence that participation in structured arts activities improves young people’s cognitive abilities, transferable skills and academic attainment<sup>9</sup>, it is perhaps not surprising that children’s services is one of the teams with which council arts and culture teams collaborate most frequently. Two-thirds of respondents to the survey said they collaborate with children’s services, while 68 per cent said they work directly with schools, and also with tertiary or higher education organisations.

These collaborations result in a range of work including:

- curriculum enrichment and development activities
- careers information, advice and guidance
- NEET prevention work
- support engaging vulnerable and disadvantaged young people.

The work is done in a number of ways including:

- direct delivery by borough services
- commissioning of arts and culture organisations
- brokerage between schools, colleges and the arts and culture sector.

The challenge is to ensure that collaborative relationships with other departments and with schools are maintained and extended, as many councils undergo significant restructuring and schools increasingly move outside local authority control. Being able to evidence the value of arts and culture in this area is critical to this.

Borough library services do a lot of work with colleagues in education services, schools and children’s centres to improve language development and literacy, and to promote reading and an interest in literature for children of all ages. This work includes offering school visits to libraries, and librarian visits to schools, as well as initiatives such as the national Summer Reading Challenge to help maintain children’s reading levels over the school holidays. This work is often jointly commissioned with children’s services.

Council museums, galleries and heritage services generally offer educational programmes to local schools to support curriculum delivery focussed around their exhibition programmes, core heritage topics and national commemorations. These include the City of London’s art gallery, Hackney Museum, Bromley Museum, the William Morris Gallery in Waltham Forest, and the Orleans House Gallery in Richmond. Some, such as Bromley Museum, also work in partnership with local studies and archives services to deliver sessions to schools, particularly relating to the history curriculum.

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<sup>9</sup> According to research by the Culture and Sport Evidence (CASE) programme, a joint programme of research led by the Department for Culture, Media and Sport in collaboration with the Arts Council England, English Heritage, the Museums, Libraries and Archives Council and Sport England.

Many council arts teams play an active role in supporting curriculum development through the arts. Some commission arts organisations to work directly with primary and secondary schools on curriculum related projects and workshops, while others play more of a brokerage role, running events where local artists and cultural organisations set out their offer to schools, which the schools then commission directly. Some arts and culture teams also collaborate with borough education services to develop new resources and training for teachers to increase creativity across the curriculum and explore new ways of teaching different subject areas.

*Wandsworth borough council's arts team partnered with the council's education service to successfully apply for a grant from the GLA's Schools Excellence Fund for a project called 'Understanding Science Through Art'. The project will bring together artists, scientists and primary school teachers from Wandsworth and Merton to create a touring exhibition exploring different aspects of the Key Stage 2 science curriculum. The exhibition will provide new ways into traditionally challenging curriculum areas and will be complemented by a teaching and learning pack and an Action Learning programme to provide on-going mentorship to teachers.*



*RBKC Schools Art Competition and Exhibition 2013 prize-winner Iris Cabangan from Chelsea Academy, pictured with the Mayor and Mayoress of the Royal Borough, Cllr and Mrs Charles Williams, and Cllr Frances Taylor. Photograph by David Tett.*

Arts and culture teams also collaborate with schools and further education colleges to offer opportunities for students to develop their artistic skills and self-confidence by taking part in cultural events, including performing in local festivals and council art venues, and exhibiting in local exhibitions. The Royal Borough of Kensington and Chelsea, for example, holds an annual schools art competition and exhibition open to pupils from 33 state and independent schools across the borough. Councils also support schools in taking pupils to see professional theatre

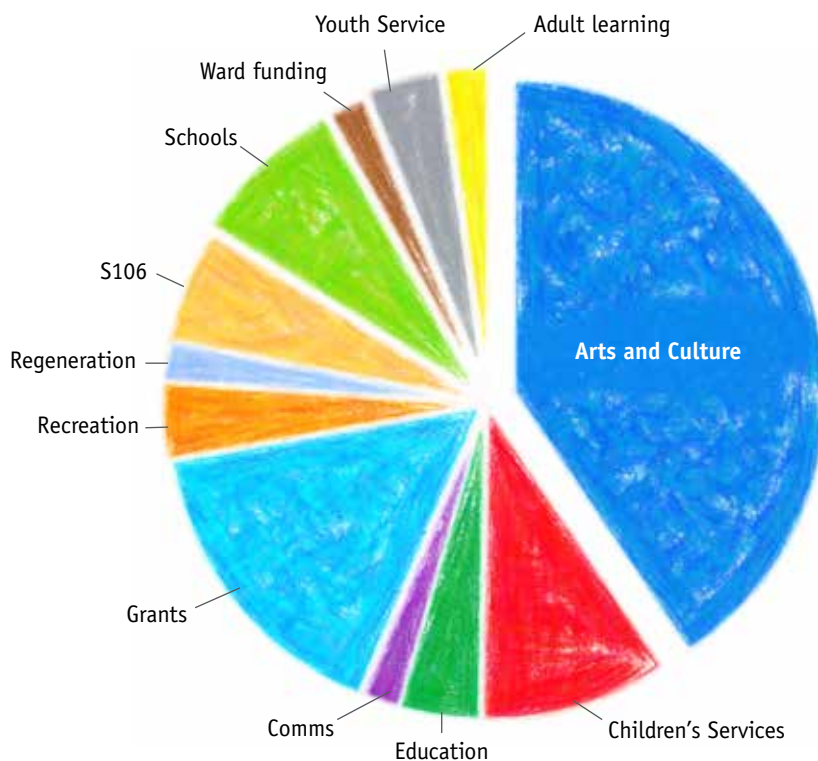
productions and concerts, broadening their cultural experiences. For example, Newham council's Every Child a Theatre Goer programme is giving every school child in Newham the chance to go to the theatre free of charge. Organised through Stratford Circus, Theatre Royal Stratford East and London theatre partners, the programme aims to introduce children to the magic of theatre and help develop their literacy, literature, creativity, citizenship and issue based learning. Such activities are often jointly funded by school and council budgets, and in some cases by grants from charities such as the John Lyons Charity.

Several of the activities delivered and supported by arts and culture teams focus on opening up career opportunities for young people in the arts and creative industries. These activities include working with schools and local cultural organisations to support the delivery of Arts Awards, and running workshops to give young people an insight into careers like graphic design, make up design, and DJ-ing. Some library services also offer information on careers in the arts, and provide space for careers advisors to meet young people in council libraries.

*'Inspire! young parents' is a successful, award winning creative learning project for young parents aged 14-19, commissioned by the London Borough of Islington's children's services team. Led by All Change, Inspire! sees professional artists working in collaboration with 25 young parents each year to develop original artwork for exhibition, performance and publication, bringing their stories to public audiences and challenging perceptions. The participants develop skills and confidence, create original work, and achieve Arts Award accreditation. Work from Inspire! has been shared and performed in venues including Curzon Soho, Kings Place, Free Word and Sadler's Wells. The young parents have worked with artists including Yemisi Blake, Kat Francois, Leticia Valverdes and Fin Kennedy since 2004.*

Figure 12 gives an indication of the variety of funding sources that London boroughs use to support arts and culture activities targeted at enhancing the educational experience of young people across the capital. The figure gives a breakdown of the frequency with which different funding streams were cited in the survey responses, rather than the proportion of funding which comes from those sources. It shows that, while arts and culture budgets<sup>10</sup> are the budgets most commonly used for these activities, a wide range of other council budgets and external funding also play an important role. This pooling of budgets is a positive way of sustaining investment in activities that support multiple objectives.

**Figure 12: Funding sources for cultural activities to enhance young people's education**



Source: London Councils survey of local government arts and culture teams, 2013

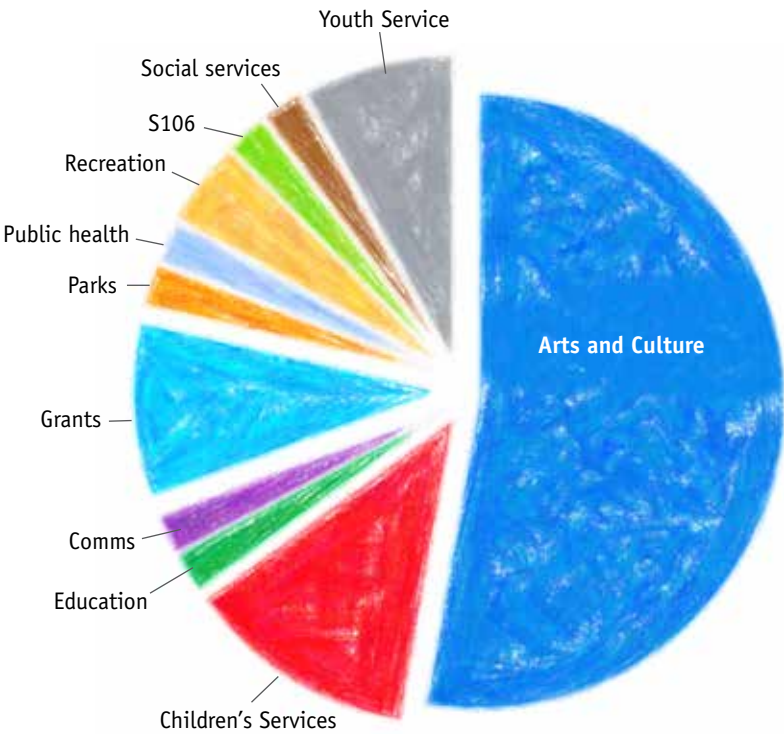
<sup>10</sup> 'Arts and culture' in this figure and all subsequent figures encompasses arts, heritage, library and events budgets.

As well as supporting the education of young people across the borough, several council arts teams also collaborate with youth services teams, schools, the police and other partners on specific projects to support and re-engage vulnerable young people including looked after children, newly arrived refugees, ex-offenders, those at risk of offending, and those not in employment, education or training (NEET). These activities include drama and visual art workshops, often culminating in performances and exhibitions.

*Havering council's art team partnered with its youth service to run a project for 6th form students thought to be at risk of dropping out. The project involved a series of art workshops culminating in pop up exhibitions in community centres. It was hugely successful with all participants re-engaging and staying on to complete their courses.*

Figure 13 gives an indication of the variety of funding sources that are used to support arts and culture activities targeted at engaging vulnerable and disadvantaged young people across London's boroughs. Again, the figure gives a breakdown of the frequency with which different funding streams were cited in the survey responses, and shows that funding from across council budgets as well as from grants is being used to support cultural activities and programmes.

**Figure 13: Funding sources for cultural activities to engage vulnerable or disadvantaged young people.**



Source: London Councils survey of local government arts and culture teams, 2013

Overall, relationships between council arts and culture teams, and colleagues in children’s services, youth services, and schools are well established across London’s boroughs. There are a range of projects taking place, many of which are co-funded by different departments. There are also positive examples of collaborations being formally built into council structures, such as in Enfield where there are education officers in the culture team, or in Islington where children’s services fund an arts development officer for children and young people based in the arts team. The challenge is to ensure that collaborative relationships with other departments and with schools are maintained and extended, as many councils undergo significant restructuring and schools increasingly move outside local authority control. Being able to evidence the value of arts and culture in this area is critical to this.



### 3. Engaging vulnerable residents – working with social care services and housing associations

Arts and culture have an important role to play in delivering physical and psychological benefits to people in receipt of social care<sup>11</sup>. Enabling people to ‘engage in activities, pastimes and roles which bring them pleasure and meaning, and enhance their quality of life’, was identified by the Social Care Institute for Excellence as one of the four essential elements of an excellent adult social care service<sup>12</sup>. Evidence in this field shows that programmes in a range of art forms, from music and dance to literature and the visual arts, empower participants, helping them to overcome social isolation, alleviating anxiety and depression, and supporting expression and communication.

As local government’s social care responsibilities grow, the role that arts and culture can play in supporting these services is becoming more widely recognised. Just under half of the respondents to the local authority survey indicated that they collaborate with colleagues in adult social care to engage and support vulnerable residents. A third also said that they collaborate with housing associations, often to the same end.

These collaborations result in activities to support a variety of different groups including:

- those with learning and physical disabilities
- homeless people
- recovering drug and alcohol users
- older people at risk of social isolation
- carers.

Work to support these groups is done in a number of ways including:

- direct delivery by borough services
- commissioning of arts and culture organisations
- brokerage between housing associations, residential care homes, day care centres, and the arts and culture sector.

As demand for social care services increases across London, arts and culture initiatives can help to meet this demand, and support the prevention and postponement of the need for formal care. There is therefore scope to extend existing collaborations between arts and culture services and social care across London’s local authorities.

11 IDEa, The role of culture and sport in supporting adult social care to deliver better outcomes, 2010

12 Parkinson et al., What do we know about the role of arts in the delivery of social care?, 2013



Councils deliver a variety of cultural activities to support different groups of residents, with a particular focus on adults with learning difficulties, and on those with physical disabilities. These activities range from dance and visual arts workshops to art exhibitions, and museum and library visits. Some councils also deliver projects focussing on other vulnerable groups including the homeless and recovering drug and alcohol users.

Library services play a particularly active role in supporting vulnerable and disadvantaged adults, such as collaborating with community services to target the learning needs of disadvantaged adults, and running digital inclusion projects in cooperation with benefits teams. Several libraries also offer home delivery services to housebound residents and have dedicated carers' collections. Carers are an important focus of collaborations between arts and culture teams and social care services, with some boroughs offering programmes of arts activities - partially or wholly funded by social care services - to provide carers with short breaks and respite from their everyday duties.

*As part of Islington council's A Million Minutes project, artist Sarah Cole was commissioned to create 'In-Kind'. Developed with and informed by the experiences of Islington carers, this mobile performance piece made a series of 'house calls' to the homes and work-places of carers, at healthcare settings and public spaces across the borough. Offering a moment of respite and reflection amidst the routines and challenges of daily life, the piece explored what it means to be a 'hidden carer'. A Million Minutes saw more than 23 new works commissioned over a two year period and was creatively produced by AIR at Central St Martin's University of the Arts.*

Partnerships between council teams and local arts providers deliver a range of arts activities to engage older people, reducing their social isolation and improving their wellbeing. These activities include performances and workshops in residential homes, as well as invitations to events at local arts venues.

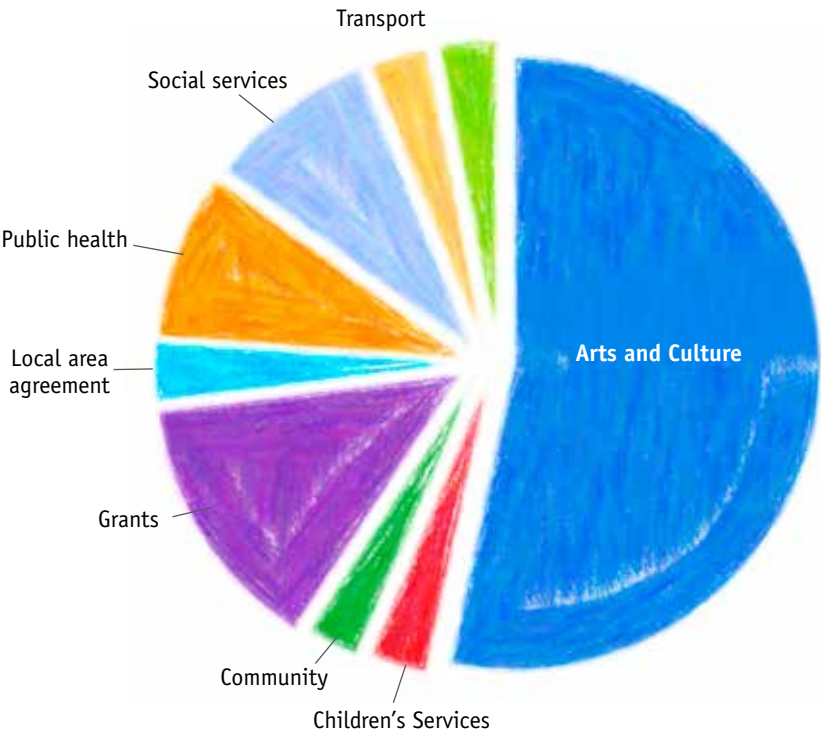
*Working in partnership with Lewisham council's Culture and Community Development team, Entelechy Arts and the Albany Theatre, developed an alternative model for day care services called 'meet me at the Albany'. This weekly session offers arts activities, food and company to the over 60s to encourage them to come together and be active, reducing their isolation and improving their mental health and well-being.*

There are also positive reciprocal relationships between council arts and culture teams and local housing associations in several boroughs. These relationships often focus on the delivery of cultural activities including festivals, performances and workshops, which enable both the council and the housing association to better engage with their more vulnerable residents. Housing associations are invited to promote their services at council organised arts events across the borough, while housing associations help boroughs to promote cultural activities to residents, designed to reduce social isolation and increase community cohesion. In some boroughs, housing associations contribute funding towards council-backed cultural activities and provide in-kind support, recognising the

benefits that such activities bring to their residents and the opportunities they provide to better connect with them. The collaborations are also fruitful for local artists and cultural organisations who often go on to secure further commissions directly from the housing associations.

Figure 14 shows the range of funding sources used to support arts and culture activities targeted at engaging vulnerable and disadvantaged adults across London’s boroughs. Again, the figure gives a breakdown of the frequency with which different funding streams were cited in the survey responses, rather than the proportion of funding that comes from each source. It shows that activities are supported by funding from a number of different council budgets as well as from external grants.

**Figure 14: Funding sources for arts and culture activities targeted at engaging vulnerable and disadvantaged adults**



Source: London Councils survey of local government arts and culture teams, 2013

There are good examples of inter-departmental collaborations on cultural activities to engage and support vulnerable adults across London, but there is scope to extend these much further. As demand for social care services increases across London, arts and culture initiatives can help to meet this demand, and to deliver preventative work supporting the prevention and postponement of the need for formal care.

## 4. Improving mental and physical health – working with public health

Despite on-going evaluation challenges, there is a growing body of evidence showing the benefits of participatory and community based arts on wellbeing, mental health and physical health, as well as considerable research into the positive impact of arts interventions in medical settings<sup>13</sup>. Recognition of the ability of arts based interventions to contribute to improving population health is growing, as is awareness of the economic savings that can be generated in this area through investment in the arts. This is set against a climate of increasing budgetary pressures and the requirement for evidence-based interventions to satisfy outcomes-based commissioning.

Reflecting the growing awareness of the potential health benefits of arts and culture based interventions, more than half of the respondents to the local authority survey said that they collaborate with public health colleagues within their council, while just under a quarter said they collaborate with clinical commissioning groups. Many boroughs reported that they have been strengthening their links with health colleagues and organisations since public health responsibilities moved to local authorities in 2012. This new function for local government represents a real opportunity to implement new approaches to improving physical and mental health. While there is a lot of potential that is yet to be realised, there are some good examples of collaborative work in this area.

Collaborations between council arts and culture teams and health colleagues are resulting in a range of activities including:

- delivering books, arts and exercise on prescription programmes
- hosting health screenings and clinics in libraries
- offering reminiscence and object handling sessions in museums
- running dance, music and visual arts workshops in association with mental health charities.

The work is done in a number of ways including:

- direct delivery by borough services
- commissioning of arts and culture organisations
- brokerage between care homes, hospitals, clinical commissioning groups, and the arts and culture sector.

While there are good examples of collaborative projects across London, many are area-specific and short-term. Greater support is needed in demonstrating to health commissioners the value that arts and culture interventions can have, for example through larger scale and longer term project evaluations.

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13 Royal Society for Public Health, Arts Health and Wellbeing Beyond the Millennium, 2013

In many boroughs, libraries services are actively partnering with public health to deliver a range of initiatives to improve mental and physical health. These include delivering the national Books on Prescription scheme to support those with mental health issues, and hosting information services, screening sessions and clinics such as smoking cessation clinics.

Several boroughs are involved in delivering and supporting arts and cultural activities relating to dementia and other mental health issues affecting older residents. Examples include reminiscence sessions for local care homes and charity groups at Bromley Museum, object handling sessions at Hackney Museum, dance workshops in Southwark, and visual arts projects in Richmond and Merton culminating in exhibitions. Such activities are funded by a variety of sources including council budgets (community learning, health and arts budgets) and external funds (care homes, charities and other grants). Evidence suggests that investing in such activities makes financial sense for councils, as improving people's mental and physical health has the potential to reduce demand for many of the social services that local authorities are responsible for delivering<sup>14</sup>.

*The public health department at the London Borough of Wandsworth funded the pilot of a choir in the Roehampton area called Alton Sings. The project was conceived as a bottom up way for local people to come together to improved their wellbeing. The project was designed to be self-sustaining following initial funding from the council.*

Several councils collaborate with mental health charities, most notably MIND, who often co-fund activities for local residents, including festivals and workshops. There are also several examples of health and wellbeing projects where council arts and health departments have funded pilot projects in collaboration with health or community organisations, which have then gone on to secure their own funding and continue to deliver for the local community.

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14 Arts Council England, *The Wider Benefits of Art and Culture to Society: A Review of Research and Literature*, 2014.

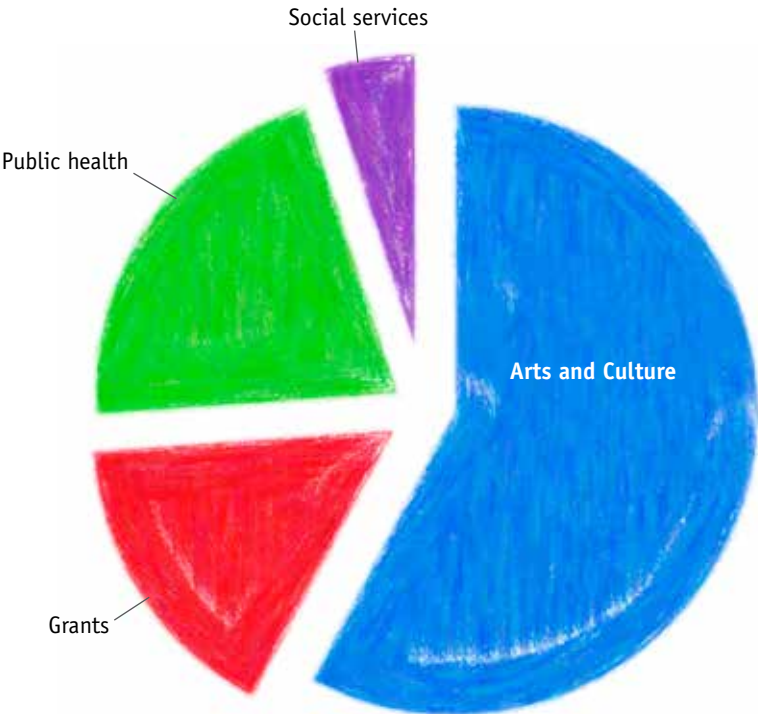
*Supported by the London Borough of Richmond, Art & Soul is a member-led group that works with people living in southwest London who are experiencing mental health problems. Organised by a collaborative team of local arts professionals, mental health workers, service users and artists it provides a framework to rehabilitate people with mental health issues through active participation, and culminates in a biennial exhibition hosted by the council's Orleans House Gallery. Art & Soul is funded by grants from a number of charities and receives in-kind support from the council.*



Images: Art & Soul, Orleans House Gallery

Figure 15 gives an indication of the variety of funding sources that are used to support arts and culture activities targeted at tackling mental health issues. Again, the figure gives a breakdown of the frequency with which different funding streams were cited in the survey responses. It shows that in the majority of case, these activities are funded from arts and culture budgets, but that public health budgets and grants are also frequently used, alongside social services budgets.

**Figure 15: Funding sources for arts and culture activities to tackle mental health**

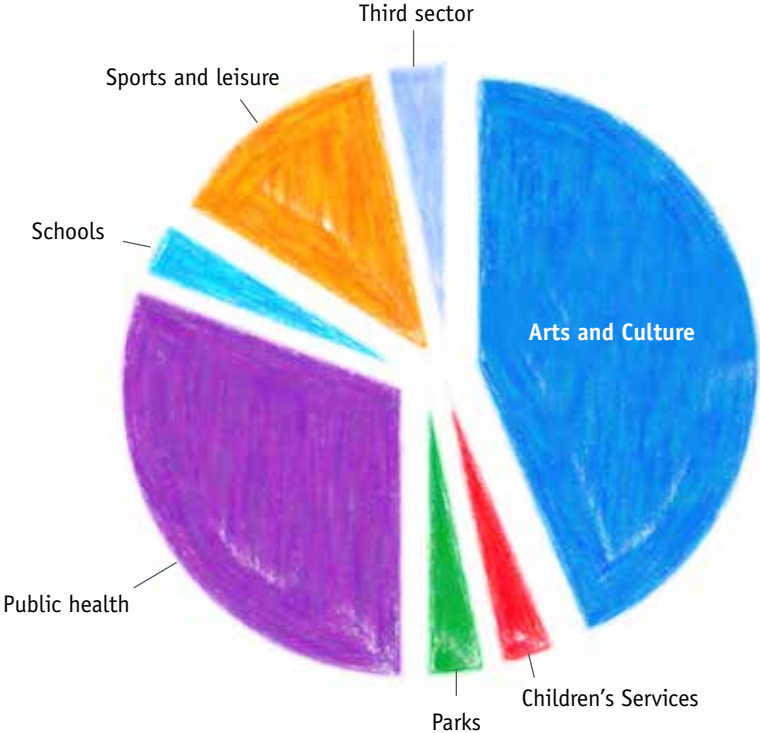


*Source: London Councils survey of local government arts and culture teams, 2013*

Other than the library-based activities mentioned above, collaborations between arts and culture and public health on initiatives to improve physical health, are more limited than those to improve mental health and wellbeing. They mostly centre around dance classes and events aimed at older people and children in particular.

Figure 16 (p.31) shows a breakdown of funding sources that are used to support arts and culture activities targeted at improving residents’ physical health. Again, the figure shows the frequency with which different funding streams were cited in the survey responses. Arts and culture budgets were the most commonly cited, but represent less than half of the budgets referred to, with public health and sports and leisure being the next most common.

**Figure 16: Funding sources for arts and culture activities to improve residents’ physical health**



*Source: London Councils survey of local government arts and culture teams, 2013*

The instances above show that there are good examples across London of joined-up work between culture and health services. However, collaborations are often area-specific and time-limited, relying on connections being made by proactive individuals at member or officer level, rather than resulting from a strategic plan. In some boroughs, there are good practice models to follow in the links between health and sports and leisure services, which are resulting in public health teams commissioning sports and leisure services to deliver projects according to a strategic plan.

In some boroughs, health teams are starting to see potential in arts and cultural programming to deliver in a similar way, particularly in terms of preventative work around mental health. Several arts and culture teams are currently in the process of presenting their offer to colleagues in public health with a view to establishing a more strategic relationship and securing longer-term commissions for arts and culture initiatives. However, the small-scale, short-term nature of most evaluations of the effectiveness of arts and culture based health interventions presents challenges in demonstrating how such interventions can deliver the outcomes that health commissioners are looking for. The increased focus, from a range of organisations, including ACE, on establishing the evidence base for such interventions<sup>15</sup> is useful in helping to overcome such challenges. Further support in conducting more rigorous analysis in this area and raising awareness – particularly among commissioners - of the potential benefits of arts interventions would help to move this agenda forwards.

15 Arts Council England, the Wider Benefits of Arts and Culture to Society: A Review of Research and Literature, 2013

## 5. Supporting economic development – working with town centre management

London's 200 high streets are vital for local economic growth, supporting more than half of London's jobs<sup>16</sup>. But, despite their potential to generate economic benefits for local communities, high streets are facing a number of challenges caused by the changes in consumption patterns, and growing competition from online shopping and out-of-town retail parks. In order to survive and to thrive, high streets need to diversify their offer, becoming places where people go to eat, socialise, exercise, learn, relax and be entertained, not just places to shop.

Arts and culture have an important role to play in this. Festivals, performances, workshops and pieces of public art all increase the vibrancy of high streets and town centres, drawing together people of all ages and backgrounds, as participants and spectators. They can make a real impact on the vibrancy and success of high streets and town centres, raising awareness or changing perceptions of an area, and helping to generate increased footfall and trade, which drives local economic growth<sup>17 18</sup>. Partnership working between council arts and culture teams and town centre management groups is a logical way of delivering some of these benefits. Reflecting this, just under half of respondents to the local authority survey indicated that they collaborate with Business Improvement Districts (BIDs) or other town centre management associations on developing and delivering cultural activities.

These collaborations are resulting in a range of activities including:

- joint programming of festivals and other arts events
- cross promotion of arts and cultural events
- commissioning of public art
- identification of work spaces and performance venues for arts organisations and activities.

The work is done in a number of ways including:

- commissioning of arts and culture organisations
- brokerage between landlords and the arts and culture sector.

As town centre management models become increasingly diverse and private sector-led, this presents both challenges and opportunities for arts and culture teams to establish partnerships with local businesses and implement new ways of joint working.

In several boroughs, arts and culture officers provide advice, guidance and support to town centre associations, BIDs and individual shopping centres to develop cultural events including festivals, performances and workshops. This includes putting them in touch with the broader arts infrastructure in the borough and brokering relationships with local artists and cultural organisations. Councils also provide support for other projects such as public art commissions, helping the organisations to write artist briefs, and select consultants and contractors.

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16 London Councils, Street Ahead, 2013

17 Mayor of London, Culture on the High Street, 2013

18 LGA, Driving growth through local government investment in the arts, 2013



In return for the support they receive, BIDs and town centre associations support local authority arts services, by sponsoring borough cultural events and offering free marketing in their publications to promote them. They sometimes put small amounts of funding towards these events, but more commonly provide their support in-kind.

In some cases local authorities and BIDs work together to jointly programme and host cultural events, which give residents access to high quality arts provision and help to promote the local area.

*The London Borough of Southwark and the Better Bankside BID jointly supported the re-staging of The Southwark Mysteries\*, a contemporary cycle of Mystery Plays, rooted in the history of Bankside. The production, which featured professional actors, an adult community cast and pupils from three local schools, was performed at Southwark Cathedral and the Scoop in More London, with extracts featuring on regular guided walks around the area led by the play's author John Constable.*



Images: Dominic Search, www.photographicon.com

\* www.southwarkmysteries.co.uk

Council culture teams and town centres also work together to identify office and event space for arts and cultural organisations, with successful initiatives including a literary trail through a town centre in Barnes and literary salon in Twickenham in Richmond, temporary exhibitions in shops in Havering and Ealing, and a reactive light, sound and video installation in empty retail space in Barking and Dagenham.

*The London Borough of Havering established the Romford Contemporary Arts Programme (R-CAP) in March 2012 to showcase and promote contemporary arts in Romford. R-CAP involves artists and curators staging temporary exhibitions and events in empty shops. As part of the programme, the council worked with a local shopping centre to secure a vacant unit for a collaborative project between professional artists and designers, and students from Havering College of Further and Higher Education and Havering Sixth Form College. A former steak house was transformed into a temporary gallery exhibiting work exploring the theme Sense of Space. Open to the public for one month, 'The Outback Art House' showcased film, fine art, graphic design and photography work, as well as hosting a series of evening events.*

Boroughs increasingly recognise the mutual benefits that arise from collaborating with town centre management associations and see the potential to develop more strategic partnership working. As well as benefitting local communities through increased provision of cultural events and public art, such partnerships can benefit town centres through increased vibrancy and footfall, and also benefit the local arts and cultural community through access to space and a greater range of commissioning opportunities. As town centre management models become increasingly diverse with the formation of private-sector led BIDs, this presents both challenges and opportunities for arts and culture teams to establish partnerships with local businesses and implement new ways of joint working.

## 6. Supporting place-making and regeneration – working with planning and regeneration

Across the developed world, culture is increasingly being used as a tool to stimulate regeneration and local economic development. This is based on the premise that a rich and vibrant cultural offer makes for a better place to live, work and visit. London is no exception to this trend. In addition to the capital's large-scale metropolitan projects, local authorities are implementing local schemes where culture plays a critical role. Reflecting this, just under two thirds of arts and culture officers responding to the survey indicated that they collaborate with regeneration colleagues on cultural provision.

This collaboration takes a variety of forms, including:

- commissioning public art, often to support public realm improvements
- embedding cultural and creative business provision within new developments
- supporting cultural and creative uses of meanwhile spaces.

The work is done in a number of ways including:

- securing planning gains from new developments to support the arts, culture and creative sectors
- brokerage between developers, planners and the arts and culture sector.

Much of the collaboration revolves around the implementation of cultural projects supported by planning gains from Section 106 agreements (S106). The use of S106 is likely to be scaled back in future as more boroughs adopt the Community Infrastructure Levy (CIL). Arts and culture officers and members therefore need to be proactive in making the case for supporting arts and culture provision through future planning gains from CIL, as boroughs develop their CIL policies.

Some boroughs are using cultural institutions and industries as a focal point for growth and regeneration, implementing culture-led regeneration schemes such as the emerging fashion hub in Hackney Central, or the regeneration around the Trinity Laban Faculty of Dance in Lewisham. In inner and outer London boroughs, arts and culture officers are working more closely with planning and regeneration teams to consider the role that culture can play in place-making and place-shaping.

Where collaborations are working most effectively, the teams are feeding into each other's official strategies, sometimes commissioning cultural place-making studies to inform their work. They are also engaging each other in dialogue at the early stages of development planning. As a result, arts and culture officers report that planning and regeneration colleagues now have a much better understanding of the needs and possible contributions of the cultural and creative sectors, and are reflecting them in their plans. This is resulting in initiatives to create the infrastructure for creative activity and enterprise, as well as opportunities for people to come together to engage in cultural activities.

*The London Borough of Waltham Forest has identified the Blackhorse Lane area as one of its key growth areas for regeneration. Reflecting the area's rich arts and crafts and manufacturing heritage, one of the council's eight stated objectives for the area is to support the retention and growth of creative and green industries. In line with this objective the council has developed the Blackhorse Workshop supported by the Mayor's Outer London fund and Create London. The workshop provides affordable access to tools, space and support for making, mending and learning. With a wide selection of wood and metal working equipment, a range of workspaces, educational public events, and onsite technical assistance, the workshop aims to support a wide range of skill levels from newcomers to experienced independent makers.*

As well as informing new developments, joined-up working between culture, planning and regeneration teams is providing opportunities to look at meanwhile use of space where developments are not yet underway. In some cases, spaces are being identified for cultural uses, while in others, artists are helping animate and revitalise spaces for other purposes, such as helping retailers to redevelop their shop fronts and set up pop-up shops.

Much of the collaboration between arts and culture teams and colleagues in planning and regeneration revolves around the implementation of cultural projects supported by planning gains from Section 106 agreements (S106). Just over 80 per cent of respondents to the survey said their council has used S106 to support arts and culture, with 85 per cent saying S106 has been used to secure funding for public art, and 52 per cent saying it has been used for the provision of new facilities. Other examples of uses of S106 include support for specific events, and funding for training apprenticeships. S106 contributions to arts and culture projects are often in the region of £20,000 – £50,000, but can be considerably more.

The City of Westminster used S106 to commission a project called Traceurs by the artist Layla Curtis. Using thermal imaging cameras, Layla filmed local young people doing parkour through a variety of locations in the City of Westminster. She produced a collection of 20 black and white films which capture the glowing white heat residue transferred from the hands and feet of the participants onto the surfaces of the buildings, trees and street furniture that they leap onto, run across and jump off. The films, designed to be screened simultaneously as part of a multi-channel video installation, were shown in a gallery in Westminster that was also supported by S106.



Traceurs. Photographs by Andy Day

Councils have used S106 and planning conditions to fund a variety of public art projects across London ranging from large scale sculptures such as the Wimbledon Stag in Merton, to a new building facade in Wandsworth, and art installations reflecting the history of the local area in Bexley. Several of these projects have included a participatory element involving local residents, such as three steel sculptures in South Woodford in Redbridge, which are decorated by leaf patterns traced by local school children. In these cases, the process of the development of the work is just as important as the outcome. Similar projects have also been delivered using funding from other sources including Growth Area Funding and grants from the Outer London Fund. In some cases, projects have outlasted the original funding allocation by securing financial support from elsewhere.

*Sculpture in the City is a free annual outdoor exhibition in the heart of the Square Mile featuring sculptures and art installations by some of the world’s leading artists. Working on site with a curatorial team, the participating artists select and position their work in response to the surrounding architecture and built environment. Sculpture in the City was born out of the City of London’s City Arts Initiative which set up an advisory group of City Members, officers and other professionals in 2011 to consider new proposals for public art as well as the maintenance and decommissioning of existing works. S106 monies were allocated to a fundraising post focussed on securing commercial sponsorship from businesses in the Square Mile to support Sculpture in the City. Now in its third year, the intention is for the exhibition to become primarily self-funded by local sponsors.*

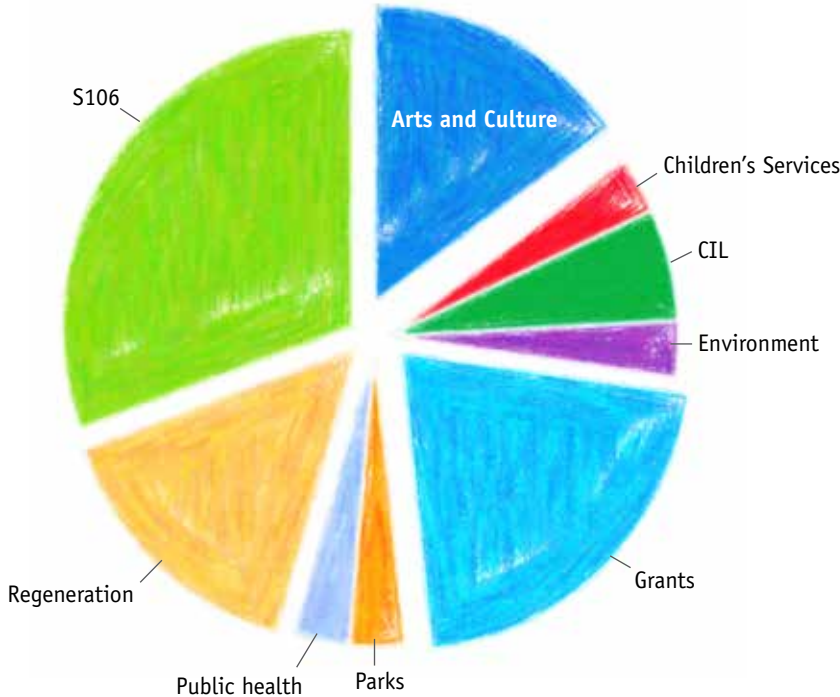


Image: Sculpture in the City

As well as funding public art projects, S106 and grants monies have also been used to fund new cultural facilities and infrastructure in London’s boroughs including libraries, rehearsal studios, gallery space and space for pop up fairs and cultural events.

Figure 17 gives an indication of the funding sources that councils use to support arts and culture activities relating to regeneration or public realm improvements. Again, the figure shows the frequency with which different funding streams were cited in the survey responses, rather than the proportion of funding that comes from the different sources. S106 and grants (including the Outer London Fund) were the most commonly cited sources of funding, followed by regeneration budgets, and arts and culture budgets.

**Figure 17: Funding sources for arts and culture activities to support regeneration and public realm improvements**



Source: London Councils survey of local government arts and culture teams, 2013

The use of S106 to support arts and culture provision is likely to be scaled back in future as more boroughs adopt the Community Infrastructure Levy (CIL). CIL is different to S106 in that it is levied on a much wider range of developments and according to a published tariff schedule. This spreads the cost of funding infrastructure over more developers and provides certainty as to how much developers will have to pay. Once a CIL is implemented, boroughs are still able to negotiate S106 agreements, but these will be restricted to site-specific measures and to the provision of affordable housing.

The responses to the survey and interviews conducted for this study indicate that arts and culture teams are less well versed with CIL than with S106. While just under 40 per cent of respondents to the survey said that arts and culture outcomes are being put into their council’s CIL priorities, half of respondents said they did not know. Many boroughs are in the process of developing their CIL policies, so the opportunity is there to seek to influence those policies. Arts and culture officers and members need to be more proactive in making the case for supporting arts and culture provision through future planning gains from CIL.

# Supporting the arts and culture sector

## 1. Overview

Local authorities do a variety of different things to support individual artists and organisations, as well as the cultural and creative sectors more broadly. This goes beyond awarding grants, to encompass a range of support services and in-kind support, much of which has a significant monetary value to the beneficiaries. It also stretches beyond arts and culture teams, drawing on the expertise and resources of departments such as economic development, planning and licensing. The following sections outline some of the ways in which local authorities support the cultural and creative sectors and the mechanisms for providing that support.

## 2. Business support and capacity building

Councils across London offer a range of business support services to arts and culture organisations and creative businesses, including:

- business planning
- marketing support
- capacity building support
- assistance securing work space.

This is delivered in a number of ways including:

- direct delivery by arts and culture teams
- direct delivery by economic development teams
- delivery by organisations funded by the council
- signposting to other agencies and providers.

It is difficult to quantify the monetary value of this support, but its impact is clear, helping organisations to become financially sustainable, find new premises, establish partnerships, develop project ideas, and implement initiatives from arts trails and theatre productions, through to craft markets and festivals. These activities add vibrancy to local areas, and often have a positive economic impact as well, benefitting not only arts and culture organisations and creative businesses, but local communities. As local authority budgets continue to come under pressure, recording these benefits will become increasingly important.



Providing information, advice and guidance to arts and culture organisations and creative businesses is a key aspect of many council arts teams’ roles. In some boroughs where this is not the case, support services are still offered either via external organisations that the council funds, or via other council teams such as economic development as part of a wider business support offer. Just under half of respondents to the survey said that their council offers business support services directly to arts and culture organisations and creative businesses. Support most commonly includes help developing project ideas, finding venues, carrying out marketing campaigns and doing business planning. It also involves help with fundraising and funding applications, as well as brokering partnerships and commissioning relationships.

**Figure 18: Business support services provided to arts and culture organisations**

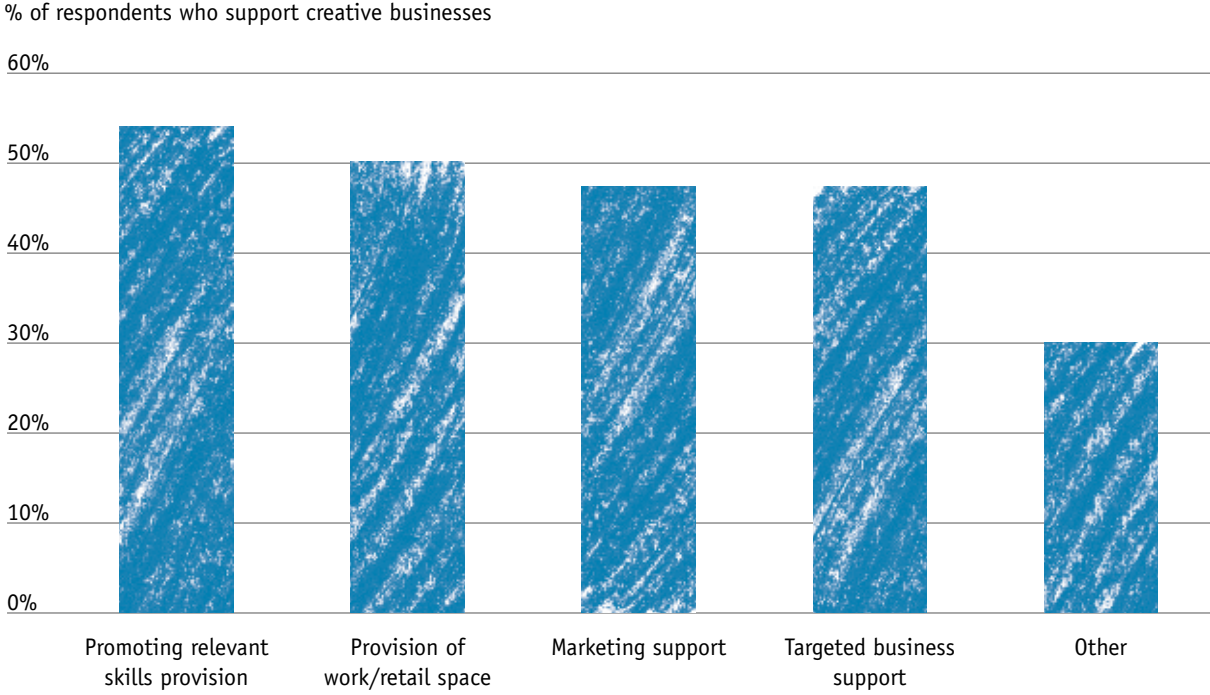


Source: London Councils survey of local government arts and culture teams, 2013

Several of the boroughs run or jointly support arts and culture networks. These networks provide an opportunity for local arts and culture practitioners to come together to share ideas and collaborate on specific initiatives such as clash diaries and joint marketing. The events often involve professional development sessions, with input from experts on issues pertinent to the sector, such as fundraising and emerging trends in digital communication. The boroughs coordinate these networks, securing venues for the meetings, and circulating information in between. They also provide input on strategic items at the meetings and, in some cases, provide opportunities for the network to meet commissioners from other service areas within the council, and from other organisations in the borough. This brokerage role is particularly valuable, resulting in commissions from organisations such as housing associations and hospitals. Building commissioning capacity and supporting arts and culture organisations to tender for opportunities is something that more than half of the boroughs do, primarily through training, partnership brokerage and some grant funding.

As well as helping arts and culture organisations, boroughs also offer business support services to creative businesses. Just under 70 per cent of those who responded to the survey said that their council runs specific initiatives to support the development of creative businesses. This includes initiatives to promote relevant skills provision, provide work and retail space (see section three of this chapter for more details), and offer marketing and targeted business support (see figure 19).

**Figure 19: Council initiatives to support the development of creative businesses**



Source: London Councils survey of local government arts and culture teams, 2013

*The London Borough of Bexley has launched a business support programme for small start-up businesses, based at a multi-purpose unit on Sidcup High Street. The unit offers affordable retail, business and event space to entrepreneurs, including arts and culture businesses. The council is running a support programme for new businesses in the unit. The In Store for Sidcup programme is funded by the Mayor of London’s Outer London Fund and the London Borough of Bexley, to help increase the vibrancy and growth of the high street. The programme includes a package of workshops, one-to-one business advice, and capital funding to support business growth. Recipients of this support include jewellery designers, fashion designers, home ware businesses and graphic designers who will be selling their goods and services from the space and offering workshops.*

When it comes to supporting creative businesses, arts and culture officers often collaborate with colleagues in economic development on both strategic development plans and specific projects. These projects range from running enterprise weeks targeted at creative businesses, to setting up local craft markets for them to sell their wares, and establishing small loan schemes for the creative industries.

The range of business support services that councils deliver help organisations to grow and develop both commercial and community focussed offers. The activities that result add vibrancy to local areas, and often have a positive economic impact, benefitting not only the organisations themselves, but local communities as well. As pressure on local authority budgets threatens the provision of such services, recording these benefits will become increasingly important.

*As part of a wider public art programme Ilford this Way, the London Borough of Redbridge secured funding through a Section 106 Agreement to develop a business hub at Redbridge Central Library to support local creative businesses and other start-ups through a programme of high quality business support. The programme will include advice sessions, networking opportunities, workshops and training programmes, as well as access to facilities and other resources. The project will enable Central Library to use its role as a community hub to help spark local economic growth and improve social mobility across the borough.*



### 3. Access to free and affordable space

One of the key ways in which councils support artists, cultural organisations and creative businesses is through access to free and subsidised space for a variety of purposes including:

- exhibitions
- meetings and networking
- performances
- rehearsals
- administration
- retail.

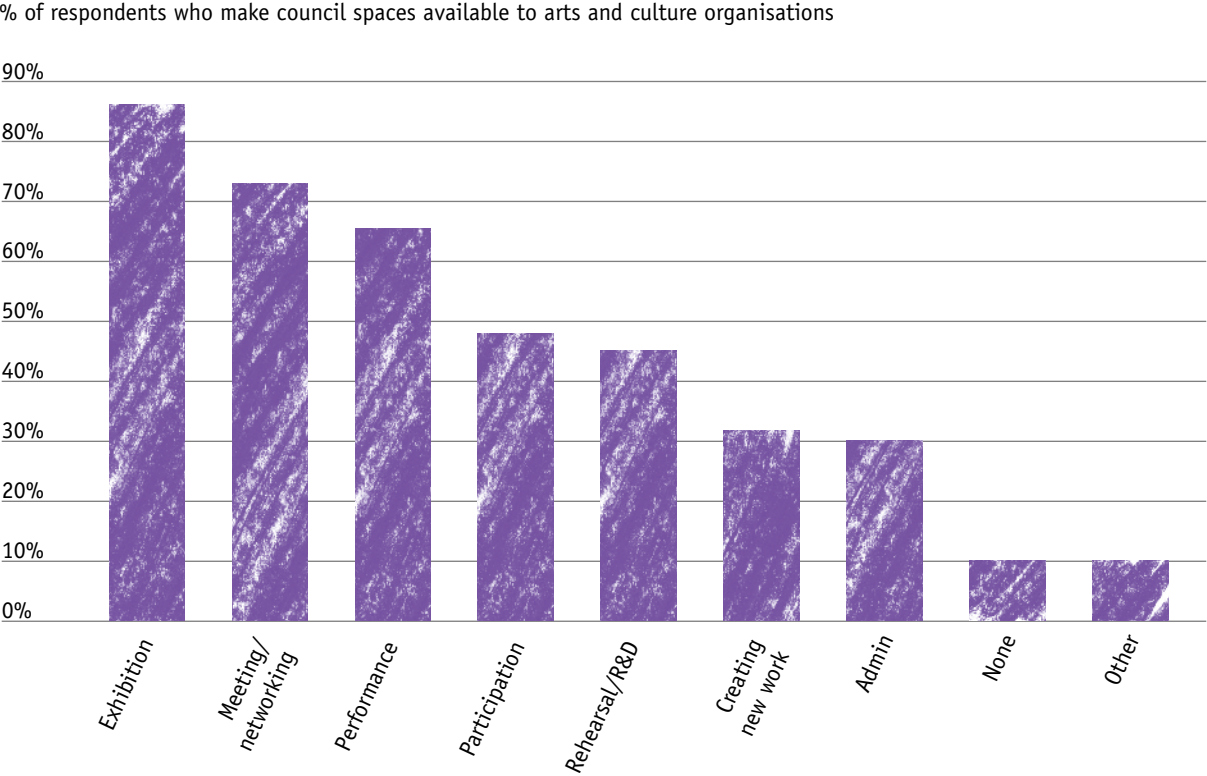
This takes a number of forms including:

- long leases of borough properties at peppercorn rents
- short term hires or free one off use of council spaces
- meanwhile and pop up use of unoccupied council spaces and spaces owned by private landlords secured through negotiation
- policies to develop new cultural and creative spaces in partnership with developers or providers
- discretionary and top up business rates relief.

Local authorities are uniquely placed to be able to provide this support as they are not only large landlords themselves, but have links with a wide range of public and private sector landlords, as well as developers. They are also planning authorities and have a certain amount of discretion over business rates. While the budgetary pressures they are facing are constraining some of the ways in which local authorities can help cultural and creative organisations to access space, this still remains a significant form of in-kind support.

Councils provide a considerable amount of support to artists, cultural organisations and creative businesses in accessing the spaces they need to produce, perform and sell their work. More than 90 per cent of respondents to the London Councils survey said that their council makes its own assets available as free or subsidised space for arts and culture organisations for everything from exhibitions (85 per cent) and performances (65 per cent), to rehearsals (44 per cent) and administration (29 per cent).

**Figure 20: Functions for which councils make their own spaces available to arts and culture organisations either for free or at subsidised rates**



Source: London Councils survey of local government arts and culture teams, 2013

Across London there are many examples of boroughs leasing properties to arts and culture organisations on subsidised or peppercorn rents, or offering them for free. These properties range from old libraries to stately homes and theatres, with the beneficiaries including museums, theatre companies and even archaeological societies. Several of the beneficiaries are ACE National Portfolio Organisations, such as the Havering Theatre Trust at the Queens Theatre in Havering and Stratford Arts Trust at Stratford Circus in Newham. In some cases, where councils offer subsidised rents to arts organisations, this is in return for the equivalent commissioning value or arts provision defined in service level agreements. In other cases, rent free periods are offered in return for the maintenance or refurbishment of the property. The monetary value of these arrangements can be considerable ranging from a few thousand pounds through to hundreds of thousands of pounds.

*In 2008 Battersea Arts Centre (BAC) was granted a 125 year lease by the London Borough of Wandsworth on the former council office building where the centre is based. As part of the lease, BAC was obliged to keep the building in good repair and carry out certain refurbishment works. Through its fundraising activities, BAC was offered an 'in principle' grant of £500,000 by the Big Lottery Fund on the condition that its existing 10 year rent-free period from the council be extended to 20 years. The council granted the extended rent-free period, forgoing £710,000 in rent in exchange for BAC carrying out the works and meeting on going upkeep costs. BAC secured the Lottery grant, along with other sources of funding including grant funding from the council's Town Centre Improvement Scheme to help with the restoration of the building's Grand Hall. The arrangement between Wandsworth council and BAC was recognised with an award for excellence for a Public Sector Partnership by Third Sector Magazine.*

As well as issuing long term leases for properties, boroughs also offer arts and culture organisations free or subsidised use of specific spaces in libraries, arts and culture venues and town halls on a short-term basis or for one-off events. These spaces include performance spaces, rehearsal facilities, studios, meeting rooms and exhibition space. In some boroughs, subsidised rates are set for the sector, but in many instances, venue managers and council officers use their discretion, offering free and subsidised hire rates to organisations on a case by case basis. In these cases, rates are usually based on an organisation's ability to pay, and on the value that its activities add to the local community. The monetary value of this provision is therefore difficult to quantify, but is considerable.

As reductions to local government funding continue to put pressure on local authority budgets, many council arts venues are increasingly having to generate revenue and meet income targets. They are, however, continuing to offer discounted rates and free space to arts and culture organisations, and voluntary and community sector groups, by cross-subsidising from the commercial rates charged for corporate hires. In addition to the use of the space itself, some councils also provide additional benefits, including running events to showcase the work of the artists and organisations using their space.

*Fairkytes Arts Centre is a community arts centre in the London Borough of Havering offering a range of arts and culture activities for adults and children, alongside rooms for hire by artists, cultural organisations and community groups. The centre's rooms and halls are used by 140 groups, and there are also nine studios rented at subsidised rates to artists, crafts people and musicians. The centre has a craft gallery where centre users, local craftspeople, or guest artists can sell their work at low commission rates.*

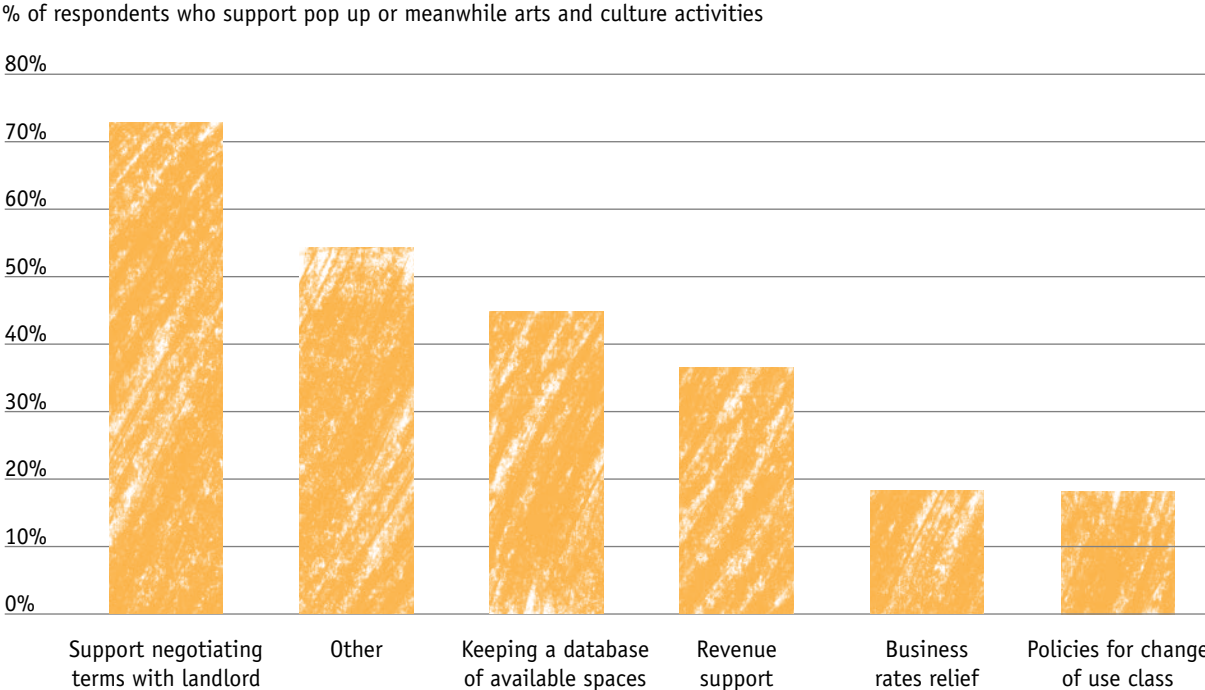
As well as giving arts and culture organisations access to their existing property stock, councils are actively investing in new developments and working with developers and local partners to create affordable studios and other workspaces, particularly to support the creative industries. Working with arts organisations and studio providers such as ACAVA and Space Studios, and with housing trusts like Peabody, councils are supporting the delivery and management of new studio spaces across the capital. Some are making the provision of new studios and creative incubators a priority in their

employment-related land-use policies. The London Borough of Croydon, for example, has a strategic priority on this in its local plan, stating that: *'The council will promote the growth and expansion of the cultural and creative industries to make Croydon a better place to live and to act as a driver of growth and enterprise in the local economy. The focus for accommodating cultural and creative industries will be a network of Enterprise Centres'*

*The London Borough of Merton's Arts Development Team is working in partnership with ACAA (Association of Cultural Development Through Visual Arts) to establish and manage three studio blocks in Merton. The studios are let to local artists at an affordable rate. Artists who wish to rent a studio must be willing to participate in community and local projects, such as open studio days and education workshops.*

Many councils are also managing or facilitating pop-up arts and culture activities and meanwhile use of unoccupied space within their borough. One third of respondents to the survey said they have policies in place to support such activities. These policies include helping arts and culture organisations or creative businesses to negotiate terms of use with private landlords, keeping a database of available spaces, and providing revenue support.

**Figure 21: Ways councils support pop-up or meanwhile arts and culture activities**



Source: London Councils survey of local government arts and culture teams, 2013

The activities that they support range from short term pop-up events in empty retail outlets to longer term uses of properties alongside regeneration projects. Examples include literary salons, exhibitions, pop up craft shops, artists in residence, and studio space for creative businesses.

*The London Borough of Brent and Locality co-founded the Meanwhile Foundation to champion meanwhile use of space and help to address barriers to delivery. The foundation takes over the tenancies of empty properties, which it secures rent free in return for relieving landlords of their business rates obligations. It is able to do this, because its charitable status means it qualifies for business rates relief. The Meanwhile Brent Partnership has supported a number of cultural and creative temporary use projects sitting alongside major regeneration programmes in South Kilburn, Wembley and Willesden Green. South Kilburn Studios provide studio space for creative professionals who, in lieu of rent payments, have pledged to train young people from the local area, and deliver a public programme of free creative events. The tenants include a composer, a milliner, film makers, photographers, music producers, and garment, graphic and interior designers. As an example of success, Clean Bandit, who operate from South Kilburn Studios reached number one in the official music charts in January and February 2014.*



Image: South Kilburn Studios

Local authorities are uniquely placed to facilitate pop-up and meanwhile use of space, as they are planning authorities, they have relationships with town centre management associations, housing associations, Network Rail, private and other landlords, and they are responsible for collecting business rates. Boroughs play an important brokerage role in this respect, bringing cultural and creative professionals together with landlords to identify and capitalise on opportunities to mutual benefit. Facilitating access to space in this way is another form of in-kind support, which delivers something of tangible value to artists, cultural organisations and creative businesses.

Some local authorities are further supporting arts and culture organisations to access the space they need by offering up to 80 per cent discretionary business rate relief to organisations that are established or conducted not for profit. This is distinct from the mandatory 80 per cent relief which organisations with charitable status qualify for. In some cases councils are also offering 20 per cent top up relief to those who qualify for mandatory or discretionary relief, meaning the organisations including galleries, theatres, arts centres and music trusts, pay no business rates at all. This has a significant monetary value for the beneficiaries. Local authorities incur a cost in providing discretionary and top up relief, so not all are able to do so, and as financial pressures on local authorities increase, this is likely to come under greater scrutiny.



## 4. Licensing

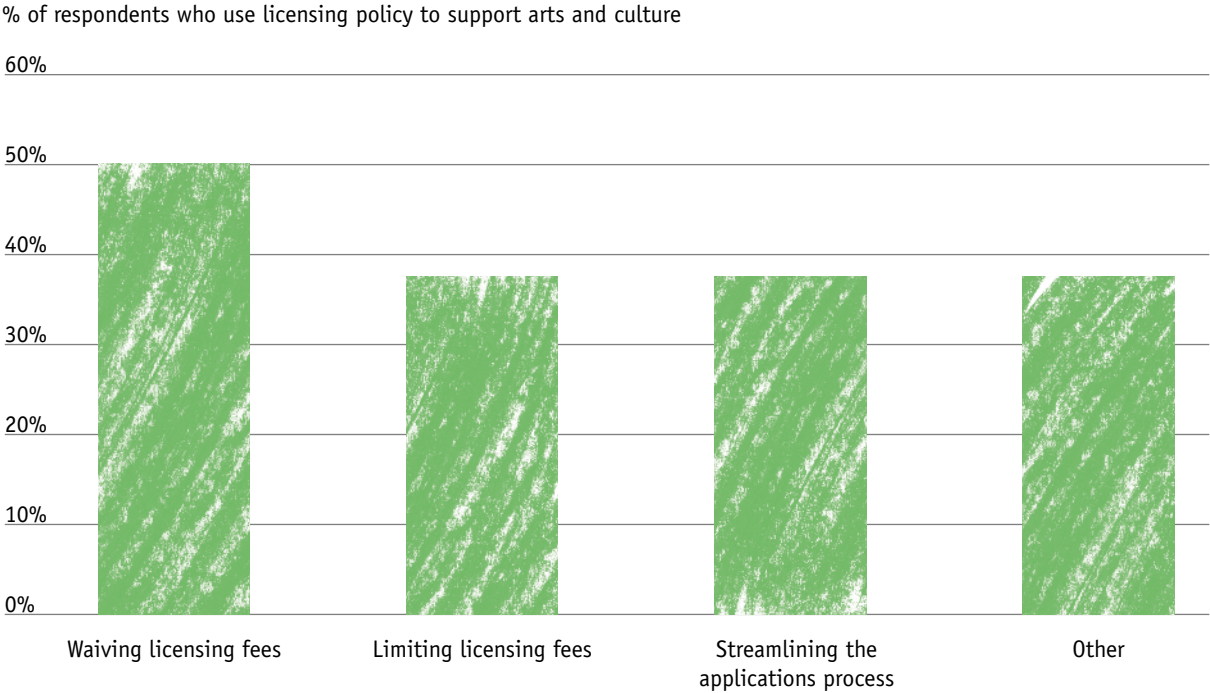
Another way that councils support the arts and culture sector is by making it easier and cheaper to secure licenses for events and other activities by:

- waiving and limiting licensing fees
- streamlining the licensing applications process.

There may be scope for councils to do more to support arts and culture through their licensing policy, as only 20 per cent of respondents said that they actively use licensing policy in this way, or that they have tried to influence their council's licensing policy.

One fifth of respondents to the survey said their council actively uses licensing policy to support arts and culture activities in the borough (see figure 22). This encompasses arts and culture teams collaborating with licensing colleagues to secure licenses for council-led arts and culture events, as well as helping arts and voluntary organisations to secure the licenses they need for their own events. Support for external organisations includes waiving and limiting licensing fees, streamlining the applications process, and helping to negotiate road closures where required.

**Figure 22: Ways councils use licensing policy to support arts and culture activities.**



Source: London Councils survey of local government arts and culture teams, 2013

Some arts officers also help to shape council licensing policy, for example attending safety advisory group meetings where they feed in the needs and priorities of local artists and cultural organisations. Attendance at such meetings also enables them to keep cultural organisations informed of local issues, helping them to shape proposals for events and other activities accordingly. When it comes to licensing, the needs of arts and culture organisations need to be balanced against the needs of local businesses and residents; having arts and culture officers working in a joined up way with licensing colleagues, is the best way of ensuring that this balance is properly taken into account. There may be scope for arts and culture teams to do more in this area. Survey results suggest that only a fifth have tried to influence their council’s licensing policy.



# Conclusions

Despite the budgetary pressures they are facing, London's local authorities are continuing to invest in arts and culture through dedicated culture budgets and other departmental budgets. They are also securing additional funding for arts and culture activities from grants and sponsorship, providing in-kind support to the sector, and introducing artists and cultural organisations to internal and external commissioners.

Through a combination of direct delivery by borough services, commissioning - and joint commissioning - of arts and culture organisations, and brokerage between the arts and culture sector and schools, colleges, hospitals, residential care homes, housing associations and town centre management groups, councils are supporting a range of arts and culture activities that contribute to cross-cutting work. This includes activities to improve young people's educational outcomes, enhance adult social care, tackle physical and mental health issues, and stimulate economic development.

There are many good examples of co-commissioning and partnership working between council arts and culture teams, other departments and external organisations. However, their nature and extent is often determined and restricted by where arts and culture sits within a council's structure and within member portfolios, and by relationships with individuals in schools, town centre management groups and other organisations, which are increasingly moving outside local authority control. Without suggesting that arts and culture should be completely instrumentalised, there is scope to extend partnership working further, embedding arts and culture across more council departments' strategic plans and strengthening links with external organisations. Achieving this requires:

- Greater support in evidencing the benefits of arts and culture activities for different policy areas, especially health and social care.
- Continued proactive work by officers and members to establish and extend partnership working with local organisations, including housing associations, care homes, schools, and town centre management organisations.
- Help for arts and culture officers and members to understand and capitalise on the Community Infrastructure Levy, business rates relief, licensing policy and other opportunities for supporting cultural provision.

Evidencing the benefits of arts and culture activities is also important in terms of the considerable in-kind support that local authorities provide to artists, cultural organisations and creative businesses. In-kind support includes business support, licensing support, and access to free and subsidised space, and has a significant monetary value for the beneficiaries and a clear impact. It helps organisations to establish partnerships, develop project ideas, find new premises, become financially sustainable, and implement initiatives from arts trails and theatre productions, to craft markets and festivals. These activities enrich the cultural and creative offer in local areas, and often have a positive economic impact. Council support therefore benefits not only the culture and creative sectors, but local communities as well through increased quality of life and economic growth. As local authority budgets continue to come under pressure, recording these benefits will become increasingly important.

This overview has provided a snapshot of local authority support for arts and culture in London. London Councils is doing further research, supported by ACE, to identify the value of this support for communities and the sector, and to explore how local government and ACE can work together to sustain this value in difficult financial times. The research is exploring how local authority contributions can be better quantified, to provide a more comprehensive understanding of their role in supporting arts and culture.



London Councils  
59½ Southwark Street  
London SE1 0AL  
[www.londoncouncils.gov.uk](http://www.londoncouncils.gov.uk)  
020 7934 9813

**design:** [pinsentdesign.com](http://pinsentdesign.com)  
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