



Notice of meeting of

"Cultural Quarter" Ad Hoc Scrutiny Committee

To: Councillors Taylor (Chair), Crisp, Funnell, Galvin, Hogg and Hyman

Date: Wednesday, 17 September 2008

Time: 5.00 pm

Venue: The Guildhall

AGENDA

1. **Declarations of Interest**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

2. **Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committees remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Tuesday 16 September 2008 at 5.00pm.

3. **Minutes**

(Pages 3 - 10)

To approve and sign the minutes of the first meeting of the Committee held on Monday 21 July 2008.

4. Cultural Quarter - Interim Report (Pages 11 - 36)

To consider the Interim Report in relation to the review of the topic to examine the 'Vision' developed in 2007 for a Cultural Quarter in York, linking the city centre with development sites in York North West. To progress this review the Committee are asked to approve the fact-finding timetable and defer consideration of inviting a representative of another Local Authority to address them.

5. Any other business which the Chair considers urgent under the Local Government Act 1972

Democracy Officer:

Name: Jill Pickering

Contact Details:

- Telephone – (01904) 552061
- Email – jill.pickering@york.gov.uk

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

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- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088

Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

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If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

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The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

Scrutiny Committees

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

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- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
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City of York Council

Committee Minutes

MEETING	"CULTURAL QUARTER" AD HOC SCRUTINY COMMITTEE
DATE	21 JULY 2008
PRESENT	COUNCILLORS TAYLOR (CHAIR), CRISP, GALVIN AND HOGG
APOLOGIES	COUNCILLORS FUNNELL AND HYMAN

1. **DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda.

Councillor Hogg declared a personal non-prejudicial interest in agenda item 3 ("Cultural Quarter" Scrutiny Review – Scoping Report) as an employee of the National Railway Museum, a member of the York Museums Trust and Visit York.

Councillor Crisp declared a personal non-prejudicial interest in agenda item 3 ("Cultural Quarter" Scrutiny Review – Scoping Report) as a member of the York Theatre Royal Board.

2. **PUBLIC PARTICIPATION**

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme on general issues within the remit of the Committee.

3. **"CULTURAL QUARTER" SCRUTINY REVIEW - SCOPING REPORT**

Consideration was given to the suggested scoping report and timetable for the "Cultural Quarter" Scrutiny review. The review aimed to contribute towards achieving a long-term direction for the area between the National Railway Museum, York Railway Station and the Minster, and to consider any positive and/or adverse effects on the city.

It was reported that this topic had originally been registered in early 2008 by Councillor Hogg to examine the 'Vision' developed in 2007 for a Cultural Quarter for York. This would link the city centre with development sites in York North West. He had suggested using the 2007 'Vision' document to explore the relationship between the six areas of the quarter (area 1 to include the Railway Station), including pedestrian and vehicular movement, design, open spaces, a river crossing, performance areas, lighting, landscaping, cultural production, promotion and public art.

Members were reminded of the objectives of the review which were:

- i. To understand the Council's strategic approach, and that of its key partners, to the cultural design for the area.
- ii. To contribute to a business plan for achieving the required funding for developing the area into a 'Cultural Quarter'
- iii. To develop and establish some key principles for guiding a collaborative approach to cultural development in the future, including connectivity to other areas of the city
- iv. To understand the implications for the whole city in terms of retail, its economy and other cultural or leisure based events within the city.

Officers updated that a change was required to the timetable on page 5 of the report. Reference to a meeting on 25 October 2008 should read 15 October 2008. They also confirmed that Roger Ranson, Assistant Director, Economic Development, was unable to attend the meeting on 15 October 2008 when it was proposed that the Council's Draft Business Plan was considered and he had requested this be considered at the 29 October meeting.

The Authority's Head of Arts and Culture circulated the following documents:

- Cultural Quarter in York prepared by Austin, Smith, Lord LLP, dated 8 January 2007;
- A list of Cultural Quarters Exemplars;
- A list of draft Cultural Quarter Questions.

She introduced Ian Tempest, External Relations Manager, Visit York, who had been involved in the initial discussions when consideration had been given to the vision for a cultural quarter in York at the York @ Large Partnership Board meetings.

Members were then given a presentation of the 'Vision' document and updated on the processes that had taken place and the following were some of the points raised:

Brief and Definition

Members were informed that the area between the National Railway Museum and the Minster had been chosen as it was an area which Sir Ron Cooke, former Vice Chancellor of the University of York, had noted as unique in Europe for containing buildings of all ages and in particular a large number of Grade 1 and 1* listed buildings.

It was proposed that the cultural quarter would be a vibrant, clearly defined area that any customer/user would be aware they had entered. The aim of the vision was to generate additional external funding than that which was currently achieved through an ad-hoc approach, to ensure that the whole quarter would benefit from investment.

Study Area – NRM and South of the river

It was pointed out that the proposed study area was a surprisingly green space - however it was not easy to move around. The walk from the National Railway Museum to the Minster took 9 minutes and the first task was to obtain more clear connectivity between these two points. Reference was made to redevelopment plans for York Station and the proposal to open both sides of the station. It was pointed out that the majority of

coaches dropped visitors adjacent to the Memorial Gardens and that there was no easy direct access to the river at this point. It had been pointed out that the city made poor use of the river frontage and that work was required to improve this area.

Officers pointed out that as part of the York Central plan consideration had been given to the provision of a central plaza – between the two halls of the National Railway Museum; Officers confirmed that a lighting strategy had been proposed which would assist navigation around the proposed routes.

Study Area - St Mary's Abbey Precinct Gardens

The proposals for these Gardens included seeking to open up access to the Art Gallery and the Library from rear entrances in the Museum Gardens and suggesting how people could move through this space. Research with visitors had indicated that Scarborough Bridge and Marble Arch were unsatisfactory routes and suggestions from the original consultants had included the provision of a new pedestrian/cycle bridge over the river from the National Railway Museum/Station into the Museum Gardens. The proposals were intended to cover both daytime and evenings, and would involve reviewing the evening opening of the Gardens.

Officers referred to work that could be undertaken on trees in the Museum Gardens to lift the crowns to restore the view across the river to the Yorkshire Museum.

Study Area – St Leonards, Art Gallery and Exhibition Square

There were proposals to alter the traffic which at present used St Leonards Place, the first phase involved reducing traffic to 1 lane each way and the second phase closing the road to all traffic except buses, cyclists and taxis. In the timescales of this development traffic would be much reduced in this area. St Leonard's Place was owned by a private developer who was considering mixed use of Hotel, retail and residential. The new Visitor Information Centre would be located across the road at the corner of Blake Street. In relation to Kings Manor, it was proposed that the existing car park on the frontage could be moved and replaced by a formal garden and Exhibition Square replaced by civic space. There were also proposals for the Theatre Royal to link into De Grey House, thereby improving Theatre facilities; Reference was made to air quality issues in Museum Street and Exhibition Square from queuing traffic and bus manoeuvres.

Study Area – The Library, St Leonards Hospital, Multangular Tower

The railings around St Leonard's Hospital meant that there was restricted space for pedestrian traffic and bus queues. The York Library was a magnificent building but in an inappropriate setting and it was thought that this could be turned into civic space. Internally in the Library there were already plans to make much better use of its relationship with its outdoor space. There were some tentative plans to redevelop St Leonard's Hospital site as a new retail and workshop space.

Study Area - The Minister

It was pointed out that at present Duncombe Place at the front of the Minster provided a taxi turning circle, improvements had been suggested

but vehicular access needed to be considered. There were some south entrance plans for a plaza already in progress and there was a need to build in consideration of the setting of the West end of the Minster and access to Deans Park.

Study Area – River Corridor

It was pointed out that no seats had been provided on the south bank of the river between Lendal and Scarborough Bridges;

Any works on the river frontage should take account of flooding eg easily washed down seating;

There was also a need to tackle the geese problem.

It was confirmed that this was a long term vision, possibly 15 years, in which to obtain the funding and for all the proposals to be completed.

Members made the following points:

- A cultural quarter was not only a rebranding exercise but the chance to regenerate an area and an opportunity for York to attract finance to support it;
- That it may be difficult to sustain an evening economy in the areas around the Railway Museum;
- Need to be sensitive to other strong cultural offers outside the Quarter, i.e. in Micklegate, Castle Museum, Gillygate, Clifford's Tower, Walmgate;
- If the proposals went ahead the evening culture in York would shift;
- Members should walk round the study area;
- The Authority should have a leadership role to provide links between the areas and partners to ensure funding was sought for the benefit of the "Cultural Quarter" as a whole;
- Need to encourage visitors to return to the city and stay longer, and get the correct balance between residents and visitors;
- Possible investigation of the practicality of holding a public drop in session, early one evening in November, to gauge public views at which stakeholders would provide plans/models of their proposals;
- Important to source trees, cycle racks, seats etc suitable to the conditions;
- Getting the pedestrian hierarchy correct;
- Making the most of York's stunning buildings;
- To reinforce the connections between the areas.

Members then examined the list of cities and their different types of cultural quarters, circulated at the meeting, and the suggestion that they each choose one to look at in detail, identifying positives and negatives for York. Discussion also took place on a possible visit by the Committee to a city with a cultural quarter to further investigate and discuss the benefits and receive feedback from the public.

Members agreed that the Committee should go on a fact-finding visit to the Newcastle/Gateshead Cultural Quarter and meet key individuals involved in the establishment and operation of this Quarter.

Members agreed to individually investigate the following existing Cultural Quarters:

Cllr Taylor – Doncaster
Cllr Galvin – Belfast
Cllr Hogg - Brighton/Glasgow
Cllr Crisp – Wolverhampton

Councillors Hyman and Funnell to be offered Bolton, Leicester, Vienna or any other cities with cultural quarters to further investigate.

In relation to the list of draft questions suggested to obtain information from each city on their cultural quarters Members suggested amendments to the list as follows:

Cultural Quarter Questions

How did you decide which area to designate as a cultural quarter?

What were your objectives in establishing a cultural quarter?

Has designating the areas a Cultural Quarter had any effect on those cultural institutions outside the designated area?

Which partners are involved in developing the area?

How did you engage local residents in the process of establishing a cultural quarter?

What have been the successes of the cultural quarter initiatives?

What are the key factors in gaining that success?

Have your visitor numbers increased as a result of establishing a cultural quarter? If yes - by how many over what length of time?

What have been the problems of the cultural quarter initiative?

How were these issues overcome?

If you were to start it again today what would you do differently?

Following further discussion it was

RESOLVED: (i) That subject to the following changes to the timetable for the review approval be given to the proposed timetable and scoping: ¹.

17 th September 2008	i. To receive feedback from Members on their findings in relation to various different Cultural Quarters. ii. To receive feedback on public consultation
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	<p>that has taken place in relation to the City Centre Area Action Plan being undertaken as part of the LDF process.</p> <p>iii. That inviting a representative from Sheffield or Brighton be deferred until after Members had visited Newcastle/Gateshead cultural quarter.</p>
15 th October 2008	Invite stakeholders to attend this meeting i.e. representatives from the Theatre Royal, York Museums Trust, Rushbond and National Railway Museum.
29 th October 2008	To receive the Council's Draft Business Plan and discuss this in relation to key objectives (ii) and (iv)

- (ii) That Sir Ron Cooke, former Vice Chancellor of the University of York, be invited as a co-optee onto the Committee for the duration of the review; ^{2.}
- (iii) That the Scrutiny Officer investigate the purchasing of copies of the book "Cultural Quarter": Principles and Practice by Simon Roodhouse for members of the Committee; ^{3.}
- (iv) That arrangements be made on 15 October 2008 for an informal day to meet stakeholders and walk around the cultural quarter and its buildings; ^{4.}
- (v) That Officers make arrangements for a visit to Gateshead/Newcastle's cultural quarter in early September if possible to meet those involved; ^{5.}
- (vi) That further consideration be given to the possibility of inviting representatives from other Local Authorities to present information on their Cultural Quarters following the visit to Newcastle/Gateshead; ^{6.}
- (vii) That an informal 'public drop in session' explaining the cultural quarter be arranged by the scrutiny officer on a date towards the end of the review. ^{7.}

REASON: To ensure the progression of this review and compliance with scrutiny procedures, protocols and work plans.

Action Required

- 1. To amend the review timetable as agreed. TW
- 2. To invite Sir Ron Cooke as a co-optee onto the Committee. TW
- 3. To investigate the purchase of copies of this book for Committee members. TW
- 4. To make arrangements for the Committee to meet stakeholders informally on 15 October 2008. TW

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|---|----|
| 5. That arrangements be made for the Committee to visit Gateshead/Newcastle's cultural quarter. | TW |
| 6. That further consideration be given to this invitation following Members visit to Newcastle/Gateshead. | TW |
| 6. That a 'public drop in session' be arranged on a date towards the end of the review. | TW |

Cllr D Taylor, Chair

[The meeting started at 5.30 pm and finished at 7.25 pm].

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'Cultural Quarter' Ad Hoc Scrutiny Committee 17th September 2008**'Cultural Quarter' – Interim Report****Background**

1. This topic was originally registered in early 2008 by Councillor Hogg to examine the 'Vision' developed in 2007 for a Cultural Quarter for York, linking the city centre with development sites in York North West. He suggested using the 2007 'Vision' document to explore the relationship between the six areas of the quarter (area 1 to include the Railway Station), including pedestrian and vehicular movement, design, open spaces, a river crossing, performance areas, lighting, landscaping, cultural production, promotion and public art.
2. The aim of the vision is to generate substantially more external funding than that which is currently being achieved through an ad-hoc approach. The 'Vision' recognises that getting the link between the city centre and York North West right, will support and guide future city centre development.
3. In coming to a decision to review this topic, the Scrutiny Management Team recognised certain key objectives and the following remit was agreed:

Aim

4. To contribute towards achieving a long-term direction for the area between the National Railway Museum (NRM), York Railway Station and the Minster, and to consider any positive and/or adverse effects on the city in doing so.

Objectives

- i. To understand the Council's strategic approach, and that of its key partners, to the cultural design for the area.
- ii. To contribute to a business plan for achieving the required funding for developing the area into a 'Cultural Quarter'
- iii. To develop and establish some key principles for guiding a collaborative approach to cultural development in the future, including connectivity to other areas of the city
- iv. To understand the implications for the whole city in terms of retail, its economy and other cultural or leisure based events within the city.

Consultation

5. This review, has so far, been carried out in consultation with the Head of Arts and Culture, the External Relations Manager at Visit York, The Chief Executive of the York Museums Trust and the Director of Finance and Business Development at the York Museums Trust

Information Gathered

6. At a formal meeting on 21st July 2008 Members of the Committee received a presentation from the Head of Arts and Culture on the 'Vision' document. The discussions arising from this are attached at Annex A to this report.

Issues Arising

7. The following issues were brought to light as part of these discussions:
 - A Cultural Quarter was not a re-branding exercise but the chance to regenerate an area and an opportunity for York to attract finance to support it
 - There may be difficulties sustaining the evening economy around the NRM area
 - If the proposals went ahead the evening culture in York may shift
 - The Authority would need to have a leadership role to provide links between the areas and partners to ensure funding was sought for the benefit of the Cultural Quarter as a whole
 - There was a need to encourage visitors to return to the city and stay longer and get the correct balance between residents and visitors
 - There was a need to be sensitive to other strong cultural offers outside the proposed Cultural Quarter i.e. Castle Museum, Micklegate, Gillygate, Clifford's Tower, Walmgate
 - Poor use of the river frontage
 - Improvements to connectivity between NRM and Minster
 - Air Quality issues in Museum Street and Exhibition Square from queuing traffic and bus manoeuvres.
 - It was important to source trees, cycle racks, seats etc suitable to the conditions
 - Any works on the river frontage should take account of flooding e.g. easily washed down seating.
 - There was a need to tackle the problem with geese along the river corridor
 - It was important to get the pedestrian hierarchy correct
 - Connections between all the areas of the proposed Cultural Quarter needed to be reinforced
 - It was important to make the most of York's stunning buildings
 - Members should walk around the study areas
 - A public drop in session should be arranged to gauge public views.
8. Members of the Committee agreed to find out more about an individually chosen Cultural Quarter to help inform their understanding of the best strategic approach for York. A list of questions that could be asked was circulated at the last meeting and Members agreed to use these as a premise to their

investigations. Results of these investigations are attached at the following annexes:

- **Annex B** Information regarding Leicester
- **Annex C** Executive Summary document for Belfast [the full document is available at:
www.belfastcity.gov.uk/events/docs/CelebrateBelfastReport.doc]
- **Annex D** Information regarding Wolverhampton
- **Annex E** Information regarding Glasgow and Brighton
- Members have also been provided with a colour brochure in relation to Doncaster's Civic and Cultural Quarter.

Timetable of events

9. In order to assist Members of the Committee with their understanding of the 'Vision' document and proposed Cultural Quarter, and to progress the review, Members have agreed the following fact finding timetable:

Date	Event	Findings
21.07.2008 to 17.09.2008	Members to individually look at specified Cultural Quarters.	It is hoped that the findings of this exercise can be presented at the formal meeting scheduled for 17.09.2008.
15.08.2008	Visit to St Mary's Precinct, the Museum Gardens and City Art Gallery.	Members of the Committee were given a guided tour of this area. The Chief Executive and the Director of Finance & Business Development of the York Museums Trust informed Members of some of the future plans for the area. The Master Plan for this area will be presented as part of the Council's Draft Business Plan at the meeting scheduled for 29.10.2008.
23.09.2008	Visit to Newcastle/Gateshead	
15.10.2008	All day tour of the Study Area(s) with stakeholders	
29.10.2008	Formal meeting to receive the Council's Draft Business Plan and discuss this is	

	relation to key objectives (ii) and (iv)	
04.11.2008	Public drop in session	This event will be held at the Central Library. Stakeholders would be invited to attend and provide plans/models of their proposals and Officers would also be available to answer questions.

10. At the same meeting Members also agreed to defer inviting a representative from another Local Authority to speak to them until after they had undertaken their visit to Newcastle/Gateshead.
11. In relation to decisions taken at the last meeting:
 - i. A report went before the Scrutiny Management Committee on 15th September 2008 to request the formal appoint of Sir Ron Cooke as a co-optee to the Committee for the duration of this review.
 - ii. Copies of Simon Roodhouse's book 'Cultural Quarters: Principles and Practice' have been ordered.

Options

12. Having regard to the aims and objectives of this topic remit, and having considered the information provided in this report Members may choose to:
 - i. Agree further fact-finding events to add to the timetable, if required.
 - ii. Arrange a date for inviting a representative from another Local Authority to speak to them.

Recommendation

13. It is recommended that Members consider:
 - i. Approving the fact-finding timetable as set out in paragraph 9 to this report.
 - ii. Further deferring the invite to a representative of another Local Authority to address them.

Contact Details

Author:

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Scrutiny Services
Tel No. 01904 551714

Chief Officer Responsible for the report:

Quentin Baker
Head of Civic, Legal & Democratic Services
Tel No. 01904 551004

**Interim Report
Approved**



Date 08.09.2008

Wards Affected: Guildhall, Holgate & Micklegate

All

For further information please contact the author of the report

Background Papers:

None

Annexes

- Annex A** Extract from the minutes of the formal meeting held on 21st July 2008
- Annex B** Information regarding Leicester's Cultural Quarter
- Annex C** Executive Summary – Celebrate Belfast
- Annex D** Information regarding Wolverhampton's Cultural Quarter
- Annex E** Information regarding Glasgow and Brighton

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Extract from the minutes of the meeting held on 21st July 2008
Discussion on the Vision Document

Members were then given a presentation of the 'Vision' document and updated on the processes that had taken place and the following were some of the points raised:

Brief and Definition

Members were informed that the area between the National Railway Museum and the Minster had been chosen as it was an area which Sir Ron Cooke, former Vice Chancellor of the University of York, had noted as unique in Europe for containing buildings of all ages and in particular a large number of Grade 1 and 1* listed buildings.

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Officers pointed out that as part of the York Central plan consideration had been given to the provision of a central plaza – between the two halls of the National Railway Museum; Officers confirmed that a lighting strategy had been proposed which would assist navigation around the proposed routes.

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Study Area – St Leonard’s, Art Gallery and Exhibition Square

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Study Area – The Library, St Leonard’s Hospital, Multangular Tower

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Study Area - The Minster

It was pointed out that at present Duncombe Place at the front of the Minster provided a taxi turning circle, improvements had been suggested but vehicular access needed to be considered. There were some south entrance plans for a plaza already in progress and there was a need to build in consideration of the setting of the West end of the Minster and access to Deans Park.

Study Area – River Corridor

It was pointed out that no seats had been provided on the south bank of the river between Lendal and Scarborough Bridges;
Any works on the river frontage should take account of flooding e.g. easily washed down seating;
There was also a need to tackle the geese problem.

It was confirmed that this was a long term vision, possibly 15 years, in which to obtain the funding and for all the proposals to be completed

Leicester**How did you decide which area to designate as a cultural quarter?**

The Council, through ABL Cultural Consulting, undertook a Capital Options Feasibility Study. This study included a site options analysis to determine which part of the City Centre the Cultural Quarter would be developed in. The St. George's south area of the City Centre was chosen for the following reasons:

- i) The area was in decline, as a result of the failing textile industry, and therefore it provided an excellent opportunity for a cultural led regeneration approach to be adopted and implemented,
- ii) It was an East Midlands Development Agency (EMDA) – priority regeneration site and because of this there was maximum opportunity to secure EMDA funding for the development
- iii) The Council owned a number of sites in the area which meant that we could either develop on these sites or use them to resource the purchase of land in the area
- iv) The area was part of the European Regional Development Fund Objective 2 programme – eligible area, again this would provide opportunities to secure partnership funding for the development
- v) As the area was in decline it was underused – therefore it provided the potential to maximise a sense of 'ownership' amongst the City's diverse community / population
- vi) It was close to public transport – both bus and rail

What were your objectives in establishing a cultural quarter?

Essentially:

- i) to drive and lead the regeneration of this run down part of the City Centre (the Council led programme has generated a private sector investment in the area of @ £60 million – these are mainly residential developments)
- ii) to provide state of the art, fit for purpose facilities to support the production and presentation of performed work (theatre, drama, dance, music etc) film & media and (at the time the commitment was made to the CQ) the visual arts
- iii) to provide a resource (managed workspace and incubation space) to create a cluster of creative industries

Has designating the areas a Cultural Quarter had any effect on those cultural institutions outside the designated area?

None that is evident to date. Leicester is still in the process of developing the Cultural Quarter. To date only the LCB Depot (managed workspace for Creative Industries) is operational. Curve, the new Performing Arts Centre is due to open in December this year and the new Digital media centre is under construction (construction is scheduled to be completed by July next year)

The key issue is ensuring that there is an active network between all of the arts providers, regardless of whether they are in the CQ area or outside of it, to ensure that there is co-ordination and healthy competition between the various offerings.

Which partners are involved in developing the area?

This really depends on the Project. Below is a list of the various partnerships established for the delivery of each project:

- i) LCB Depot. Developed by the City Council. Partnership funding was provided by East Midlands Development Agency, Leicestershire Economic Partnership and ERDF Objective 2 programme. During the development of the project I established a 'Potential End user Forum' which I consulted with regularly. As this project was responding to an identified gap in the City arts Infrastructure there was no obvious delivery partner organisation. During the operational phase (July 2004 to current day) a number of partnerships have been generated to provide Business Support to the Creative Industry Sector, these include, De Montfort University Innovation Centre, Princes Trust, Business Link etc. The Councils investment to this project was £1.3 million. Total project cost £4.75 million.
- ii) CURVE (Performing Arts Centre). The City Council is the Lead partner, working in partnership with Leicester Theatre Trust (the end operator) and in association with Leicester Arts Centre Trust (operator of Phoenix Arts Centre), the live work previously provided through the Phoenix Arts Centre will transfer to Curve in the operational phase. The following organisations have provided partnership funding - Arts Council England through the National Lottery, East Midlands Development Agency, Leicestershire Economic Partnership and ERDF Objective 2 programme. The Councils investment to this project is @ £37 million. Total project cost is forecast to be £61.5 million.
- iii) Digital Media Centre. Again the City Council is the Lead partner for this project. This project has by far the most complex partnership arrangement for its delivery. The partners are, Leicester Arts Centre Trust, De Montfort University and Blueprint (a public/ private regional partnership established to drive regeneration across the region). Funding partners are, Leicestershire economic Partnership, ERDF Objective 2 programme, de Montfort University and Blueprint. The Councils contribution is up £7 million. Total project cost is forecast at £21.5 million.
- iv) Public Realm Works. The funding partners for this project are, Leicestershire Economic Partnership, East Midlands Development

Agency, Liveability and ERDF Objective 2 programme. The Council's contribution is @ £0.5 million.

How did you engage local residents in the process of establishing a cultural quarter?

This has also varied dependant upon the project. At the Feasibility stage consultation was widespread, with most of this being undertaken through existing and known organisations.

At key stages in each project we have undertaken consultation on specific issues associated with the project.

We have staged consultation exhibitions – also around key themes / issues. Presented at a number of events, with the opportunity for a Q&A.

What have been the successes of the cultural quarter initiatives?

In real terms it is too early to say. However I would cite:

- i) Private sector investment in the area totalling an approximate £60 million
- ii) LCB Depot – exceeded it 3rd year operational target of 80% occupancy within the first 18 months, and this has been sustained.
- iii) Securing the level of public sector investment into the projects:
ACE - @ £14.1 million
EMDA - @ £8.1 million
LSEP - @ £3.6 million
ERDF - @ £9 million

What are the key factors in gaining that success?

- i) Political and officer champions for the programme, and demonstration of delivery
- ii) Quality development
- iii) Sheer hard work, enthusiasm and determination

Have your visitor numbers increased as a result of establishing a cultural quarter? If yes - by how many over what length of time?

Not possible to answer at this stage.

What have been the problems of the cultural quarter initiative?

There have been many challenges and problems to overcome. So I will highlight the following:

- i) Increasing cost of the Curve project
- ii) Media profile / coverage
- iii) Maintaining stakeholder (partner funder) confidence,

How were these issues overcome?

I will respond in relation to the 3 items listed above, in the order they are cited above:

- i) reviewing project management arrangements to ensure that the project was managed appropriately and robustly, value engineering, resist change – only instruct change absolutely essential to complete the build, review forecast cost against similar projects.
- ii) Establish a forum for partners to generate key messages all parties can sign up to, regular meeting / informal off the record briefing of key media personnel, answer letters of criticism / complaint quickly and honestly. Generate news releases about positive aspects of the project / programme
- iii) Regular briefing on key project issues and challenges, secure ‘buy in’ and ownership of solutions to problems and challenges.

If you were to start it again today what would you do differently?

- i) establish a more robust framework to manage the partners and partnership
- ii) formal sign off at key stages in the project
- iii) manage, at a later stage in the project – when price is more certain, the announcement of the forecast total cost – explain in more detail where and how costs may increase
- iv) over a longer time frame
- v) identify and secure more personnel for the development and delivery phases

**BELFAST CITY COUNCIL
EVALUATION OF CELEBRATE
BELFAST 2006
Final Report – Draft Version 2
April 2007**

**Deloitte MCS Limited
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1. EXECUTIVE SUMMARY

1.1. Introduction

This Executive Summary provides an overview of the results of the evaluation undertaken of Celebrate Belfast by Deloitte MCS Limited between 2005 and 2007. Further details on the information provided in this summary are available in the main report.

1.2. Programme Overview

'Celebrate Belfast' was launched in October 2005 with a major opening event entitled "Look Up Belfast". The 15 month programme of events ran until December 2006 and included new and enhanced events and activities centred on the four programme themes of:

- City Hall Centenary;
- Festivals;
- Cultural Quarters; and
- Sporting Activities.

Over 1,000 arts, cultural and sporting events were held during the 15 months. A major partnership with Cork ('Lagan to the Lee') during its year as European City of Culture in 2005 was incorporated into the programme as was the celebrations for the centenary of Belfast City Hall in August 2006.

The programme also incorporated other aspects such as:

- Funding Programmes – the Enhancements Fund, Cultural/ Community Fund and Community Festivals Fund; and
- Training and Skills Development - programmes were delivered by Arts & Business and the Beat Initiative. Skills were also developed through sports master classes and the School of Sport initiative.

1.3. Programme Aims and Objectives

The overarching aim of the Celebrate Belfast programme was to help stimulate economic activity and contribute to the cultural life in Belfast in the following ways:

- increased arts activity;
- increased tourism and economic activity;
- increased community activity; and
- a change in the perception of Belfast as a place to live and visit.

To support these aims, 11 objectives were developed. These were to:

1. showcase Belfast as an international cultural destination with the capacity to host world-class events;
2. develop a programme that will connect to every citizen of the city and attract significant visitors;
3. develop a programme to incorporate cultural diversity and single community events that celebrate different cultural traditions;
4. use the programme as a tool to harness the power of culture and act as a mechanism for Belfast's social and economic regeneration;
5. further develop the creative clusters through the showcasing of Cultural Quarters;
6. use the programme to provide significant opportunities for widespread community involvement and creative learning and development;
7. enhance existing events and integrate new commissions encompassing the four main streams of the year – Festivals, Cultural Quarters, Sport and Centenary;
8. showcase City Hall as a cultural venue and to make it more accessible to a greater number of visitors;
9. strengthen the cultural infrastructure of the city by establishing domestic, national and international partnerships;
10. act as a conduit for increased tourism in Belfast; and
11. leave a cultural legacy.

Supporting the 11 objectives 32 targets were developed as part of an evaluation framework. Details of these targets are outlined in the main report.

1.4. Evaluation

In order to undertake a thorough assessment of Celebrate Belfast, the Council commissioned an independent evaluation of the programme. In December 2005, Deloitte MCS Limited was commissioned to undertake the evaluation process. The overall aim of the evaluation was to establish the extent to which the programme's objectives had been achieved, whether assumptions had proved accurate, what lessons could be learned, and an assessment of the management approach to the project.

The following sections outline the main evaluation findings in relation to:

- key achievements of the programme;
- additional outcomes;

- legacy; and
- future focus.

KEY ACHIEVEMENTS OF CELEBRATE BELFAST

EVENTS

- over 1,000 culture, arts and sports events were held during Celebrate Belfast;
- the programme was perceived to be diverse and inclusive, with “something for everyone”;
- new events were created or were brought to Belfast for the first time – the Maritime Festival, Commonwealth Fencing Championships, the European Brass Band Championships, the World Women’s Squash Open and the All Ireland Special Olympics;
- artists and local communities worked together to create over 40 public art projects across the city; and
- more than 80 per cent of those surveyed were happy and satisfied with the event they attended.

FUNDING

- total investment of £3.5 million in Celebrate Belfast by the Council, the Millennium Commission and the Arts Council of Northern Ireland;
- £631,000 of Enhancements funding was provided to 37 organisations;
- £245,000 of Cultural/Community funding was distributed to 41 organisations;
- £64,000 was provided through the Community Festival Fund to 14 festival organisations;
- £383,000 of funding was distributed to 118 groups by the Good Relations Unit; and
- thirty festivals were supported by £1.34 million of funding.

SKILLS DEVELOPMENT

- sixty arts, cultural and community festival organisations were assisted through a skills development programme delivered by Arts & Business;
- forty-one trainers, 25 community groups and 500 people participated in the Beat Initiative’s Carnival Skills Development Programme;
- 270 children participated in the School of Sport;

- thirty coaches were trained through sports master classes; and
- 400 young people participated in Midnight Soccer.

INVOLVEMENT

- over 3.68 million people attended events as part of Celebrate Belfast;
- over 268,000 people took part in these events; and
- almost 168,000 people attended sports events as spectators.

TOURISM

- Celebrate Belfast helped to promote Belfast as a place to visit – the programme was promoted internationally by BVCB and Tourism Ireland;
- tourist trail leaflets were developed for the Titanic, Queens, Cathedral and Gaeltacht Quarters;
- a digital trail was developed for the Titanic Quarter – the first of its kind in the world;
- new signage was installed in the Queens, Cathedral and Titanic Quarters; and
- familiarisation visits to each Quarter took place for front of house staff to develop their knowledge of the areas.

ECONOMIC BENEFITS

- The Council investment of £1.9 million into 19 events where the economic impact was estimated by Millward Brown Ulster created a net estimated economic impact of £12.8 million – a £1 to £6.72 return;
- The Council estimates that the total wages contribution of annually and multi-annually funded culture and arts organisations was £12.3 million during Celebrate Belfast;
- Belfast festivals increased their turnover to £4.6 million;
- support for sport generated an estimated £7 million of tourism spend and created 25,000 bed nights in the city; and
- it is likely that a significant economic impact was also generated by all other arts, culture and sport events held during Celebrate Belfast to which a funding contribution was made (e.g. Belfast Festival at Queens) but information is not available to quantify these economic benefits.

CITY HALL CENTENARY

- City Hall was “opened up” to the public;
- record visitor numbers were achieved – almost 60,000; and
- 2006 was the first time City Hall had been used as a cultural venue - approx 40 cultural events were held during the year.

ADDITIONAL OUTCOMES OF CELEBRATE BELFAST

- Celebrate Belfast helped to “open up the City” and make it more accessible. The programme also helped to create a “buzz” and “feel good factor” in the city centre;
- new partnerships were created – locally with other Council areas, and nationally and internationally with Cork, Hefei (China), Liverpool, Scotland, Switzerland and Milwaukee;
- Celebrate Belfast helped to contribute to better relationships, communication, and team work within the Council, by both officers and Councillors;
- feedback from consultations suggest that the Council is increasingly being seen as taking the lead on culture, arts and sports in the City;
- Celebrate Belfast has led to the increased co-ordination of event marketing in the City – a Calendar of Events was created and the establishment of the Festivals Forum has led to better branding and marketing of festivals in the City;
- Celebrate Belfast has attracted positive media support, and coverage of arts, culture and sports events has increased in the press and on radio and television;
- positive feedback about the programme was received from the culture and arts sector and the wider community; and
- operationally the programme worked very well and was delivered successfully by the Celebrate Belfast team with support from the wider Council.

LEGACY

- Celebrate Belfast has helped to create new audiences for arts, culture and sports events in the City;
- the Black Box performance space was opened in Hill Street in April 2006;
- the Titanic Visitor Centre at Thompson Dock was financially supported and will be opened this year;
- successful new events held during Celebrate Belfast can be developed for the future – e.g. Maritime Festival, Belfast Literary Festival;
- partnerships that were developed locally, nationally and internationally; and

- greater skills and capacity among arts, cultural, community and sports groups and organisations.

FUTURE FOCUS

In the future the Council should:

- build on the achievements of Celebrate Belfast;
- maintain and enhance the relationships established and skills developed during the programme;
- continue to support arts, culture and sport in the city to sustain the economic, cultural and community benefits that were realised through Celebrate Belfast; and
- learn from the experiences of the programme – develop more prominent marketing, devise a sponsorship policy and create increased awareness of events taking place in the City.

1.5. Conclusions

The terms of reference required the evaluation to examine the contribution Celebrate Belfast had made to a number of key areas, such as helping to create economic activity, the cultural life of the Belfast and the affect on communities. Our conclusions on each of these areas and other aspects of the programme are outlined below.

1.5.1. Achievement of Aims, Objectives and Targets

The evaluation framework for Celebrate Belfast set out four key aims, which were supported by 11 objectives and 32 targets.

Celebrate Belfast has achieved the majority of these. All the aims were achieved to some extent, 8 of the 11 objectives were achieved, with the rest partly achieved. Of the 32 targets, 22 were achieved, 5 were partly achieved and only 5 were not achieved.

Our conclusion is that the programme has overall achieved what it set out to do.

1.5.2. Contribution to the Cultural Life of Belfast

Celebrate Belfast has contributed significantly to the cultural life of Belfast. Over 1,000 events were held which have in turn resulted in increased audiences and participation levels in cultural and sporting events. In addition several dedicated skills development programmes have helped to increase the capacity of cultural and sports organisations.

The uplift in funding provided to organisations during the 15 months has enabled the enhancement of many exiting events and the creation of new events. Additional initiatives such as

the creation on the Festivals Forum and the Belfast Carnival Consortium, the development of a calendar of events and the increased co-ordination of marketing of events in the city has also been welcomed.

Although it was clear at the outset of the programme that the funding streams provided were for the Celebrate Belfast period only, a lot of expectations and momentum has been created as a result of the funding. Feedback from the consultations noted the need to build on the achievements made during the programme and to maintain skills developed, the networks and initiatives established and the media support gained. However in the absence of increased funding going forward there is the risk that the benefits brought about by the programme may be lost.

Our conclusion is therefore that Celebrate Belfast has contributed to the cultural life of Belfast but that the Council should consider how the achievements of the year can be maintained, particularly in the absence of an uplift of funding for the cultural sector in the city going forward.

1.5.3. Creation of Economic Activity

It has been difficult to estimate the economic impact of Celebrate Belfast as information needed to determine this is not collected at present by all arts, culture and sports organisations in the city. Some information is however available and this provides an indication of the scale of the economic impact:

- it is estimated that of the £1.9 million invested by the Council into 19 events where the economic impact was estimated by Millward Brown Ulster, the net economic impact was in the region of £12.8 million. This equates to a return on investment of £6.72 for every £1 spent;
- in addition the Council estimates that the total wages contribution of annually and multi-annually funded culture and arts organisations was £12.3 million during Celebrate Belfast;
- Belfast festivals currently have a combined turnover of approx £4.6 million a year; and
- support for Sport generated an estimated £7 million of tourism spend and created 25,000 bed nights in the city during the Celebrate Belfast period.

It is also likely that significant economic impact was generated by the other arts, culture and sport events held during Celebrate Belfast to which a funding contribution was made (e.g. Belfast Festival at Queens) but information is not available to quantify these economic benefits.

Our conclusion is that Celebrate Belfast has had a significant economic impact on the City, although the extent to which it has can only partly be determined. We would recommend that going

forward the Council develops mechanisms to capture economic impact information about all events which it funds or supports.

1.5.4. Affect on Communities

Increased community activity was a key aim of the Celebrate Belfast programme and the Council aimed to achieve this by providing funding through the Cultural/Communities Fund and through grants distributed by the Good Relations Unit. Other initiatives also aimed to develop skills among community organisations (the Carnival Skills Development Programme) and young people (School of Sport and Friend Ship project) and to address social issues (Midnight Soccer).

Feedback from the consultations suggested the funding provided was welcomed and did bring several benefits to organisations at a community level. Positive comments were also received about the diverse nature of the programme, its ability to have “something for everyone” and the changed atmosphere brought about in the city centre by the programme of events.

However feedback and information gathered also suggested that lower than expected awareness levels of the programme did affect the local community’s ability to connect with the programme. Several of the consultees interviewed were only aware of and involved in their own local community event and were not aware of or did not participate in the rest of Celebrate Belfast.

Our conclusion is that Celebrate Belfast did have a direct affect on the communities where funding enabled local events to be organised, but that wider awareness and impact of the programme among communities in Belfast, especially outside of the city centre was limited.

1.5.5. Operational Aspects

Celebrate Belfast was delivered by a core team of seven Council officers with input from a wide variety of other Council departments and units. Consultation feedback indicates that this model of working operated well and could be used again in future should a similar programme be organised. In addition funded organisations interviewed were very positive about their experience of dealing with Council officers and welcomed the support they received. There were a number of operational issues highlighted by the consultation process¹ and the Council should consider these as learning points for the future.

¹ see Section 4.4.4 of the main report

Our conclusion is therefore that operationally the programme was delivered successfully by the Council.

1.6. Summary

Overall Celebrate Belfast has been very successful for the Council. The programme was well co-ordinated and managed, and a wide range of events were provided that aimed to interest and include all types of people and visitors.

The programme has achieved the majority of its aims, objectives and targets and in doing so has had a number of notable achievements. The programme has also created legacies for the city and although there are lessons to be learned, the Council has already taken steps to address some of these.

As a final point, we would emphasise the need for the Council to build on the achievements of Celebrate Belfast – to continue to support arts, culture and sport in the city, to build on the skills developed and relationship established and to maintain the momentum created during the programme.

Wolverhampton

How did you decide which area to designate as a Cultural Quarter?

Our decision to locate the Cultural Quarter in this area was based on the fact that the majority of our existing cultural assets i.e. the Art Gallery , The Arena Theatre, Light House Media Centre, The Grand Theatre etc are located in the area. Also there are a number of vacant premises which would be suitable for conversion into cultural uses.

What were your objectives in establishing a Cultural Quarter?

A Cultural Quarter, it is felt, gives us a focus for Cultural activity in the City Centre. It was also felt that Wolverhampton has a very vibrant night time economy based predominantly around bars and clubs which appeal mainly to the 18 to 30 age group, and one of our key objectives is to broaden this offer to appeal to families and others. An increase in Cultural activities being one type of activity which we would like to pursue.

Had designating the areas a Cultural Qtr had any effect on those cultural institutions outside of the designated area ?

Not significantly.

Which partners are involved in developing the area ?

Partners include, West Midlands Police, The City centre Company, Wolverhampton Development Company, the private sector.

What have been the successes of the Cultural Quarter initiatives ?

The Cultural Quarter to date has only developed to a limited extent largely because the other activities as mentioned above have predominated. A small area around the rear of the theatre called the Artists Quarter has been somewhat successful in that a number of artists studios were developed and have been subsequently supported by the Makers Dozen, another artists community created as part of the Art Gallery.

What are the key factors in gaining that success ?

External funding from agencies such as Advantage West Midlands and ERDF. Also a large amount of courage from the private sector.

What have been the problems of the Cultural Quarter initiative ?

The problems we have experienced are mainly due to the piecemeal nature of the developments and the fact that all of the funding we have used is no longer available. The market is not buoyant enough to encourage such levels of private sector investment.

How where those issues overcome ?

We are still in a period where we are trying to diversify our offer and encourage a greater investment by the private sector.

Has there been an increase in visitor numbers ?

The Art Gallery ,The Lighthouse and a number of other organisations have reported an slight increase in visitor numbers.

What did you do to engage with and keep the city's residents informed ?

The Cultural Quarter initiative was dealt with as part of our UDP consultations a few years ago. To date we have a LANA coordinator who liaises directly with the City Centre residents ,although they are fairly few in number at the moment a number of new residential schemes are due to be completed in the near future.

What was the residents response to the initiative ?

We have received only positive comments in respect of the initiative.

Finally, If you were to start again, would you do it differently ?

Probably try to secure longer term funding. Our biggest issue has been the predominance of brewery owned and run premises in the area which has somewhat diluted the impact we wanted to achieve. We are in the process however of looking more broadly at this area particularly in terms of diversifying its current function and to this end a number of studies are being undertaken to assess how we can achieve this.

Merchant City Glasgow

I have whittled the Merchant City links down to three which I think gives enough information and a feel for the place. Even the websites (through their design qualities) are able to transmit the energy, excitement and history of the place.

<http://www.glasgowmerchantcity.net/>

<http://www.scotcities.com/merchant.htm>

http://www.glasgowguide.co.uk/images_merchant_city_mural_1.html

Brighton's Cultural Quarter

Websites regarding the cultural quarter at Brighton are pretty thin on the ground. If "cultural quarter Brighton" is "Googled" a couple of Brighton council's documents can be downloaded which give an insight into the thoughts and creation of the area but on the whole if I had been responsible for the creation of the quarter I would be non too pleased at the way that it is represented.

http://www.visitbrighton.com/interests_themes/brightons_villages/34.asp

<http://www.brightonbusiness.co.uk/htm/ni20071207.063040.htm>

<http://myweb.tiscali.co.uk/roundhill/cs068sa2.pdf>

I would recommend that on the evidence that I have found that comparison with the Merchant City Glasgow is where York would want to be, rather than a downbeat shopping centre with a new library that is the Brighton's Cultural Quarter.

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