

PERTH AND KINROSS COUNCIL

1 July 2015

Developing the Cultural Offer for Perth and Kinross

Joint Report by Executive Director (Education & Childrens Services) and
Executive Director (Environment)**PURPOSE OF REPORT**

This report sets out recommendations from feasibility work commissioned by the Council to develop our approach to future investment in the cultural offer for Perth.

1. BACKGROUND / MAIN ISSUES

- 1.1 The emerging Perth City Plan sets out the aspirations and vision for the future development of Perth over the next 20 years. The Plan identifies 8 'Big Moves' needed to promote 'smart growth', investment in education and research and develop skills to meet business and employment needs. Big Move 7 is about delivering stronger cultural attractions to help attract people to live and work in the city and grow Perth's tourism market.
- 1.2 The market potential for cultural tourism was identified in an external market appraisal commissioned by the Council and conducted by Jura Consulting in 2014. [Report 14/438](#) sets out the key findings including:
 - A major market opportunity for Perth, with the total potential visitor market for the city assessed at **4.7M annual visits**, including 3.7M day visits.
 - The local visitor market has declined by **24%**, but the overseas visitor market has increased by **32%**.
 - Whilst tourism visitor expenditure in Perth is increasing, cultural attractions in the city are under-performing in comparison to those elsewhere.
- 1.3 The Council therefore instructed the Executive Directors of Education and Children's Services and The Environment Service to commission more detailed feasibility work and a proposed strategic response to the market opportunity. A Working Group chaired by the Council's Chief Executive and including the Chair of the City Development Board (CDB) and Chair of the CDB Cultural Sub-Group was established to oversee the feasibility work.
- 1.4 This report sets out:
 - The core concept for an ambitious new cultural offer in Perth city which can respond to the market opportunity.
 - The recommended approach to realise this concept. This comprises a new cultural attraction; major enhancement of the existing Perth Museum and Art Gallery; enabling works to support collections and archival storage.
 - Outline timeline and next steps.

This report sets out the recommended fundraising and delivery vehicle for the further development, via a new Museums and Galleries Trust.

2. PROPOSALS

2.1 The visitor market appraisal presented to Council on 8 October 2014 (Report 14/438) identifies both the current challenge of the local visitor market, which is declining, and the opportunity presented by the growth in overseas tourism visits. From this it is clear that **any cultural development must be of sufficient national significance** to build visits from outwith the local area, and re-engage local markets. **No single attraction** will address the market opportunity which exists or the current decline in local visits. A mutually reinforcing set of measures is required, comprising:

- a new headline cultural attraction;
- enhanced existing attractions including Perth Museum and Art Gallery;
- improved travel choices to and from the city for visitors, including use of the river;
- additional investment in the public realm within the city to link attractions and attract additional investment to improve the overall quality of residents' and visitors' experience;
- strategic alliances and collaborations with other organisations;
- strong supporting secondary attractions;
- a strong programme of temporary exhibitions;
- new opportunities for creative learning, community engagement and participation; and
- a compelling, cohesive 'brand' for all these elements which collectively create a strong identity for Perth as a major cultural city.

2.2 Core Concept

2.2.1 The Working Group focused on the core concept required to successfully realise this scale of ambition. Perth is not a city which lacks major cultural assets to build on. Instead the challenge was about focusing on those with most potential to attract the significant additional tourism visits which the 2014 market appraisal showed Perth can achieve. A defining characteristic of Perth is the two contrasting aspects of its identity:

- **Ancient Roots:** Perth's place in shaping the nation: the Kingdom of Alba and the crowning place of ancient Scottish Kings ('**Ancient Roots**')
- **Modern Scots:** Perth's place at the heart of creating modern Scotland, via its role in the 20th century Scottish Cultural Renaissance (in turn central to European Modernism in which John Duncan Fergusson, William Soutar and others played major roles).

2.2.2 Although a new headline attraction is recommended, the Working Group also considered how to avoid the risks of over-reliance on a single attraction to attract and retain significant tourism visits, building on learning from across

the UK and elsewhere (which has also informed work on revising the City Plan.) The opportunity for Perth to lead the way in Scotland with new approaches to the 21st century museum was identified, characterised as follows:

- Long-term collaborative relationships with key Scottish and UK partners which generate audience benefits outside the Central Belt by bringing loans and temporary exhibitions of national and international significance to Perth and Kinross, at the heart of Scotland.
- Cultural venues which sit at the heart of the wider social fabric of the city, with strong community-led public programmes which showcase local identity/sense of Place alongside programmes of national and international significance.
- Visitor facilities well tailored to suit changing audience needs, for example late night opening for local audiences of working age
- Investment in digital/interactive interpretation of collections/exhibitions which capitalise on the strong channel shift we are already seeing amongst local audiences for culture.
- Strong, consistent branding of all cultural attractions and public programmes to make Perth easy to navigate for tourism visitors and which create a clear, distinctive identity for the city as a whole.

2.3 'Modern Scots': A new cultural attraction

2.3.1 A new headline cultural attraction is recommended in the feasibility study to showcase the 'Modern Scots' aspect of Perth's identity. 3 options were examined to identify the right scale/size of a new attraction and the findings from this are set out in para 2.7. The new attraction would focus on Perth's place in the 20th century Scottish Cultural Renaissance and Scotland's wider contribution to European Modernism, maximising potential for significant loans from Scottish and UK museums. This is a story not told comprehensively in any Scottish or UK art institution, but is fundamental to modern Scottish cultural identity, both here and abroad, where culture is an important diplomacy tool on the global stage. A regularly refreshed temporary exhibitions offer will highlight specific parts of the 'Modern Scots' story and also bring touring modern and contemporary art of international significance to Perth and Kinross, for example through the UK 'Artists Rooms' initiative in which the Council is already a partner; and the developing relationship with V&A Dundee.

2.3.2 The feasibility study identified this as the key opportunity for Perth to differentiate itself from other Scottish destinations, re-connect to declining local audiences and build new audiences from outside the area. It estimates an annual **160,000** attendance by year 3 following opening (estimated in 2023/24), and comprising both free and paid admissions. A review of attendances at headline exhibitions in Perth Museum and Art Gallery in the period 2010 – 2015 shows the uplift in visitor numbers which these major exhibitions generated. **Appendix 1** shows the positive impact of these exhibitions, which has informed the estimated 160,000 annual target for the new attraction.

2.4 'Ancient Roots': Enhancing Perth Museum and Art Gallery (PMAG)

2.4.1 Enhancing PMAG to focus on Perth's place in shaping Scotland is recommended in the feasibility study to focus on the heritage side of Perth's story, complementary but in fascinating contrast to the 'Modern Scots' story. It would build on our National Recognised archaeology and heritage collections, augmented by loans of iconic objects from elsewhere in Scotland and the UK, including Historic Environment Scotland, the National Museum of Scotland and the British Museum.

2.4.2 The feasibility study identified this additional investment in PMAG as central to building on existing strong growth in overseas visits to Perth, particularly those from the North American diaspora and market opportunities in relation to Scotland's heritage and family genealogy. Enhancing PMAG also supports the wider regeneration strategy for Mill Street, as originally planned, with potential to link PMAG with the Concert Hall to extend both gallery space and visitor facilities. The feasibility study estimates 86,000 annual visits, of both free and paid admissions, is achievable. This may be exceeded depending on the nature of loan items secured from elsewhere.

2.4.3 Facilities would comprise:

- Core displays: **Ancient Roots** (The Kingdom of Alba, focusing on core archaeology and other objects from our own collections and national/UK institutions);
- Temporary Galleries: local, national and international product, regularly refreshed;
- Collections care, storage and study facilities; and
- High quality visitor facilities including retail, toilets, bar/café.

2.4.4 To support the development of PMAG, enabling works to create new off-site collections and archive storage facilities would be developed. Shared service arrangements and partnerships with other museums and institutions would be explored as part of the next phase of development.

2.5 Public Programmes: Pioneers

2.5.1 **Pioneers** is proposed as the theme on which the following public programmes will be developed and delivered across both venues:

- **Temporary and touring exhibitions** of local, national and international significance – particularly in PMAG where there is potential to showcase the contribution of major figures connected with Perth (eg Kenneth MacAlpin, John Knox, David Douglas) who shaped economic, political, social, cultural and environmental thinking across the globe. The temporary exhibitions programme is central to the business case for both venues because a regularly refreshed offer will encourage return visits from both the local and wider visitor market.

- **Community-led interpretation programmes.** In the new cultural attraction, this would centre around a proposed ‘Create’ Studio enabling visitors to create and share digital art which can be shared through social media, large-scale projection in the building and on other iconic buildings and locations around the city (for example City Hall, Perth Concert Hall, outdoor screens) and other key locations across Perth and Kinross.
- **Learning and research programmes,** including through strategic alliances with relevant academic institutions (for example the Universities of Stirling, Glasgow and Edinburgh which have world-class Scottish studies departments).
- **Innovative digital exhibits and interpretative tools,** for example a proposed major new commission for Perth and Scotland: a Digital Tapestry of Scotland which could be integral to the exterior design of the new cultural venue linking Scottish Pioneers with contemporary Scotland. Visitors can add their own ‘selfie’ to the digital canvas and become part of Scotland’s story. This large-scale digital tapestry will evolve over time as creative projects within the City and beyond feed into it.

2.6 Initial Options Appraisal for new cultural attraction

2.6.1 The feasibility study investigated 3 options for size and scale of the proposed new cultural attraction. Comparators from Hull 2017 (City of Culture), Exeter, Dundee, Aberdeen and others were examined and options appraised in a range of 2,100sm-4,700sm. 2,100sm is the recommended option in terms of deliverability, sustainability and ability to respond to the market opportunity of 4.7M potential tourism visits per annum, alongside an enhanced PMAG. Facilities would comprise:

- Core displays: Modern Scots (JD Fergusson & Scottish/European Modernism);
- Temporary Galleries: local, national and international product, regularly refreshed;
- Create Studio: Archive and Research Centre; and
- High quality visitor facilities including retail, toilets, bar/café.

2.7 Next Steps

2.7.1 Subject to Council approval to proceed, next steps are set out below:

2015 - 2016	
High level stakeholder engagement: <ul style="list-style-type: none"> • Scottish Ministers • Scottish Government Culture officials • Creative Scotland • Historic Environment Scotland 	July – Sept 2016
Site investigations for new cultural venue	By end Jan 2016
Outline Business Cases for new cultural venue + PMAG, including shared staffing model for both venues	March 2016

<ul style="list-style-type: none"> • Initial funding bids scoped: • Heritage Lottery Fund • Scottish Government/Scottish Enterprise • Creative Scotland 	March 2016
Update Report to Council	February 2016

3. CONCLUSION AND RECOMMENDATIONS

- 3.1 Work to date on the City Plan shows that leisure and business tourism investment is key to maintaining sustainable economic growth for Perth and Kinross. We have a major opportunity to rebrand Perth at the heart of Scotland's story and reposition it as a major cultural city destination in Scotland and the UK.
- 3.2 Initial feasibility work completed in 2014 and further work instructed by Council carried out in 2015, has identified the market opportunity in detail and identified a proposed strategic response to that opportunity and to address some declining areas of performance amongst our current cultural attractions.
- 3.3 It is recommended that the Council:
- Notes the strategic context in respect of the Perth City Plan; the findings of further feasibility work instructed by the Council in October 2014; and the recommended strategic response to those findings;
 - Approves the recommended strategic response to 'Big Move 7' in the City Plan for further investigation;
 - Instructs the Executive Director (Education and Children's Services) and Executive Director (Environment) to progress further feasibility work to include identification of delivery and fundraising plans, costings and potential location of a new attraction on the basis of the timeline set out in para 2.8; and
 - Provides an update report to Council in February 2016.

Author(s)

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Approved

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	Yes
Resource Implications	
Financial	None
Workforce	None
Asset Management (land, property, IST)	None
Assessments	
Equality Impact Assessment	None
Strategic Environmental Assessment	None
Sustainability (community, economic, environmental)	None
Legal and Governance	None
Risk	None
Consultation	
Internal	Yes
External	Yes
Communication	
Communications Plan	No

1. Strategic Implications

Community Plan / Single Outcome Agreement

1.1 This report relates to the delivery of the Perth and Kinross Community Plan / Single Outcome Agreement in terms of the following priorities:

- Promoting a prosperous, inclusive and sustainable economy
- Creating a safe and sustainable place for future generations

Corporate Plan

1.2 This report relates to the achievement of the Council's Corporate Plan Priorities:

- Promoting a prosperous, inclusive and sustainable economy;
- Creating a safe and sustainable place for future generations.

2. Resource Implications

Financial

2.1 The costs of further feasibility work are estimated to be £19,000 excluding VAT. This will be funded from existing ECS and TES budgets.

Workforce

- 2.2 There are no workforce implications arising from this report.

Asset Management (land, property, IT)

- 2.3 There are no asset management issues currently arising from this report.

3. Assessments

- 3.1 The proposals have been considered under the Corporate Equalities Impact Assessment process (EqIA) with the following outcome:

(i) Assessed as **not relevant** for the purposes of EqIA

3.2 Strategic Environmental Assessment

The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.

This section should reflect that the proposals have been considered under the Act and no action is required as the Act does not apply to the matters presented in this report. This is because the Committee are requested to note the contents of the report only and the Committee are not being requested to approve, adopt or agree to an action or to set the framework for future decisions.

3.3 Sustainability

There are sustainability issues arising from this paper, however further feasibility work undertaken, if approved, will examine these aspects in detail as part of the proposed delivery plan.

3.4 Legal and Governance

There are no legal or governance issues arising from this paper, however further feasibility work undertaken, if approved, will examine these aspects in detail as part of the proposed delivery plan.

3.5 Risk

Further feasibility work undertaken, if approved, will examine risk in detail as part of the proposed delivery plan.

4. Consultation

Internal

4.1 The following have been consulted in the preparation of this report:

- Chief Executive
- Executive Director (The Environment Service)
- Executive Director (Education and Children's Services)
- Depute Director (The Environment Service)
- City Development Manager, The Environment Service
- Service Manager, Culture, Education and Children's Services

External

- Chair, Perth City Development Board
- Vice-Chair, Perth City Development Board

5. Communication

5.1 On approval of this report and as part of the further development of cultural development proposals high level stakeholder engagement will take place in late summer and the Autumn with:

- Scottish Ministers
- Scottish Government Culture officials
- Creative Scotland
- Historic Environment Scotland

6. BACKGROUND PAPERS

No background papers, as defined by Section 50D of the Local Government (Scotland) Act 1973 (other than any containing confidential or exempt information) were relied on to any material extent in preparing the above report.

7. APPENDICES

Appendix 1 Summary of Visits to PMAG 2010 – 2015.

Visitor Figures Perth Museum & Art Gallery 5 Year Period 2010-15

Year	Annual Visitor Number	High Season April to September	Major Exhibition Detail	Low Season Oct to March	Major Exhibition Detail
2010-11	98,334	49,123	Warhol:17 April – 20 Oct 2010	39,151	No Major Exhibition
2011-12	75,515	39,336	Matisse:23 April – 31 July 2011	28,188	Closed Jan & Feb for Refurbishment Opened Dinosaurs: 5th March (split financial year)
2012-13	101,932	53,258	Dinosaurs: 5th March to 5th May 2012 Wilhelmina Barns-Graham:19 May to 20 October 2012 Carpow: 19 March 2012 – 31 Jan 2013	41,426	Carpow: 19 March 2012 – 31 Jan 2013
2013-14	54,531	40,433	•Picture Perthshire - 23 March – 18 August 2013 Story of Perth & Kinross (closed on Mondays)	13,373	Closed Jan & Feb for Refurbishment (closed on Mondays)
2014-15	53,153	27,032		21,896	

Summary points

- Busiest Month in 5 year Period was March / April 2012 – Dinosaur exhibition
- Busiest Year was 2012/13 opening with Dinosaurs & Carpow with Barns Graham exhibition in May to Oct followed by Mapplethorpe (3 touring exhibitions plus major Carpow investment)
- Second busiest was 2010/11 with Warhol exhibition
- 6 month data (April to end Sep) - 2012/13 visitor figure - 70,297; 2010/11 visitor figure – 68,546; 2014/15 visitor figure 31,257 (closed on Mondays)

