

# Yinka Shonibare Artwork in Leeds

Economic Impact Study

December 2021



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## Executive Summary

A flagship project within the Leeds 2023 year of culture is being proposed which would sit within a significant new area of green infrastructure for the city (Aire Park). The project will be an artwork of international significance drawing additional attention and visitors to the park, and the city of Leeds. This report sets out the context to the sculpture and a high-level analysis of key benefits the artwork could expect to derive in addition to those of the park itself.

Our analysis of the local context for this artwork presents the opportunity for artistic representation of a significant group within Leeds' population where it is recognised there is a current deficit. Yinka Shonibare, a world renowned British-Nigerian artist, has agreed to develop a sculpture in support of the David Oluwale Memorial Association (DOMA) who work to foster social cohesion and racial harmony across Leeds and the UK.

A high-level, proportionate analysis of the potential impact has been undertaken using two key measures:

- The value of the proposals to pedestrians, cyclists, and local residents.
- The value of cultural participation through the uplift in wellbeing of project beneficiaries.

This analysis has concluded that this project could generate a benefit cost ratio of 2.02, meaning that for every pound spent, just over two pounds of net present social value could be delivered. This is based purely on these two metrics given the project's stage of development. There is a range of potential qualitative benefits that have not been monetised at this stage but represent substantial socio-economic benefits for the local and wider Leeds economy. These include exposure at national and international levels, increased visitor spending, improved commercial climate, uplift in land value, and importantly equality awareness, social cohesion and aspiration benefits of underrepresented groups.

This report examines the impact opportunity to deliver a significant artwork for Leeds which aims to provide inspiration and representation to the community and represent good value for money.

# 1. Introduction

The proposal to install a significant new artwork in Leeds newest green space, Aire Park, will deliver a significant addition to Leeds' cultural landscape. The globally renowned artist, Yinka Shonibare, has agreed to develop a masterpiece akin to his existing pieces in London, Boston (USA) and New York City, which will deliver artistic representation and aspiration to a large sub-group within the population of Leeds and the UK currently under acknowledged in the city's public art. The artwork will raise the profile of the Leeds Aire Park project to turn it from a scheme of local significance to a scheme of regional/national renown.

This report sets out a high-level analysis of the impact this project could deliver locally and nationally.

#### **1.1 The need for representative art**

The case studies in Section 3 of this report demonstrate the impact large artworks can generate for their locations. The Angel of the North, the Cloud Gate (or "the bean") in Chicago and the Mirror Pool in Bradford are all examples of art generating economic benefit through increased profile, visitor demand and the uplifted land value of the areas close to these pieces.

A review of Leeds' statues was conducted in 2020 in response to the "Black Lives Matter" movement. It concluded that while the current portfolio of statues across Leeds did not present any major concerns, more can be done to support diversity and inclusion in the city. Specifically, regarding "honouring individuals and updating public spaces to be in keeping with modern values and better represent both the history and current diversity of the city."<sup>1</sup>

Leeds is a city with great diversity, according to the 2011 Census there were nearly 7,000 Black African residents, almost 15,000 Black Caribbean residents, and more than 50,000 Asian residents. These groups together represented more than 10% of the Leeds population, and in some parts of Leeds more than 50% of the population was Black or Asian.<sup>2</sup> This is a community that is not represented well by existing public art. There is a large and growing body of evidence showing that the arts have a strong role in improving well-being and social cohesion, indeed recommending arts engagement to deliver these outcomes "The beneficial impact of the arts could be furthered through acknowledging and acting on the growing evidence base; promoting arts engagement at the individual, local and national levels; and supporting cross-sectoral collaboration."<sup>3</sup>

## 1.2 The background to this proposal

The David Oluwale Memorial Association (DOMA) is a charity that aims to promote equality, diversity and racial harmony for the benefit of people in Leeds and the UK through delivering education about David Oluwale and his story; one of immigration, mental ill-health, homelessness, racism, destitution and police persecution, ultimately ending with his death in 1969. DOMA's objectives are to share this story, talk about the progress the City of Leeds has made since this time, and provide education on what more needs to be done to achieve racial justice, humane treatment of the homeless, and combat the stigma of individuals with mental health issues.

### Who is David Oluwale?

(excerpt from the DOMA website)

David arrived in Hull, East Yorkshire in 1969 as a stowaway in a cargo ship from Lagos. Like all migrants, David travelled in hope of a brighter future. The start of his experience in Leeds from 1949 to 1953 was relatively good, where he worked re-building post-war Britain and enjoyed the night life of this developing city. From 1953 to 1969 he endured mental ill-health, homelessness, racism, destitution and police persecution, culminating in what is believed to be his drowning on 18th April 1969 in the River Aire, near Leeds Bridge, at the hands of two policemen.

We remember David Oluwale because:

- 1. Forming Leeds:** From 1953 onwards, the institutions of Leeds systematically failed David Oluwale. We need to understand this period and learn from these historical problems.
- 2. Redeeming Leeds:** To face up to the past is the first step in making amends. In recognising the deep injustices of the 1950s and 1960s, the city of Leeds starts to offer its apology to those who were driven to the margins and excluded from mainstream society.
- 3. Inspiring Leeds:** Leeds City Council has pledged itself to make a city that values all its diverse populations, offers hospitality and sanctuary to its newcomers. It will change its structures to increase equality and promote mutual respect. The RememberOluwale charity (also known as DOMA) brings David's story to life and makes his legacy into one of hope and creativity. By using all types of art in telling this story we offer the vitality and new ideas that the city needs to realise its vision. By working in partnership with progressive organisations and people across the city, RememberOluwale contributes to and inspires social change.<sup>4</sup>



In 2016 DOMA approached award winning artist<sup>5</sup> Yinka Shonibare (CBE) RA with the idea for a landmark sculpture in Leeds to commemorate the life of David Oluwale, and to provide representation and aspiration to the community he came from. He was moved by the story and agreed to create a fitting memorial artwork. His intention is to provide a legacy for David Oluwale, giving a focal point for hope, aspiration and looking forward into a better future.

### Who is Yinka Shonibare CBE (RA)?<sup>6</sup>

Yinka Shonibare (born 9 August 1962) is a British-Nigerian artist living in the United Kingdom. His work explores cultural identity, colonialism and post-colonialism within the contemporary context of globalisation. A hallmark of his art is the brightly coloured Ankara fabric he uses. As he has a physical disability that paralyses one side of his body, Shonibare uses assistants to make works under his direction. Yinka Shonibare CBE born 1962 | Tate



Yinka Shonibare in his London studio. Photo: James Mollison

### 1.3 Location

The development of the South Bank area of Leeds' is an ambitious long-term project which doubles the size of the city centre and will provide a significant new park (Aire Park) and new public space, along with 35,000 jobs and 4,000 homes. The proposed sculpture will be situated in a prime location and heart of the park, sited within a pool of water and surrounded by benches, green space and pathways. Its location within a few hundred yards of the River Aire is also of great significance as the river was the place of David Oluwale's untimely and tragic death.

#### 1.4 The sculpture

While the commemorative aspects of this artwork are moving and challenging, the project development team intend the piece itself to be a colourful, beautiful celebration of David Oluwale's heritage which will draw visitors and admirers to engage with it. Shonibare's artwork "Ship in a Bottle" sat upon Trafalgar Square's fourth plinth and is now housed at the National Maritime Museum in Greenwich. It is said to be one of the most photographed artworks in London. The Aire Park sculpture is intended to have a similar draw.



Nelson's Ship in a Bottle

2010

Installation View: Fourth Plinth, Trafalgar Square, London, UK





Wind Sculpture II  
Installation view: Yorkshire Sculpture Park, UK  
2013

### 1.5 Associated programme of events and education

An events programme has been developed to engage the whole community and reach diverse populations, rooting the artwork within the narrative of Leeds and its people. Events will include work with a range of schools and education settings, with community groups and with families and individuals. This work will not only share the cultural and creative benefits of experiencing such an artwork, but also generate the anticipated cohesive impact of learning the story of David Oluwale and why this piece and its location is meaningful. The programme will include a launch event, touring shows, dance, circus and poetry events, and an annual lecture to spread the impact further into the future. It is anticipated that more than 10,000 local students will be reached through the education programme. Performance events are planned to animate the sculpture space on one Saturday each month in Spring and Summer, with street food stalls, attracting families of all backgrounds.

This sculpture will be a flagship project within Leeds' yearlong celebration of culture – Leeds 2023.<sup>8</sup> This will raise profile and bring the piece within a wider context of culture across the city with sports clubs, businesses, charities, communities and many more coming together to celebrate creativity, heritage and Leeds' cultural assets.

This new artwork will deliver a key set of impacts for the city of Leeds and wider. It will draw a new cross section of visitors. It will enable and encourage people to experience both active and natural spaces, and it will be a major cultural asset to the city, region and indeed country.

As a sponsor of Leeds 2023 and part of the wider Leeds family Mott MacDonald were also moved by David's story and have provided this analysis free of charge as a small token of support for this project and the city of Leeds.

## **2. Calculation of economic impact**

Mott MacDonald has identified several economic benefits that are expected to arise should the Shonibare public art sculpture be installed in Aire Park, Leeds. These forecasted benefits have been derived from previous experience of the Mott MacDonald economics team. Case studies and wider research have also been utilised.

### 2.1 Approach to benefit estimation

The quantitative Value for Money (VfM) assessment for this project focuses on capturing two core benefits resulting from the project. A proportionate approach to appraisal has been undertaken, relying on a benefits transfer approach and best practice government guidance including the HM Treasury Green Book and Ministry for Housing, Communities and Local Government (MHCLG, now known as Ministry for Levelling Up, Housing and Communities) Appraisal Guide to assess the Benefit Cost Ratio (BCR) created by the scheme. Quantitative benefits for this project have been assessed at a high level, due to the size and complexity of the project, as well as the level of available detail around the Aire Park proposals.

For the purposes of this appraisal, the Preferred Option (installation of the Shonibare sculpture) is compared against a counter-factual Do Minimum scenario, in which Aire Park is delivered without the inclusion of public art.

The high level quantitative analysis covers two key metrics:

- The Programme Entry Appraisal Toolkit (PEAT) has been used to quantify the value of the proposals to pedestrians, cyclists and local residents.
- An assessment of the value of cultural participation has been undertaken to monetise the uplift in wellbeing of project beneficiaries attending the programme of events for the Shonibare sculpture in 2023.

These benefits have been selected for the quantitative VfM assessment as they capture the core impacts of the scheme and can be quantified at this stage.

The assessment has an appraisal period of 30 years, in line with the expected lifespan of the assets delivered and is presented in 2021 values for simplicity. For all benefits and costs, the standard HM Treasury Green Book social time preference discount rate of 3.5% is applied<sup>9</sup>.

As well as quantitative benefits, included in the VfM calculation, the Shonibare artwork proposal has several qualitative benefits which are qualitative because they are difficult to quantify at this stage of the project's development, including:

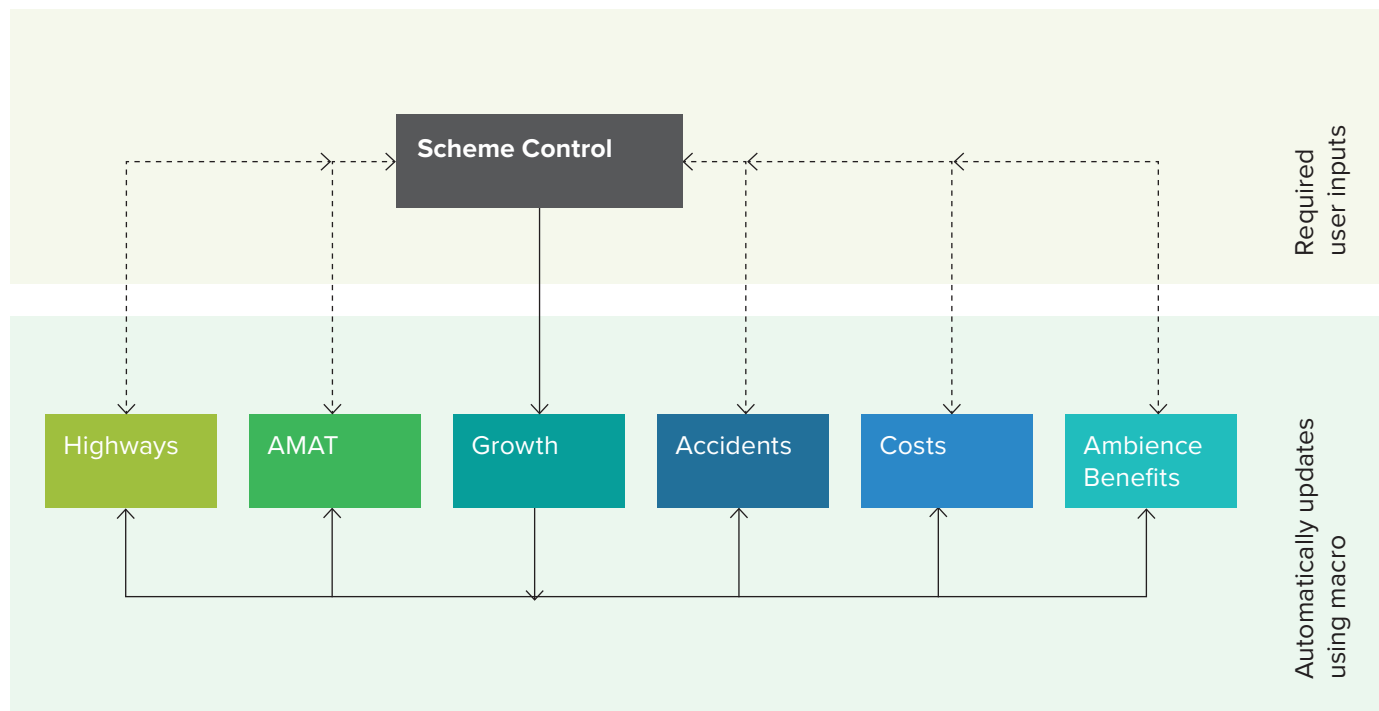
- National and international exposure.
- Enhanced employment levels in the area.
- Visitor spending.
- Improved commercial climate.
- Land value uplift.
- Equality awareness and social cohesion.
- Aspiration benefits of underrepresented groups within the community.

The qualitative benefits have not been monetised at this time. However, they hold considerable weight in favour of the Shonibare art proposal, and it is therefore appropriate to include them as economic benefits to the project.

## 2.2 Methodology

### 2.1.1 Pedestrian and cyclist movement benefits

Pedestrian movement benefits have been calculated using the Active Modes Appraisal Toolkit (AMAT) and a component part, PEAT (Programme Entry Appraisal Toolkit), aligned to the Department for Transport's (DfT) TAG Unit A5.1. PEAT was developed by Transport for Greater Manchester and brings together established tools and techniques, input data, spreadsheet calculators, and a reporting suite in one place. It is intended to support the development of quantified evidence in support of walking and cycling projects and multi-modal projects as they evolve from the embryonic planning stages<sup>10</sup>.



PEAT produces three sets of results, under a cautious, central and optimistic standpoint, monetising impacts such as:

- Noise impacts.
- Local Air Quality impacts.
- Greenhouse Gas emissions.
- Journey Quality.
- Physical activity impacts (including reduced risk of premature death, reduced morbidity and reduced absenteeism).
- Accidents (including from active mode change; infrastructure changes; increases in cycling; changes in walk, bus and rail casualties due to increased cycle trips; and from an increases in walking trips).
- Wider public finances impacts (indirect tax revenue).
- Transport efficiency impacts.

For the purposes of this project, the cautious approach has been adopted to account for the limited detail available to the study team on the Aire Park development and to make a more credible VfM assessment.

### 2.2.1.1 Assumptions

The current number of pedestrians and cyclists that currently use the intervention area is a key input into PEAT. Nearby, relevant streets to the Aire Park development site were identified for footfall data, which was then sourced from DASTCHA<sup>11</sup> using the phased intervention areas to give a street-by-street overview of use. These streets were:

- Crown Point Road.
- Great Wilson Street.
- Meadow Lane.
- Waterloo Street.
- Dock Street.
- Hunslet Lane.
- Black Bull Street.
- Hunslet Road.

Footfall data was extracted for all of the above streets. However, it was decided that for caution, to avoid double counting of pedestrians, only footfall data from Hunslet Road would be utilised in the appraisal of pedestrian movement benefits. Hunslet Road was selected as it presently runs directly through the middle of the Aire Park development site, and so is expected to offer the best insight into the current baseline level of pedestrians, on which any percentage uplift will be applied.

The table below presents the weekday and weekend pedestrian trips for Hunslet Road. The average daily trip figure has been used for PEAT.

**Table 2.1: Current Average Pedestrian Trips**

Source: DATSCHA, Mott MacDonald Calculations

Location	Weekday	Weekend	Daily average
Hunslet Road	3,476	1,851	3,011

Data from DfT<sup>12</sup> has been used to estimate the number of cyclists that the new cycle paths in Aire Park will impact. Manual count points are available around the Aire Park development site, allowing for an average of the daily count for these points to be taken, and used in PEAT. The count points used for this project are detailed in Table 2.2, along with the daily count and average daily flow for the development area.

**Table 2.2: Pedal Counts – Average daily flow**

Source: DfT Road Traffic Statistics

Count point	Pedal count
Manual count point 28378	167
Manual count point 57702	187
Manual count point 16577	152
Manual count point 18246	46
Manual count point 81387	445
Manual count point 28288	245
<b>Average</b>	<b>207</b>

The average pedal count figure of 207 has been used as the cyclist baseline input for PEAT. Any envisaged percentage uplift in the number of cyclists, post intervention, has been applied to this figure.



### 2.2.1.2 Approach

In order to quantify the net economic benefits that the Shonibare sculpture will provide, on top of the Aire Park development that has already been granted planning permission, Mott MacDonald modelled both a Do Minimum (DM) and Do Something (DS) Scenario. The DM scenario assumes Aire Park will be developed without the Shonibare public art piece, whereas the DS scenario assumes the Shonibare sculpture is included as part of the Aire Park project. This is reflected in the envisaged uplift of pedestrians and cyclists used in each of the models.

- **Do Minimum:** assumes an uplift in cyclists and pedestrians of 100%, compared to pre-development counts. This uplift will arise from Aire Park alone.
- **Do Something:** assumes an uplift of 110% in cyclists and pedestrians, compared to pre-development counts. This additional 10%, in comparison to the Do Minimum, reflects those who, if not for the Shonibare sculpture, would otherwise not utilise Aire Park.

The applied levels of uplift in the DM and DS scenario, would yield total visitors to the park of roughly 2,200,000 and 2,300,000 per year, respectively. These figures are comparable to some of Leeds' other recreational areas, of similar size. For example, Roundhay Park, located less centrally than the Aire Park site, attracts an estimated 2,301,306 visitors per annum, while Heaton Park on the outskirts of Manchester attracts an estimated 2,433,340 visitors per year<sup>13</sup>. The similarity in visitor numbers of these comparable locations suggests the Aire Park pedestrian and cyclist uplift projections are suitable rough estimates for future visitor numbers.

Once the PEAT modelling for both scenarios was finalised, the results of the DM were subtracted from the results of the DS, providing the net additional cyclist and pedestrian benefits to arise from the Shonibare sculpture.

### 2.2.2 Cultural Participation

Research undertaken by the London School of Economics (LSE) on behalf of the Department for Culture, Media, and Sport (DCMS)<sup>14</sup> identifies statistically significant associations between cultural and sport engagement and individual wellbeing and a range of other social impacts. In line with this finding, it is assumed that there will be wellbeing benefit associated with visits to the programme of events in 2023. Should the public art piece not be implemented, it is not anticipated that any event will take place, and therefore there is a net benefit to the implementation of the Shonibare sculpture.

The LSE research undertaken on behalf of DCMS values engagement in all audience arts at between £46.75 and £62.33 per visit (2014 prices). This is not a willingness to pay estimate, these are values in addition to any price paid to participate such as entrance fees and represent the equivalent amount of money participants would need to derive the same wellbeing impact that engaging in culture has. The lower value of the range is selected to be cautious and uplifted using the latest OBR GDP deflator to 2021 prices.

#### 2.2.2.1 Assumptions

Based on information provided by the project development team, there will be an estimated 18,330 people at the various Aire Park events in 2023. Of these people, it is forecasted that 25% of visitors will be displaced from other, similar events in Leeds at the time. This displacement factor has been set at a low level, adhering to Government guidance, which states that if the supported organisation has few local competitors then the level of product market displacement will be low.<sup>15</sup> Aire Park and the Shonibare sculpture will combine to create a unique location in Leeds and will therefore not encounter any robust competition from other comparable locations. The low displacement factor is therefore appropriate for this project.

A comprehensive list of assumptions used for the appraisal of cultural participation benefits is given in Table 2.3.

**Table 2.3: Assumptions and inputs for Cultural Participation Appraisal**

Source: Mott MacDonald and various listed in table

Input	Assumption	Source
<b>Total participants to the event</b>	18,330	Project development team.
<b>DM participants</b>	0	No new events occur without revenue funding.
<b>Deadweight</b>	0%	Deadweight already factored into the DM case. Cautiously assume that current number of visitors persist without investment, though in actuality this number might decline.
<b>Displacement factor</b>	25%	Additionality guide Table 4.8, low. There are expected to be some displacement effects, though these are expected to be low due to the unique nature of the programme of events proposed. The Additionality Guide states that 'if the supported business has few local competitors then the level of product market displacement will be low'.
<b>Value of engagement in culture per person per year</b>	£55	GDP deflator applied to 2014 value from DCMS Quantifying wellbeing from Audience Music, Table 6, pg 29

## 2.3 Results

This section details the results of the quantitative analysis (PEAT and Cultural Participation) as well as highlighting the qualitative benefits to arise because of the proposed intervention.

### 2.3.1 Quantitative

This sub-section gives the final results of PEAT and the cultural participation benefit calculations.

#### 2.3.1.1 Pedestrian and cyclist movement benefits

The present value results from PEAT for each scenario are shown in Table 2.4. As PEAT uses DfT guidance, results are given in 2010 prices. The OBR Autumn Statement 2021 GDP deflator has then been used to rebase prices to 2021 values. The difference between the DS and DM scenarios provides a net additional present value benefit of £4.869m for the Shonibare sculpture.

**Table 2.4: PEAT results, 2021 prices**

Source: Mott MacDonald

Present Value of Benefits	DM	DS	DS minus DM
<b>Do minimum</b>	£40,768,483	£45,637,172	£4,868,689

#### 2.3.1.2 Value of cultural participation

Applying the 2021 cultural wellbeing value of £55 to the total number of visitors gives a total cultural wellbeing value of £1,016,806 in 2023, before accounting for displacement. After accounting for the displacement factor of 25%, set out in the assumptions due to a low level of competition, an expected 13,748 net additional visitors will be in attendance at the community events. This equates to a net additional cultural participation benefit of £762,605, expected to be realised from the events programme. The discounted results in 2021 values are presented in Table 2.5, giving a total net additional value of cultural wellbeing benefit is £0.7m.

**Table 2.5: Cultural Participation Benefits Results, 2021 prices**

Source: Mott MacDonald

Present Value of Benefits	DM	DS	DS minus DM
<b>Do minimum</b>	£0	£711,899	£711,899

### 2.3.2 Qualitative

The installation of the Shonibare sculpture is anticipated to have substantial non-quantifiable socio-economic benefits for the local and wider Leeds economy. Table 2.6 below briefly discusses these impacts.

**Table 2.6: Qualitative benefits**

Source: Mott MacDonald

Impact type	Justification
<p><b>National and international exposure</b> The development and installation of a unique public art piece, in this case the Shonibare sculpture, can invite increased media attention on both a national and international level for the relevant area.</p>	<ul style="list-style-type: none"> <li>• The Angel of the North, located in Gateshead, is an similar example of a successful piece of public artwork. The local area and city have gained valuable exposure to the UK and world since its installation, with the 20m tall structure being largely credited for this benefit. Such exposure would have, normally, cost millions in advertising .</li> <li>• The sculpture is likely to attract visitors from outside the city who enjoy art who will make special visits to the Meadow Lane site regardless of whether there is an event taking place, similar to the successful draw of the Yorkshire Sculpture Park, Hepworth Gallery in Wakefield and Leeds City Art Gallery.</li> <li>• It is achievable for the Shonibare sculpture to deliver similar benefits of the Angel of the North and other artistic venues due to the important cultural and societal message behind the design and the international reputation of the sculptor<sup>16</sup>.</li> </ul>
<p><b>Enhanced employment levels</b> Installation of the Shonibare sculpture will stimulate tourism and cultural industries in Leeds, consequently leading to increased employment potential in these areas.</p>	<ul style="list-style-type: none"> <li>• The sculpture is likely to attract visitors from outside the city who enjoy art who will make special visits to the Meadow Lane site regardless of whether there is an event taking place, similar to the successful draw of the Yorkshire Sculpture Park, Hepworth Gallery in Wakefield and Leeds City Art Gallery.</li> <li>• This benefit is evidenced by the impact of the Angel of the North on its respective economy. The Angel has reportedly enhanced employment levels in the tourism and cultural industries at a regional level<sup>17</sup>.</li> <li>• Millennium Park in Chicago has also acted as a catalyst for job creation, as the new businesses that have been attracted to the area increase the employment opportunities for Chicago locals<sup>18</sup>.</li> </ul>
<p><b>Visitor spending</b> Local retailers and restaurants will benefit from the development of the Shonibare sculpture, as increased footfall, quantified by PEAT, in turn leads to increased spending by visitors in neighbouring and nearby shops.</p>	<ul style="list-style-type: none"> <li>• An estimated 8,000 people visited the Angel of the North every week in the first few years after its assembly<sup>19</sup>.</li> <li>• The Bradford Mirror Pool attracted an estimated 233,00 additional visitors in the first nine months of opening, spending approximately £2.66 million in the area<sup>20</sup>.</li> <li>• Millennium Park, in Chicago, saw over 2 million visitors in the first six months after the park opened, leading to increased revenues for businesses in the area. Estimates between 2005 and 2015 showed visitor spending to be between \$1.9 billion and \$2.6 billion<sup>21</sup>.</li> </ul>

Impact type	Justification
<p><b>Improved commercial climate</b> Attraction of visitors to the area and increased footfall on neighbouring streets will increase the demand for retail in the area, attracting new businesses to the South of Leeds city centre. This will increase competition amongst retailers, as well as provide further employment capacity.</p>	<ul style="list-style-type: none"> <li>Bradford Mirror Pool and the surrounding city park has been credited by Local Authority staff for attracting new businesses to the immediate area<sup>22</sup>.</li> <li>Millennium Park in Chicago has had a similar effect, also attracting new businesses to the area. In this case, the improved business environment has reportedly led to more jobs, increased tax revenues, and maximised retail space occupancy<sup>23</sup>.</li> </ul>
<p><b>Land value uplift</b> Improvement of location and the business climate in the area, facilitated by public art installation, will increase demand for nearby commercial and residential properties. As demand for properties in the area outweighs the supply, real estate values and business rates will improve.</p>	<ul style="list-style-type: none"> <li>Even before completion of Cloud Gate and the wider Millennium Park in Chicago, both property taxes and real estate values in the surrounding area experienced an increase. Nearby condominium projects in the vicinity also experienced increased interest upon opening of Millennium Park. Total impact on adjacent real estate to the Millennium Park development was estimated, in 2005, to total \$1.4 billion by 2015<sup>24</sup>.</li> </ul>
<p><b>Equality awareness, social cohesion and aspiration benefits of underrepresented groups</b> There is a need for better artistic representation of the diversity of the city. This project can help deliver this goal. Positive representation can inspire and generate enhanced aspiration for the groups it represents. In this case the artwork will be a representation of Black African culture that is also attractive and accessible to all.</p> <p>The equality and social inclusion benefit of positive public representation of peoples with heritage in the global south is often testified in contemporary media. Benefit flows as people flourish in schools, neighbourhoods and workplaces.</p>	<ul style="list-style-type: none"> <li>As stated in the statues review conducted by Leeds City Council in 2020<sup>25</sup>, this is a requirement for the city.</li> </ul>

## 2.4 Summary

The VfM of a proposed project is judged on the size of the project's monetised benefits relative to monetised costs – the project's BCR – and the potential significance of any non-monetised impacts. The BCR of a project is the estimated Present Value Benefits (PVB) divided by a budget constraint or the Present Value Costs (PVC). This can be interpreted as the estimated level of benefit per £1 of cost. The difference between the PVB and PVC is the Net Present Social Value (NPSV). This measures the overall level of public welfare generated by a policy.

This economic appraisal captures the additional benefits to users of Aire Park, that can be brought about via the delivery of the Shonibare sculpture in the park. All figures are discounted to 2021, and all co-funding costs (including borrowing) have been used to estimate the PVC.

The risk contingency allowance in the project budget has been excluded and a higher optimism bias (OB) figure of 66% has been added, the recommended upper bound allowance for Non-standard Civil Engineering which best matches this project due to its bespoke nature.<sup>26</sup> Optimism bias is a value applied only to the costs in the economic case to allow for the consistent and observed phenomena of over-optimistic cost estimation.

The BCR comprises of benefits where there is a strong underlying evidence base and these have been monetised consistently with the published guidance (i.e. Green Book, Green Book Supplementary Guidance, and relevant Departmental guidance). For the purposes of this economic appraisal, the following benefits have been included in the BCR:

- Pedestrian and cyclist movement benefits.
- Cultural participation and wellbeing benefits.

The estimated BCR for the addition of the Shonibare sculpture to the wider Aire Park intervention is 2.02. The NPSV for the proposal is £2.8m. The calculation of the BCR and NPSV for the DS option is set out in the table below.

**Table 2.7: Economic Case – VfM Analysis and Programme BCR**

Source: Mott MacDonald

Total net additional benefits (£m)	Preferred Option (NPV, 2021-22 prices)
<b>Benefits for the BCR (Discounted)</b>	
• Cultural participation	£711,899
• Pedestrian and cyclist benefits	£4,868,690
<b>Total benefits for the BCR</b>	<b>£5,580,589</b>
<b>Costs (Discounted)</b>	
<b>Total cost, Excluding OB</b>	<b>£1,668,322</b>
<b>Total Cost, Including OB</b>	<b>£2,769,414</b>
<b>BCR</b>	<b>2.02</b>
<b>NPSV</b>	<b>£2,811,176</b>



HM Treasury considers a BCR of greater than 2.0 to be high VfM. As the scheme is estimated to deliver high VfM on the basis of the monetised benefits only, the scheme should be considered to offer excellent VfM once the non-monetised benefits are also considered. In short, what this means is that on the basis of the appraisal undertaken at this stage in the project's development, the societal benefit is estimated to be £2.8M once the costs of delivery are accounted for (societal benefits are £5.58M in total, set against delivery costs of £2.76M (including OB).

The opportunity to deliver a significant artwork for Leeds that provides inspiration, ambition and representation to the community is also one that represents value for money. There is identified need for a more inclusive approach to art works in Leeds. The development of Aire Park and the South Bank, and the Leeds 2023 year of culture, provide a great opportunity to bring in world-class creativity to do that. This will not only deliver interest, beauty, and colour but will enhance the surrounding green public spaces and wider developments. Aims of social cohesion, active lifestyles and uplifted land value can be unlocked by art with global and local significance which will draw attention and bring people together while delivering local economic benefit simultaneously.

# 3. Case Studies



## Angel of the North

The Angel of the North sits in Gateshead and was designed by influential sculptor Antony Gormley. The statue represents the coal miners who worked for two hundred years underneath the ground on which the angel stands, it marks the movement of humanity from the industrial to the information age, and it is a focus for humanity's hopes and fears. The statue is one of the most iconic pieces of public art ever produced, and the most famous piece of artwork in the region<sup>28</sup>.

With a 54-metre wingspan, and standing 20 metres tall, the sculpture has become synonymous with Gateshead. Anthony Gormley's original design for the sculpture, was met with local resistance, as residents were unhappy with the proposed materials and site of the Angel. However, once the artwork was in place the local area has 'fallen in love' with the final product now being a beloved symbol of the North East<sup>29</sup>.

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### Project Cost

£800,000<sup>30</sup>

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### Date of completion

February 1998<sup>31</sup>

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### Key Benefits

An estimated 8,000 people visited the sculpture every week in the first few years<sup>32</sup>. The success of the public art piece contributed to Gateshead Council attracting just under £150m of lottery funding<sup>33</sup>.

The art work supports wider regeneration such as the 6,000 jobs created and £1bn invested on Gateshead Quays which would likely have taken a lot longer to generate, if ever realised at all<sup>34</sup>.

Gateshead gained valuable exposure to the wider country and world, that would have cost millions in advertising<sup>35</sup>.

The effect of the Angel of the North has boosted employment levels in tourism and cultural industries at a regional level<sup>36</sup>.

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### Key Transferrable Lessons

The Angel of the North is a perfect example of how public art can support wider regeneration of an area. The significant number of visitors that the sculpture attracted in its opening years, and the visitors it still attracts, have been key in boosting employment in the local area, and unlocking further funding for the Gateshead community. The North of England Civic Trust describe the sculpture as "The Angel is the most ambitious and prominent example in the UK of site-specific landmark sculpture used as a place-making tool. It is an excellent example of artwork as an informal visitor destination".

The plan to deliver a similarly iconic sculpture at Aire Park just south of the Leeds City Centre aims to have a similarly transformative regeneration benefit within the urban setting of the South Bank, with the planned sculpture as its centre piece.

## Bradford Mirror Pool

Bradford Mirror Pool is the largest urban water feature in the UK<sup>37</sup>. The attraction has numerous functions and can be experienced in various ways, depending on weather and the time of day. The design team, from concept to construction, was led by Gillespies, as part of the wider Bradford City Park development<sup>38</sup>, of which the Mirror Pool is the ‘centrepiece’<sup>39</sup>.

The Pool follows a daily schedule, beginning each morning with a low-lying mist, before slowly filling to a shallow level which reflects the adjacent city hall. The water level in the pool fluctuates throughout the day, while the fountains that line the perimeter of the pool are designed to respond to the trends of people in the city, for example becoming less and more active as commuters arrive to work, or break for lunch, with jets reaching up to a height of 30 metres<sup>40</sup>.

The water feature is immensely popular with tourists and locals, attracting thousands of people to the centre of Bradford. The attraction is a great example of how investment in public space, with interactive artwork at its centre, can help to transform perceptions and support social and economic change<sup>41</sup>.

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### Project Cost

Cost of the City Park development was c.£24.6m<sup>42</sup>

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### Date of completion

March 2012<sup>43</sup>

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### Key Benefits

- The development has opened up the city to new possibilities, new experiences and new investment and has been the catalyst for the continued regeneration of Bradford<sup>44</sup>.
  - Estimated economic benefits from events in the new City Park in the first 10 months of opening were 233,000 additional visitors and a spend of £2.66 million<sup>45</sup>.
  - Businesses in the City Park, and nearby, experienced increased levels of trading, taking advantage of the increased footfall to the area<sup>46</sup>.
  - Local Authority staff have noted the success of the Park in attracting new business to the immediate area<sup>47</sup>.
  - The City Park is regarded as a catalyst for growth, due to the new confidence it has given the City of Bradford<sup>48</sup>.
  - The space has presented opportunities for visitor events, such as the Bradford Festival<sup>49</sup>.
  - City Park is estimated to have attracted 639,610 visitors between 2012 and 2014, resulting in an additional net spend of £7.4m<sup>50</sup>.
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### Key Transferrable Lessons

Bradford’s Mirror Pool, and wider City Park, demonstrates the capability of public space investment to create a new sense of place in an otherwise under used area. The creation of an interactive and vibrant water feature in Bradford’s City Centre attracts diverse groups to the area, where local businesses can take advantage of dwell times and increased footfall. The development also catalysed growth in the city and provides space for community events.

## Cloud Gate

Cloud Gate in Chicago, often referred to as ‘The Bean’, was designed by Indian-born British sculptor Anish Kapoor<sup>51</sup>. The public art piece stands 33 feet high, 42 feet wide and 66 feet long, with its highly reflective stainless-steel exterior providing attractive and distorted images of nearby activity and lights, as well as the surrounding Chicago Skyline<sup>52</sup>.

The sculpture’s steel plates were heavily polished in order to provide the interactive and reflective surface. The final product formed a major part of Millennium Park in Chicago. Creation and finalisation of ‘The Bean’ spanned across three years, from 2003-2005 when it was completed<sup>53</sup>.

The sculpture is now one of Chicago’s most popular sights with the monumental work of art anchoring the city’s downtown park, reflecting the city’s famous skyline and the surrounding green space<sup>54</sup>.

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### Project Cost

\$23 million<sup>55</sup>

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### Date of completion

October 2005<sup>56</sup>

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### Key Benefits

- Real estate values and property taxes saw improvement from as early as Spring of 2000, four years before the official opening of Millennium Park<sup>57</sup>.
- A 2005 economic impact study on the effects of Millennium Park estimated that the impact on adjacent real estate to the development would total \$1.4 billion over 10 years, including uplifts for hotels, restaurants and retailers<sup>58</sup>.
- Millennium Park has attracted new businesses to the area and improved the commercial climate for existing businesses leading to more jobs, increased tax revenues and higher occupancy of retail space<sup>59</sup>.
- The park facilitated a significant increase in tourism for the city. The first six months after the park opened, it received over 2 million visitors, leading to increased revenues for businesses as tourists spend money in the area (forecasted visitor spending from 2005-2015 was between \$1.9 billion and \$2.6 billion)<sup>60</sup>.

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### Key Transferrable Lessons

Chicago’s Cloud Gate is a prime example of how a major piece of public artwork can enhance a wider public space to accelerate development in an area. The piece has been referred to as one of the most ‘unique and interesting sculptures in decades’<sup>61</sup> and attracts millions of visitors to engage with its interactive nature. The project demonstrates the potential for parks anchored by iconic sculptures to increase the land value of the surrounding area as people and businesses seek residential and commercial space nearby.



## Endnotes

- <sup>1</sup> Leeds City Council (2020) A review of statues in Leeds in response to Black Lives Matter, Available at: Council and democracy (leeds.gov.uk)
- <sup>2</sup> NOMIS Census Data (2011) KS201EW - Ethnic group, Available at: Nomis - Official Labour Market Statistics - Nomis - Official Labour Market Statistics (nomisweb.co.uk)
- <sup>3</sup> Fancourt & Finn (2019) What is the evidence on the role of the arts in improving health and wellbeing?, Available at: What is the evidence on the role of the arts in improving health and well-being? - NCBI Bookshelf (nih.gov)
- <sup>4</sup> A selection of awards include Whitechapel Gallery Art Icon Award 2021, The Museum of Arts and Design (MAD) Arts award, New York, USA 2016, The Royal Academy of Arts Charles Wollaston Award 2010, Royal Society of Arts, Art for Architecture Award 1998.
- <sup>5</sup> A selection of awards include Whitechapel Gallery Art Icon Award 2021, The Museum of Arts and Design (MAD) Arts award, New York, USA 2016, The Royal Academy of Arts Charles Wollaston Award 2010, Royal Society of Arts, Art for Architecture Award 1998.
- <sup>6</sup> Yinka Shonibare CBE - Biography, Available at: Yinka Shonibare, CBE (RA) | Biography
- <sup>7</sup> South Bank Leeds - What is South Bank Leeds and Where is it? Available at: untitled (southbankleeds.co.uk)
- <sup>8</sup> Leeds 2023 – We're Letting Culture Loose in 2023, Available at: LEEDS 2023 | Year of Culture
- <sup>9</sup> HM Treasure (2020) Green Book, Available at: The Green Book (2020) - GOV.UK (www.gov.uk)
- <sup>10</sup> Transport for Greater Manchester (2019) The Programme Entry Appraisal Toolkit
- <sup>11</sup> DATSCHA (2021)
- <sup>12</sup> DfT (2020) Road traffic statistics <https://roadtraffic.dft.gov.uk/#/6/55.254/-11.107/basemap-regions-countpoints>
- <sup>13</sup> University of Exeter, Outdoor Recreation Valuation, Available at: ORVal Outdoor Recreation Valuation (exeter.ac.uk)

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<sup>15</sup> Homes & Communities Agency (2014) Additionality Guide

<sup>16</sup> LocalGov (2008) Angel a vital 'Economic Icon' of the North, Available at: [LocalGov.co.uk](http://LocalGov.co.uk) - Your authority on UK local government - Angel a vital 'economic icon' of the North

<sup>17</sup> Frontline (2021) Elizabeth Landmark Economic Impact Assessment, Available at: Microsoft Word - ARC App 1 - Elizabeth Landmark - EIA - 080221 clean.docx (northumberland.gov.uk)

<sup>18</sup> Edward K. Uhler, FAIA (xx) The Millennium Park Effect, available at: \*7266-winter (americansforthearts.org)

<sup>19</sup> Frontline (2021) Elizabeth Landmark Economic Impact Assessment, Available at: Microsoft Word - ARC App 1 - Elizabeth Landmark - EIA - 080221 clean.docx (northumberland.gov.uk)

<sup>20</sup> Anna Barker, Nathan Manning and Ala Sirriyeh (2014) 'The Great Meeting Place': A Study of Bradford's City Park, Available at: [\\_The\\_Great\\_Meeting\\_Place\\_A\\_Study\\_of\\_Bradford\\_s\\_City\\_Park\\_Final\\_Report.pdf](#) (york.ac.uk)

<sup>21</sup> Edward K. Uhler, FAIA (xx) The Millennium Park Effect, available at: \*7266-winter (americansforthearts.org)

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<sup>25</sup> Leeds City Council (2020) A review of statues in Leeds in response to Black Lives Matter, Available at: [Council and democracy](http://Councilanddemocracy.leeds.gov.uk) (leeds.gov.uk)

<sup>26</sup> HM Treasury (2002) Supplementary Green Book Guidance, Optimism Bias, Table 1.

<sup>27</sup> Gateshead Council (2018) The history of the Angel of the North, Available at: [The history of the Angel of the North - Gateshead Council](http://ThehistoryoftheAngeloftheNorth-GatesheadCouncil)

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<sup>29</sup> Ibid

<sup>30</sup> Discover Britain (2018) Angel of the North – the story of an icon in Tyne and Wear, Available at: [Angel of the North - the story of an icon in Tyne and Wear - Discover Britain](http://AngeloftheNorth-thestoryofaniconinTyneandWear-DiscoverBritain) (discoverbritainmag.com)

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<sup>34</sup> LocalGov (2008) Angel a vital 'Economic Icon' of the North, Available at: [LocalGov.co.uk - Your authority on UK local government - Angel a vital 'economic icon' of the North](#)

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<sup>36</sup> Frontline (2021) Elizabeth Landmark Economic Impact Assessment, Available at: [Microsoft Word - ARC App 1 - Elizabeth Landmark - EIA - 080221 clean.docx \(northumberland.gov.uk\)](#)

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<sup>38</sup> Gillespies (2015) Bradford City Park project write-up Available at: [Bradford City Park - Projects - Gillespies](#)

<sup>39</sup> Anna Barker, Nathan Manning and Ala Sirriyeh (2014) 'The Great Meeting Place': A Study of Bradford's City Park, Available at: [\\_The\\_Great\\_Meeting\\_Place\\_A\\_Study\\_of\\_Bradford\\_s\\_City\\_Park\\_Final\\_Report.pdf \(york.ac.uk\)](#)

<sup>40</sup> The Fountain Workshop (2015) Bradford City Park, Available at: [Bradford City Park Mirror Pool \(fountains.co.uk\)](#)

<sup>41</sup> Ibid

<sup>42</sup> Telegraph and Argus (2013) Final cost of City Park revealed, Available at: [Final cost of City Park revealed | Bradford Telegraph and Argus \(thetelegraphandargus.co.uk\)](#)

<sup>43</sup> David Barnett (2012) Grand Opening of Bradford City Park is Finally Upon Us, Available at: [Grand opening of Bradford City Park is finally upon us | Bradford Telegraph and Argus \(thetelegraphandargus.co.uk\)](#)

<sup>44</sup> Arcadis (2020) Public Realm Improvements Make a Splash in Bradford's City Centre, Available at: [Public realm improvements make a splash in Bradford's city centre \(arcadis.com\)](#)

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<sup>47</sup> Ibid

<sup>48</sup> Ibid

<sup>49</sup> Ibid

<sup>50</sup> City of Bradford Metropolitan District Council (2015), City Centre Update, Available at: Microsoft Word - Rec14OctDocG.doc (moderngov.co.uk)

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<sup>53</sup> The Clare (2021) Chicago Bean History: The Inside Story behind Cloud Gate, Available at: Chicago Bean History: The Inside Story behind 54 Cloud Gate (theclare.com)

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<sup>56</sup> Ibid

<sup>57</sup> Edward K. Uhler, FAIA (2005) The Millennium Park Effect, Available at: \*7266-winter (americansforthearts.org)

<sup>58</sup> Ibid

<sup>59</sup> Ibid

<sup>60</sup> Ibid

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