

Pembrokeshire Landscape Gallery - St David's

Project plan

1 Project description

The project will create, through an expansion and development of the National Park Visitor Centre - St David's, a new visitor attraction and cultural facility for the permanent exhibition of a selection of Graham Sutherland's paintings (from a collection of over 600 artworks left by the painter to Wales with the express intention that they should be shown in Pembrokeshire where he had painted periodically throughout his life) and temporary exhibitions of the work of contemporary artists working with similar themes of nature and landscape, together with educational facilities and a café.

This will be an important new attraction for St David's. Sutherland's work represents much of what people who live in and travel to Pembrokeshire value - landscape and quality of light - making an exhibition of his work in St David's a natural and synergistic extension of St David's current offer to the local and tourist market. The project will create new jobs, provide a catalytic focus for indigenous creative businesses and increase tourism, impacting significantly on local economic development.

2 Project objectives

The project's key objectives are to:

- Create a venue and visitor attraction in Pembrokeshire for the exhibition of Graham Sutherland's work and the work of contemporary artists and craftspeople.

The Sutherland artworks were left to Wales by the artist, with the express intention that they should be exhibited in Pembrokeshire, where many were painted. Existing facilities offer very limited scope for exhibiting the work.

Realising this proposal would achieve a long-term goal of the National Museum & Galleries of Wales (NMGW), the Pembrokeshire Coast National Park authority (PCNPA), St David's City Council and the Association of Friends of Graham Sutherland Collection.

Earlier visions were ambitious and have faltered; this proposal is moderate and realistic.

- Add value to local attractions and promote local products and places.

St David's, the historic core of which is designated an Outstanding Conservation Area, is a key destination in Pembrokeshire, and, in recent years, has experienced more than 500,000 visits a year.

St David's Cathedral is Pembrokeshire's most visited heritage attraction, attracting in the region of 250,000 visits a year. St David's Bishops Palace, for which there is a charge, attracted just under 26,000 in 2003.

The National Park Visitor Centre, in which the new attraction will be sited, already benefits from good visitor numbers, averaging around 115,000 a year. Nonetheless, the city suffers from an overall shortage of all weather and all year attractions and this limits duration of stay, length of season and visitor spend in the local economy.

The new attraction will benefit from its location in St David's and its integration with the Visitor Centre. Concomitantly, it will enhance the Visitor Centre and add value to Visitor trips to St David's; this model of clustering tourist destinations fits well with the growing focus in the industry on short visits with a purpose.

Through the new attraction, merchandising opportunities within the Visitor Centre will be increased. The café will itself attract visitors into the Visitor Centre and encourage purchases of food and drink and other merchandise for sale in the Centre.

The café will focus on local produce, providing a new direct outlet for local farming businesses and potentially encourage some of these businesses to add value to the raw farm products by processing ready meals, cakes and pies etc.

The gallery will promote the work of local artists by providing a new exhibition space, much needed enhancement of infrastructural support and the distribution network for creative businesses in the area.

The new galleries and educational facilities will act as a hub for local businesses and encourage network development and joint initiatives in areas like marketing between synergistic creative and related businesses. Reciprocally, by developing links with local selling galleries and with artists and crafts people with studios in the area, the new attraction will be able to encourage visitors to explore the local area and new craft trails and open studio events are likely to result.

These activities will result in increased business activity for local creative businesses and potentially provide new business opportunities. The education and interpretative activities of the new attraction will also create new business opportunities for local creative businesses and potentially encourage new business start-ups.

The project, through the artworks and the wider activity that it will encourage, will also promote Pembrokeshire as place and encourage wider exploration of the county, with associated economic benefits.

- Increase the understanding of the heritage and sustainability of Pembrokeshire's environment

The distinctive theme in the tourism economy to which the attraction will contribute is that of landscape and outdoor activity. Interpretation of this landscape and the Pembrokeshire environment lies at the heart of the role of the Pembrokeshire Coast National Park Authority, and the new centre will make a substantial impact on the ability of the authority to reach substantial numbers of visitors with interpretative and educative material.

This objective contributes to the overall commitment of the Park Authority to environmental sustainability, the development of environmental awareness and of sustainable tourism. Thus the new development will significantly advance Pembrokeshire's profile as a sustainable tourism destination. This has been recognised in the cultural, overall and regional strategies of the Wales Tourist Board and South Wales Tourism Strategic Partnership

To the targets for the measure this project will contribute the following:

Outputs		
No. of local facilities improved	Expansion and development of the St David's Visitor Centre	1
No. of marketing and promotion events supported	Major national launch marketing campaign and festival event in St David's to mark opening of developed gallery and visitor centre	1
Gross jobs created		
Direct	Curator, education organiser, gallery, administrative and catering staff	8
Gross jobs created/safeguarded		
Direct	Local construction workers realising capital build	34 person years
Indirect	Enhanced work opportunities for local creative and tourism businesses once facility opens	29 jobs

Further substantial benefits will flow to the local and regional economies in the years following completion of the capital project. A tabular analysis of the impact of the project is attached.

3 The demand for the project

Since Sutherland left the substantial body of his work to Wales with the intention that the work would be exhibited in Pembrokeshire, there has been a significant and growing demand for the creation of a new venue in which to exhibit the work.

The members of the Association of Friends of the Graham Sutherland Collection have consistently applied themselves to finding the means by which this ambition might be realised. St David's City Council has also been a consistent and important advocate of the project. The Pembrokeshire Coast National Park Authority (PCNPA), the applicant for these funds, together with the National Museums & Galleries of Wales (NMGW), have now been working in partnership to deliver the project for some three years. All these bodies and authorities, together with the St David's Peninsular Tourist Association, South West Wales Tourism, the Dean of St David's Cathedral and the National Park Visitor Centre, confirm their support for this project in the letters appended to this application.

In the case of the NMGW the realisation of this project is specifically referred to in the remit letter for 2004/05 from Alan Pugh, Minister for Culture, Welsh Language and Sport, National Assembly of Wales. The letter contains the following:

"To contribute to the Welsh Assembly Government's vision and the priorities identified the National Museums and Galleries should.....Support the Pembrokeshire Coast National Park Authority and other local bodies in the development of the display of the Sutherland Collection at St David's....."

This instruction from the National Assembly is reflected in the NMGW's Corporate Plan 2004/2005 - 2006/2007, as is the future contribution of revenue funds to the operation of the new centre (subject to Assembly funding settlements).

The Wales Tourist Board supports the realisation of this project and this is expressed in their Cultural Tourism Strategy and confirmed in the letter of support from South West Wales Tourism.

Since 1990 there have been a number of visions developed, for example National Gallery West at St David's, but previous schemes have tended to be based on an independent new build facility. This has meant that the associated capital and revenue costs have been very significant and this has militated against realisation.

In 2003 DCA Consultants was commissioned by the PCNPA and the NMGW to revisit the project with a view to arriving at a realisable proposition.

It was this study that identified the potential synergy with the St David's Visitor Centre and developed the potential to link the exhibition of Sutherland's work with the work of contemporary artists in Pembrokeshire.

This work was published as 'Horizon/Gorwel, Celebrating the landscape of Pembrokeshire, the heritage of Graham Sutherland and the relationship of art and nature' in January 2004 and is included with this application. The report carried out a full analysis of the visitor market, the place of St David's in the general Pembrokeshire and Welsh contexts, and the evidence available from existing visits to the City and to the Park Visitor Centre.

There is significant evidence of demand for this project from local artists and craftspeople; this demand is evidenced in the letter appended to this application from Cultural Enterprise, Wales' specialist business support agency for creative businesses. The author of the letter, Victoria Callen, has been the Arts Business Mentor for Pembrokeshire since 2000 and has an extensive and detailed knowledge of the business development needs of local creative businesses.

Evidence that can be adduced on the issue of public demand for the project includes:

- Diane Alwyn, the Manager of St David's Visitor Centre, confirms that there is considerable demand for all year, all weather attractions, and that there are regular enquiries specifically about the exhibition of Sutherland's work, which at the moment have to be disappointed. Ms Alwyn's letter of support is included with the application.
- An exhibition about plans for the development of a gallery to exhibit Sutherland's work elicited a considerable number of comments in support of such a development. A selection of those comments are included below:

"Good ideas. I am sure that they will help me understand and interpret Sutherland, fully in support of the gallery in St David's"

"Important to make progress, enthusiasm and support will not last forever, hopefully we can get away from the idea of "Sutherland Gallery only, as this is too narrow a field"

"I am delighted the project now appears to be going ahead and impressed by the scope that is projected, my only wish is that art must not become a static museum (a la Tate St Ives)"

"I like everything I have heard and feel it can only lead to greater awareness of Sutherland..."

"I think the idea of combining an exhibition of Sutherland's work with the natural history, geological and landscape features is an excellent idea."

"Having known Graham Sutherland from the days he was in Solva, I am passionately keen to see his paintings which he gave to Pembrokeshire in a gallery at St David's which can also be used as an interpretive and educational centre"

"I fully support the imaginative concept of the Sutherland gallery in St David's..."

The project, as expressed in this project plan, is the minimum option for realising a facility that will do justice to the work that Sutherland left to Wales and at the same time provide a much needed facility for local artists and crafts people.

The project's integration with the existing St David's Visitor Centre has clear benefits:

- synergistic marketing benefits for both the Visitor Centre and the new attraction;
- enhancement of an existing facility through the gallery and the café;
- a cost effective capital build because the site is already owned by the PCNPA and some of the facilities that an independent build would require, e.g. toilets, already exist; and
- an economic delivery model as the two facilities will come under a common management, making sustainability in revenue terms easier to achieve.

Were there to be no new attraction for the exhibition of the Sutherland collection and the work of contemporary artists and craftspeople, there would be a number of adverse outcomes:

- There is no alternative venue for the permanent exhibition of Sutherland's work and it is evident that the exhibition of this work would add value to St David's and Pembrokeshire's offer to the local and tourist market;
- There exists now and would remain a serious shortage of exhibition venues for local artists and craftspeople and there would be none of the economic benefits to local these local businesses described above; and
- The St David's Visitor Centre would remain as it is and would not benefit from the increased business and interpretative potential that would accrue from the new attraction and the café.

- The tourism offer of the City, and of North Pembrokeshire most generally, would continue to have a shortage of indoor attractions, with the concomitant difficulty in extending the length of season, duration of stays and visitor spend.

4 Funding need

Capital costs, construction and fees, calculated by Davis Langdon, total £3,272,934: construction costs are £2,843,400 and fees are £429,534. Davis Langdon's detailed work is appended to the application. The complete project cost analysis and proposed funding plan is set out in the table in section 8.

The key partners PCNPA and NMGW have together made significant financial commitments to the capital build; see their letters confirming match funding appended to this application. However, these commitments are at the maximum of their capacity, and the project will only be realised if the finance that is the subject of this application is secured.

5 Project delivery

The project will be delivered in St David's, Pembrokeshire, more precisely on the site of the existing National Park Visitor Centre.

The project will extend and improve the Visitor Centre to provide 900 square metres of additional floor space and to remodel 400 square metres of the existing building. As a result of extending and remodelling the building, the following areas (expressed to the nearest square metre) will result:

Sutherland exhibition	208
Contemporary gallery space	223
Tourist/Park information	221
Education	230
Café	219
Offices, staff and stores	73
Ancillary	120
Total	1,294

The project will be delivered by the applicant, employing the services of a design team comprising Smith Roberts, Architects, Davis Langdon, Quantity Surveyors, a project manager and construction contractor yet to be appointed.

Details of the fees allowed for each of the professional services are included in the project costs prepared by Davis Langdon and appended to this application.

This design team has substantial specialist expertise in the following:

- Proven expertise in the delivery of successful visitor facilities.
- Sector-leading expertise in the development of strategies and plans for sustainable buildings and attractions, including the completion of the first phase of the award-winning sustainable visitor centre that forms the basis for this development.
- Expertise in the development of strategies and plans for accessible buildings and attractions
- Demonstrable and practical commitments to equality of opportunity, and to diversity of access to buildings and attractions.
- Proven track record in delivering complex projects of this kind within time and budget.

The key project partners, the PCNPA and the NMGW are both public sector bodies.

The applicant body, PCNPA, which will coordinate delivery, is also based in Pembrokeshire, in Pembroke Dock. The project will be led and delivered by Philip Roach, the Park Authority's Projects and Initiatives Officer, who has substantial experience in the delivery of major cultural buildings in the National Park. The site is wholly owned by PCNPA and full planning permission for the project has been secured.

Once the construction work is completed and the building is fully open the project will provide the following services and activities:

- An integrated temporary exhibition programme curated to a theme, drawing on Sutherland's work, work by others who have represented Pembrokeshire in their work (Piper, Steadman etc.), work by contemporary artists and craftspeople, natural history and other exhibits and material, sound, video, projection and interactive elements.
- Programmes of artist residency and education provision using these exhibitions as the starting point and creating material that fills out the exhibition programme.

- A smaller more contemplative, permanent exhibition about and of Sutherland, exhibiting some of the artist's smaller works and telling his story by both traditional and interactive interpretation.
- Visitor services - tourist and National Park information
- A café and improved and extended facilities for associated retail, provision of tourist guide material and local products.

This project has many links with local and regional initiatives, including:

- 55288 St David's Cathedral Cloisters - restoration of the cathedral cloisters
- 55324 PBI - Identification of New Tourism Products & Packages in Pembrokeshire - to increase tourism into Pembrokeshire
- 55351 PLANED - Sustainable Rural Tourism
- All Wales Tourist Board sponsored Objective 1 projects promoting and marketing Wales as a tourist destination e.g. 52578
- The Bluestone holiday village project

The project fits with the following national and regional strategies as follows:

- Pembrokeshire's Local Objective 1 Strategy. This project links with Strategic Objectives A and C of the strategy. The project relates to various of the key activities for Priority 5 Measure 6 by supporting the development of local supply chains and networking initiatives among businesses (see section 2 above for details); by supporting special facilitators (an education worker and a curator) and by supporting enterprises and initiatives. This project addresses a significant number of the actions to be supported, in particular:
 - 5: support for arts and crafts exhibitions and cultural events to promote the image of Pembrokeshire;
 - 6: support for the development of local and community infrastructure;
 - 9: support for establishing marketing networks;
 - 10: support for tourism developments that are sustainable;
 - 11: support for effective marketing of activities contributing to local economic development;
 - 12: support for marketing of special local features
 - 15: support for development of all-weather tourism.

- The South West Wales Tourism Partnership's strategy 'Open All Year' which identifies the project as one of the region's "two major attraction proposals; the National Waterfront Museum in Swansea opening in June 2005 and the proposed art gallery at St David's." (p4)
- The Wales Tourist Board's Cultural Tourism Strategy. This strategy expressly refers to the importance of realising this project on a number of occasions and confirms the authority's commitment to supporting the project.
- The Wales Tourist Board's strategy Achieving Our Potential prioritises both culturally and environmentally sustainable projects and attractions, particularly under Objective 14. This project fits the priority placed on the upgrading of a successful existing point of information to embrace these cultural and sustainability concerns.
- As a gateway and interpreter for one of Wales' most spectacular rural landscapes, the project represents an important response to WTB's Action Plan for the Countryside Experience.
- National Economic Development Strategy. This project addresses the objectives in the strategy by encouraging lifelong learning, individual, local and community enterprise and by promoting Wales' natural environment and its distinctive and creative culture, together contributing to sustainable development.
- Plan for Wales. This project addresses the Welsh Assembly Government's overarching strategy for a sustainable, inclusive and equal Wales by encouraging the development of a sustainable and more diverse rural economy.
- Health Challenge Pembrokeshire. This project addresses Pembrokeshire's health, social care and well-being strategy by encouraging healthy lifestyle pursuits.
- Iaith Pawb - the project supports the Welsh Assembly Government's Welsh Language policy through the creation of opportunities for welsh-speaking artists and craftspeople and the interpretation of culture and environment in the medium of Welsh.

- Arts Council of Wales, Visual Arts and Crafts Strategy, and contributions to Achieving our Potential and the Cultural Tourism Strategy identify the priority on both artistic practice across Wales and the need to link contemporary artistic practice and cultural heritage. This project fits these strategies closely.

The project will be marketed to both local markets and the short stay and specialist tourism markets as set out in the DCA feasibility report and summarised by the following categories:

The general market for the attraction can be segmented into:

- Local visitors - primarily within 60 minutes drivetime
- School visits and participants in education programmes - primarily within 60 minute drivetime
- Regional day trippers - primarily within the 120 minute drivetime west from Cardiff
- Coach and organised group trips, from within the 120 minute drivetime and beyond
- Out of region tourists and visitors, including short breaks, visitors to the Pembrokeshire cluster of attractions and those on activity holidays with an interest in environmental matters.
- Specialist visitors for the Sutherland collection. Following the success of major shows at Olympia, elsewhere in London and in Swansea over the last two years, there is proven demand for Sutherland's work.

The attraction will plan its marketing strategy with these catchments in mind, portraying its combination of products, expected lengths of stay and rate of repeat visiting in light of the likely expectations of different segments.

Commonly, for instance, local visitors expect to return more often to free-entry venues, to stay for less time and to spend less on secondary spending.

Day-trippers may stay longer as an element in their general visit to St David's, experience the full range of centre's offer and reward the venue with higher secondary spending.

Beneficiaries will include, and will be recruited, as follows:

Additionality

- Local businesses benefiting from greater tourism activity, longer stays, more all weather visits and a longer season encouraged by the existence of an indoor attraction in the city. These beneficiaries include businesses already located in and around St David's providing accommodation, visitor services, food and drink and retail. Other new businesses will result from the increased activity arising from the new centre. The Visitor Centre already maintains close links with accommodation providers, offering a booking service, and this network of beneficiary businesses will be continued and developed. In order to ensure the retention of benefit in the town, these beneficiaries will be recruited to an advisory and consultative group by the Visitor Centre.
- Creative business, artists and craftspeople in the region. These beneficiaries will be identified by cooperation with Cultural Enterprise (see letter of support attached to this application), which holds a database of over 8,000 such enterprises in Wales and has a specialist member of staff for Pembrokeshire. This will be supplemented by regular communication with the Arts Council of Wales and local business support and information providers.

6 Management and monitoring

As discussed above, the project will be managed by the Pembrokeshire Coast National Park Authority and specifically on their behalf by Philip Roach, Projects and Initiatives Officer.

Once open, the developed centre will be managed by Ms Diane Alwyn, the National Park Visitor Centre Manager, who has considerable direct experience of the management of the project since its opening in 1999.

Following the opening of the redeveloped project, its impact on the local and regional economy will be specifically tested through the letting of contracts for independent evaluation at twelve and twenty-four months following completion.

These contracts will be to a brief that includes, at minimum, the following tests of impact and employment:

- Visitors to the centre
- Number of nights stays from a sample of centre visitors
- Accommodation used
- Day visits by origin area
- Direct Impact of the project with business beneficiaries
- Employment at the centre
- Linkage effects arising from the project
- Spend and retention of supplies and services of the centre
- Estimated employment supported
- Impact of supplier spend
- External effects arising from off site visitor spend
- Estimated gross staying visitor spend
- Estimated employment stimulated by the project
- Total estimated impact of the project

7 Financial management

The financial management of the project will be the responsibility of the Pembrokeshire Coast National Park Authority and its Financial Officers and advisors.

8 Project funding

A full breakdown of all the project costs is appended. This cost plan and proposed funding structure is summarised in the table at the conclusion of this project plan.

The in-kind contribution by the Park Authority of the land/visitor centre is substantiated by an open-market valuation by an independent valuer, which is attached.

Monthly cashflow forecasts for the capital project have been produced by the consultant team and are also attached. The Park Authority is aware of the implications for cashflow of the payment arrangements for ERDF.

9 Project workplan

On approval of grant, the following timetable for project realisation is envisaged:

- One month's briefing with client
- Four months to produce working drawings
- Two months for Quantity Surveyors to produce detailed costings
- Two months to complete tendering process
- One year on site

Total project period: 21 months

The current aim is to commence this process with briefing in April 2005 and to go to tender at the end of October 2005. Start on site will be in January 2006.

The programme for the works will be carefully planned to avoid or minimise disruption to the experience of visitors and the operation of the current visitor centre. Preparatory ground works will be completed at the outset of the contract. During the summer season 2006, works will be confined to the construction and fit out of the new build elements and will leave the main part of the current visitor centre in operation. Finally, the Autumn of 2006 will see the alterations and remodelling of the current centre and connection of the two elements, with temporary arrangements made for basic visitor services.

10 Exit strategy and sustainability

The grant applied for is a contribution towards the capital build of the project. In capital projects of this nature, risk assessment and risk management are important elements in the project strategy.

An initial risk register is appended, as is the Project Risk Management Strategy that will be adopted by the project team. These tools will be developed and used throughout the project to avoid or deal with unforeseen eventualities.

Exit from the capital project will be by hand over to the management team for the new centre, which is fully described in the DCA feasibility study included with this application.

The team will take possession of the new centre in January 2006 and will have some months to 'test-drive' the building and install its first shows before a full launch and formal opening in Spring 2006.

The revenue sustainability of project post opening was fully planned by the PCNPA and the NMGW in the course of the feasibility and business planning

work that the partners conducted with DCA Consultants in 2003. This work, which demonstrates how the benefits of the project will be continued after the grant support ends, is included with this application.

The essential elements of the business planning are set out below. Detailed income and expenditure budgets are in the report.

- There will be no charge for entry to the galleries.
- Turnover for the whole operation, see section 5 above for the various elements of the operation, is anticipated to be in the region £340,000 in year 1, rising annually as a result of inflation, estimated at 3%, thereafter.
- The DCA feasibility study sets out the proposed revenue operation, and the subsidy that will be required of the partners, PCNPA and NMGW. PCNPA commitment will be consistent with the investment the authority makes in the current centre. NMGW investment will be a new commitment, which has been built into the Museum's corporate plan submission to the Welsh Assembly Government.
- In addition to the core commitment of the principal partners, it is anticipated that an annual programme related grant support will be secured from a combination of sources including Arts Council of Wales, Pembrokeshire County Council, Cywaith Cymru. It is also anticipated that the services of an education worker will be secured wholly or partially by secondment.
- Earned income will be generated from a variety of sources including the shop and café, hiring of facilities, arts/crafts commissions and charges for educational and participative arts activities.
- This income will sustain a staff of eight FTEs, excluding café staff, (the Visitor Centre currently has four FTEs) and cover overheads, running costs and the activities of both the Visitor Centre and galleries and the associated marketing costs.