

Manchester City Council Report for Information

Report to: Communities and Equalities Scrutiny Committee – 10 January 2019

Subject: Manchester Events Strategy 2019-2029

Report of: Chief Operating Officer - Neighbourhoods

Summary

Over the last year the City Council has undertaken a review of its current approach to events, the resultant event programme and the governance and management arrangements which supports it. The global marketplace has been researched in order to identify the best practice adopted by successful event cities to determine and influence how Manchester can shape the approach to events going forward. Stakeholders and partners have also been engaged throughout the process to determine what the strategy for events in Manchester should look like in future.

The report identifies the strengths of Manchester's event offer and the need to think differently about how Manchester focuses its investment - differentiating investment into events that are aimed principally at supporting communities and animating the city and those which generate significant economic value and profile for the City through the development of the visitor economy. The report sets out the vision, principles and the aims for the strategy and the need to develop a refreshed and a more coherent events offer that provides an authentic connection to the place inspired by the City and its people.

Recommendations

1. The Committee are invited to consider and comment on the proposed approach to the Manchester Events Strategy, including the proposed vision, principles and aims of the Strategy.
2. Note that the Strategic Lead: Parks, Leisure and Events in consultation with the Executive Member for Schools, Culture and Leisure and the Chief Operating Officer for Neighbourhoods is proposing to:
 - a. Implement the programme for 2019-21 as set out in Appendix 1 alongside the community events that are identified for support through the application process.
 - b. Review the long-term funding mechanism options and identify the preferred funding, resources and management structure that can deliver the City's ambition for events.
 - c. Establish a Strategic Governance Board and identify and secure membership of a Manchester Event Commission to steer the implementation of the strategy and to agree major event targets.

- d. Complete the production of the detailed Event Strategy document for communication with residents, partners and businesses.
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Wards affected: All

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1.0 Introduction

- 1.1 Events in Manchester play a significant role in the context of destination planning, enhancing and linking tourism and commerce. This includes utilising events as image makers, economic impact generators and tourist attractions, as well as shaping and contributing to the development of local communities and businesses.
- 1.2 Progressive major cities recognise that events bring people to the city, provide attractions for residents, and ensure that the city's name is profiled in the national and international media. The number of major cities recognising this means that Manchester is now operating in an increasingly competitive events marketplace both nationally and globally. Whilst Manchester is in a strong position following the 2002 Commonwealth Games, the city needs to continually refresh the approach to events in order to remain competitive. It is acknowledged that Manchester's strength of offer and differentiation has been eroded somewhat by the ongoing impact of government spending cuts, the adoption and adaptation of best practice by other Cities to improve their national and international events offer and through developments in the events sector.
- 1.3 Whilst to date the City Council's approach to events has been successful in creating a broad annual calendar of events and has ensured that Manchester has a strong enough event offer that continues to attract a number of commercial opportunities and national government led major event hosting initiatives (Somme 100, Olympic and Paralympic Heroes Parade, EU Referendum Results Hub etc), the Council's approach needs to be refreshed to ensure that it is proactively responding to the challenge. Events are ever more frequently competing for position in the same reduced funding pool, therefore the Council has to think carefully about prioritising identified events that can best be aligned to Manchester's wider economic, social, sporting and cultural outcomes.
- 1.4 During 2017/18, a review of the current approach was undertaken. This included researching best practice in the global marketplace and asking stakeholders and partners what the future of events in Manchester could look like, and what their ambitions were for the city and our residents in the context of the priorities which have been established and shaped by residents as part of the development of the Our Manchester Strategy.
- 1.5 This report sets out the proposed strategic approach and describes how Manchester will achieve its vision and provides clarity for actions by our partners working across Manchester; public sector organisations, businesses, the voluntary sector and our communities. Whilst this document sets out the events strategy for Manchester City Council, it is as much a strategy to support partners and stakeholders who have a role to play in making our city the best it can be.

2.0 Context

- 2.1 The importance of events is captured across a range of Manchester and Greater Manchester strategies and plans (which include the Manchester Strategy, Manchester Parks Strategy 2017-2026, GM Strategy for the Visitor Economy, GM Strategy and GM Internationalisation Strategy) and the role that events can play in achieving outcomes is clearly identified in each of these strategies.
- 2.2 The Greater Manchester Internationalisation Strategy identifies Manchester's position as an established international gateway to the UK and from the UK to the world and sets in place a vision to be a top 20 global city region by 2035 – and includes critical measurements of:
- Our attractiveness to international investors, visitors, business and academic talent and students.
 - Our international cultural and place offer.

The role of Major Events is a key feature of the strategy and securing the right events will be an important factor in delivering on the ambition.

- 2.3 A key role and function of the City Council is to clarify the strategy and provide the required leadership and support for events. The Council provides financial and other forms of support to events and event organisers, bidding for and hosting events in Manchester, marketing events and regulating event activities.
- 2.4 The primary mechanism for the development and delivery of the City Council's events programme is the Events and Commercial Team that sits within the Neighbourhoods Directorate. The team work closely with Marketing Manchester, TFGM, Event promoters, venues and the Business Improvement District. The team are responsible for the development, planning and management of the Council's core funded annual events calendar; the ad hoc development of major event commissions; the bidding and contracting for sports events; the management of funding to external Community and Calendar event partners; the commission, support and monitoring of operational delivery to external event promoters or events rights holders; event management and advisory support to partners across the programme; production and operational management of City Council owned events; event support to the management of major protests in the city; the management of public space bookings; the licensing and calendar management of public event spaces; the event safety planning function; and liaison with multi-agency partners.

3.0 Analysis

- 3.1 Due to reductions in government and regional funding, the Council has been under pressure to reduce the annual revenue investment of the core events programme since 2010. The available funding has been reduced by approximately 44.5% since 2010. To address the potential impact on the

programme, the Events and Commercial Team has re-focused the approach to protect the level of investment into Community Events, to consolidate the reach of the programme by reimagining engagement with established event partners to reduce dependency on support funding and to target programme growth through the development of new commercial event opportunities that generate income and add value to the offer. The income however has been reinvested into the venues hosting the events or to offset savings requirements rather than reinvested in the programme to facilitate growth.

- 3.2 In the 12 month period (July 2017 – June 2018), Manchester partnered with 37 event organisations to deliver or facilitate 60 calendar events, attracting more than 1.3 million people across 168 days of live events. The core revenue funded programme of sports, cultural and community events attracted 800,000 people, providing a platform for more than 1,600 volunteering opportunities and a showcase for over 10,000 athletes, artists and performers. In addition, the commercial event partners have directly funded major festivals and events in the city's licensed parks and public spaces that have attracted over 500,000 additional attendees.
- 3.3 An industry averaged visitor spend applied across a 12 month period identified an estimated economic impact of £41m visitor spend - £20.1m drawn from the funded/partially funded programme and £20.9m from partner funded activities that took place at City Council owned and licenced public spaces. This valuation excluded the reported economic impact data for the 2017 Conservative Party Conference (£29m) and the 2017 Manchester International Festival (£40.2m) – which brings the economic impact to **£110m** visitor spend over the 12 month period.
- 3.4 In 2017, it was reported that the events sector was worth £42.3 billion to the UK economy in terms of direct spend by event attendees and organisers, an 8% rise on 2016 and continued growth is projected. UK cities are continuing to look at increased investment to capitalise on this growing market. Whilst the strategies, governance and funding environments of competitor UK cities are different, what is clear is that cities still view events as a key component of their offer and are seeking to provide the leadership and access to funding that will maximise their use as a strategic tool.
- 3.5 Work is currently being undertaken by Marketing Manchester to ensuring Manchester is a top 20 global destination by 2035. This work has revealed the stark difference between the events resourcing levels of the leading cities compared to the approach in cities such as Manchester. In order to become a top 20 city, the Internationalisation Strategy identifies the need to establish a new public/ private partnership arrangements to attract more, high-value international events into the region, position the City to bid for the major world events and fund pilot events to test ideas aimed at international audiences.
- 3.6 A best practice review of successful event cities on the global stage (Auckland, Glasgow, London, Melbourne, New York, Sydney) has highlighted the importance of city leadership, clarity of ambition, strong governance and collaborative partnerships, the optimisation of an event portfolio approach, a

standardised process of event benefit measurement and a committed funding regime which are captured in the four key themes in the table below.

<p>1. Strategic Planning</p> <ul style="list-style-type: none">● Events are essential to the strategies of global cities.● The best cities have clear, long term event strategies. Advanced cities have a 'joined-up' and coordinated event strategy that effectively involves, engages and leverages their local stakeholders and the private sector.● All the benchmarked cities have a balanced portfolio of recurring and peripatetic (one-off bid) events across a range of sectors.● Global cities have an increasing focus on prioritising events that they 'own'.● Strategically identified peripatetic events were identified through a robust specification process and pursued against strategic criteria.● Event strategies are aligned with key sector strengths in the local economy.
<p>2. Leadership, Collaboration and Governance</p> <ul style="list-style-type: none">● Cities effectively involve and engage their local private sector and stakeholders.● Successful cities are aligning their strategies and initiatives and proactively managing their relations with regional and national bodies.● Local and national political boundaries significantly impact on competition for public funding.● Most successful cities align development of international profile-building major events to the Destination Management Organisation or to an arms-length company, whilst the City authority lead the delivery of community events.
<p>3. Event Benefits</p> <ul style="list-style-type: none">● Cities are developing advanced event portfolio analysis, accounting and monitoring systems.● Cities are combining different event properties to create more unique scalable events.
<p>4. Funding and Resources</p> <ul style="list-style-type: none">● Public funding is central to the event strategies of all successful cities.● The cost of visitor acquisition is rising as competition increases and cities are increasing their spend on events to protect and increase their position.● Pooling of public funds is a demonstrated effective means to reduce costs and maintain competitiveness.

- Cities are exploring a wide range of alternative funding sources and capacity building strategies including:
 - Allocation of a share of external generated revenues that are driven by tourism growth e.g. airport dividend income or tourism tax mechanisms.
 - Allocation of a share of growth generated income that reflect a buoyant economy – e.g. Business Rates growth income.
 - Commercialisation of event expertise.
 - Match-Funding from partner agencies
 - Value In Kind propositions.

3.7 The work undertaken with key stakeholders as part of a peer review has revealed that Manchester is at a critical point in defining its ambition and commitment towards the use of events as a tool that can support economic growth that benefits everyone and provide an authentic connection to the place that is inspired by the city and its people. To create a meaningful and effective approach, the review has identified:

- There is a need to unify the city's events offer and create a single strategic approach that identifies what our potential could be and what mechanisms and structures we need to deliver growth and support partner organisations to achieve their own strategic outcomes.
- The current approach has evolved over time - without review - and therefore lacks the clarity of focus that is required to drive improvement. Identifying a small number of clear aims will assist in focusing how the Council and partners work in the future.
- More can be done to achieve greater alignment with other agencies in the city who have a role to play in the commissioning and delivery of events. This will help the Council to identify strategic event opportunities, target new funding sources, drive more efficiencies and tap into available skills particularly around sponsorship and business development. Manchester needs to further enhance co-investment and collaboration with partners and stakeholders.
- In order to become a top 20 visitor destination by 2035, Manchester clearly needs to compete on the world event stage with other like-minded cities, many of whom have access to enhanced resources and are currently providing a more compelling commercial proposition. Manchester needs to identify how partners can more effectively align available resources and be creative in identifying new sustainable and appropriate funding streams linked to avenues of growth rather than being overly dependent on mainstream Council resources. The Council needs to explore how it can enhance the approach beyond just finance to develop a competitive advantage in the marketplace. A revised financial model needs to emerge and be more reflective of the targeted growth in the visitor economy and attributable to the long term beneficiaries of Manchester's enhanced global positioning. In parallel a stronger Our Manchester focus needs to be developed for community and civic events to ensure they maximise the

Council's resources and deliver the greatest possible community engagement and benefit.

- More needs to be done to robustly and effectively capture the impact of the events programme on the local economy and Manchester's communities and to communicate the benefits of the investment. A clear event classification framework and standardised measurement, evaluation and reporting of benefits is needed to optimise and leverage the values of current events and position the city to justify future investment

4.0 Event Strategy

4.1 **Vision** - The work undertaken in 2017/18 with the partners has led to the establishment of a clear vision, principles and aims for the Strategy. The partners recognise the importance of promoting events that contribute to creating a fair and equitable city where everyone can contribute to and share in success. With the right support and approach the City will be equipped to build on the progress of recent years and ensure that the events programme grows in a sustainable way. The proposed vision is:

“to be an eventful city”

Events should promote the city as a world class destination and position Manchester as an events leader and contribute to the Our Manchester strategy outcome of making Manchester a world leading place for sport, leisure and culture by 2025.

The Our Manchester principles underpin this:

- **We listen, learn and respond through co-production** - The events programme should be diverse and balanced reflecting and celebrating what is great about Manchester.
- **We see potential and work with strengths** - Events should be propelled by partnerships which builds on Manchester's strengths and distinctiveness.
- **We work together as an inclusive partnership** – Partners working closely with residents to ensure they benefit from events - feeling a strong sense of engagement and pride in the city.
- **It's all about people** - Events should be clear about the benefits for residents and the economy and the volume and frequency of events should be balance this against disruption that sometimes can be caused.

4.2 Aims

4.2.1 **Aim 1 – Stronger Strategic Planning** – Ensure the Council and partners work together to establish a robust event management and commissioning framework, which capitalises on industry and individual sector insight and ensures that there are strong relationships with the funding bodies and decision makers. The partners will seek to develop a shared understanding of what events will support the growth of the city, those which will support

tourism, and those which will create the greatest platform to engage residents in Manchester's neighbourhoods. Planning will be improved by:

- establishing a Manchester Major Events Commission with representation from key funding stakeholders to ensure we have a sector wide, long-term focus on developing the approach and bringing new events to Manchester from 2021 onward;
- developing a programme that resonates with all parts of the public, private and third sector, ensuring they have a genuine stake and role – large or small - to play in planning, securing, supporting and delivering events in Manchester; and,
- moving away from investing as separate organisations and identifying co-investment opportunities between the partners for events.

4.2.2 Aim 2 – Collaborative Leadership & Good Governance – Encourage services and organisations to work better together, not as individual organisations. This includes strengthening the culture of collaboration at both an organisational and locality level across all sectors (public, private and voluntary) in order to create an enhanced events programme, making sure we are good at governing decision-making and promoting a culture of openness and accountability. This will be enhanced by:

- establishing a Strategic Governance Board to oversee the implementation of the Strategy, track progress and scrutinise investment proposals; and,
- adopting a single events programme, which promotes the full range of significant events taking place across the city.

4.2.3 Aim 3 – Maximising Event Benefits – Establish a stronger emphasis on how partners optimise and leverage the benefits from events and ensure that all events, including one off events, generate an ongoing event legacy. This requires a strong performance management culture and a focus on standardising the measurement and evaluation process that needs to be rigorously and consistently applied. Benefits will be improved by:

- ensuring every event in receipt of funding sets out much more tangible engagement plans and legacy benefits for Manchester residents;
- establishing a revised events monitoring and evaluation framework which enables benefits to be robustly captured, assessed and benchmarked; and,
- establishing a stronger programme of home grown events, which builds over time and where the intellectual property remains within Manchester.

4.2.4 Aim 4 – Funding and Resources – Develop a long-term resourcing plan to allow alignment of resources and investment and engage the private sector earlier as partners. A critical factor in achieving this will be undertaking a full appraisal of different financing models for events in order to conclude a more viable and long-term funding model for global events, whilst retaining a sustainable model for community and civic events. Resourcing levels will be strengthened by:

- prioritising investment into activities that cannot be delivered by the private sector and require public sector leadership to realise;
- recognising that delivery needs to be aligned to the most appropriate individual event model, noting that a one size fits all will not be effective and the partners should always start from working to organisational strengths;
- The resourcing plan should aim to build the capacity of community organisations to attract resources and become more resilient and self-sufficient.
- Crucially the public funding currently available will not be sufficient to deliver the longer-term ambition and therefore, a new financing model needs to be developed which leverages - directly or indirectly - a greater contribution from those sectors who benefit from events being delivered in Manchester; and
- working with community organisations to build their resilience and capacity and demonstrate that they are operating in accordance with good governance.

4.2.5 **Aim 5 – Distinctive Programme** – Develop a distinctive programme that is built from the strengths of the City and places a strong emphasis on the event sectors with the greatest growth potential. The programme will be prioritised by focusing on the following areas:

- **Community and civic** - events that celebrate diversity and are relevant to our residents.
- **Culture & Sporting** - events that promote Manchester as a global cultural and sporting city and lead to widening access to Manchester resident engagement.
- **Music** - events which promote Manchester as a city that beats to the sound of music.
- **Innovation** - events that promote emerging sectors and create new economic development opportunities important to our city and regional economy e.g. digital and tech, science etc.
- **Business and conference** - events that attract delegate visitors and inward investment.

5.0 Events Programme

- 5.1 The Events Programme for the next 2 years is set out in Appendix 1. This highlights the Council's existing events offer, commitments that have already been made and the targets, which are currently being explored over the next two years. It should be noted that the larger scale events are usually secured either on a multi-year basis or several years in advance. The establishment of the Manchester Major Events Commission with representation from key stakeholders will ensure there is a sector wide, long-term focus on developing the approach and bringing new events to Manchester from 2021 onward.
- 5.2 The Community Events Programme will continue to be open to public applications (up to a maximum of £20k per annum/ 20% of total event costs

will be granted per event). This is as per previous years - these will be prioritised against the existing criteria, as follows:

- **Community Leadership** – Helping community cohesion, civic pride and empowerment by bringing people together from across the city to share common interests.
- **Community Celebration** – Celebrating a community’s distinctive cultural identity or engaging with what others see as their ‘identity’ and utilising innovation, quality and creativity to raise the profile of the city and improve satisfaction and pride among residents.
- **Community Led Regeneration** – Providing the opportunity for community participation and commitment on a citywide basis, developing the use of public spaces and delivering economic benefits to the city through supporting skills, jobs and generating new visitor spend.

5.3 It is recognised that the investment capacity from the Council for community events has been fixed for over eight years and further work needs to be undertaken over the next 3 years to build this Fund in order to meet the growing number of funding applications from community groups. There is an opportunity to achieve this by exploring the potential to reinvest some of the proceeds from income generating/ commercial events back into community events - this will be explored in 2019/20. Equally, further work is being undertaken to strengthen the various community event committees to ensure they are maximising alternative funding streams and reducing the demand for the Council to continually invest at the same levels.

5.4 It is clear that both commercial and community events whilst for the most part are extremely positive can sometimes have an adverse impact on some residents. Resident engagement work undertaken over the last year has highlighted that the impact of unauthorised street parties and other spin off events within some specific neighbourhoods is quite significant. This has been a particular challenge for the Parklife Festival at Heaton Park in the past and more recently for the Caribbean Carnival in Alexandra Park. In addition, mass walk ups to football events and political extremism protests have also created differing levels of disruption for residents, commuters and businesses. Consequently, a number of multi-agency groups have been established which are aiming to identify solutions or offer mitigation to these challenges. The groups have senior buy-in from the Council, TFGM and GMP and they will seek to bring forward improvement plans for the higher risk events in 2019.

6.0 Conclusion and Next Steps

6.1 A strong vision for Manchester’s future events programme is clearly essential alongside a clear understanding of how the vision will be delivered. The approach set out in this report seeks to do that, recognising the Council’s leadership role and the importance of supporting partners and stakeholders, public sector organisations, businesses, the voluntary sector and our

communities, all of whom have a role to play in making Manchester the best it can be.

6.2 In order to embed the approach, the following next steps are proposed:

- Secure support from the Council and partners to develop the Strategy in line with the Vision, Principles and Aims outlined within this report – March 2019.
- Establish the Strategic Governance Board and identify and secure membership of the Manchester Event Commission to steer the development of the Strategy and investment targets over the next period – April 2019
- Review the long-term funding mechanism options and identify the preferred funding and management structure that can deliver the City's ambition for events – June 2019.