

Birmingham City Council

Report to Cabinet

28th June 2022



Subject: Commonwealth Games Legacy Project

Report of: Rob James – Strategic Director City Operations

Relevant Cabinet Members: Councillor Ian Ward, Leader of the Council
Councillor Sharon Thompson, Cabinet Member for Housing & Homelessness
Councillor Jayne Francis, Cabinet Member for Digital, Culture Heritage & Tourism

Relevant O &S Chair: Commonwealth Games, Culture and Physical Activity

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Are specific wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No – All wards affected
If yes, name(s) of ward(s):		
Is this a key decision?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, add Forward Plan Reference: 008786/2021		
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, provide exempt information paragraph number or reason if confidential:		

1. Executive Summary

1.1. The City Council published its Legacy Plan for the Commonwealth Games in December 2021. The plan covered more than 80 projects that are to be

delivered in the short, medium and longer term. Our plan is linked to the cross-partner legacy plans that have a regional focus.

1.2. Partners across the region are now turning their attention as to how they could maximise any opportunities to enhance legacy projects, should the Commonwealth Games deliver under budget.

1.3. In this context Birmingham has set out four project areas that it would want to make a case to the Department for Digital, Culture, Media & Sport (DCMS) to retain any underspends should they materialise

- Investing in grassroots sport and culture
- Developing 'Project 2022' a longitudinal assessment of the impact that the games has had on the lives of a cohort of young people and their families
- 'Birmingham: City of Ideas' Developing a new museum proposition which will include both a dispersed STEM-themed programme of cultural activity across the city's neighbourhoods, and the development of an international flagship museum of science and industry in Birmingham's city centre, and
- Bidding to host the European Athletics Championships 2026 at the Alexander Stadium in Perry Barr

1.4. One of the projects, the European Athletics Championships has a tight timeframe and this report seeks approval to formally bid for the event and to underwrite the costs in advance of any resources being secured through other means.

2. Recommendations

2.1. Cabinet agrees that the four projects set out in 3.1.5 are to be developed into business cases for submission through to DCMS

2.2. Cabinet authorises the Assistant Director Neighbourhoods to submit a formal bid to European Athletics, to host the European Outdoor Athletics Championships in 2026

2.3. Cabinet authorises the Assistant Director Neighbourhoods to continue work to apply for funding via submission of bids to UK Sport and DCMS.

2.4. Cabinet agrees to underwrite a one-off contribution up to £13.7m, from the Financial Resilience Reserve, which is the net cost of the championships, noting

that this figure would reduce with successful bids for funding to both UK Sport and DCMS.

2.5. Cabinet delegates the submission of the Championship bid to European Athletics and acceptance of associated grant funding, the approval of the procurement strategy and the award of contracts associated with the event, to the Strategic Director - City Operations, in conjunction with the Assistant Director Procurement, the Director of Council Management and the City Solicitor & Monitoring Officer.

2.6. Cabinet notes that the finalising of suit of contracts for the hosting the Championship with European Athletics will be brought to Cabinet for approval in September 2022

3. Background

3.1. BCC Legacy Priorities, cross partner landscape and potential funding opportunities

3.1.1 The City Council's legacy plan 'Delivering a Bold Legacy for Birmingham' was published in December 2021. The plan focusses on five thematic areas aligned to the Council Plan and has set out over 80 projects to be delivered over the short, medium and longer term. The projects accumulate to support the delivery of a Thriving City, an Aspiring City, a Healthy City, a Welcoming City and a Green Growth City, and specifically reference our ambitions to become a world-leader in hosting international events and to further develop our cultural, sporting and physical activity offers in the city.

3.1.2 Birmingham's legacy plan links into the cross-partner legacy plans, which have a more regional focus to them, the first one was published in Spring 2021 and the second is due to be published in July 2022.

3.1.3 The core investment of £778m, in the Commonwealth Games, has enabled partners to leverage additional funding and establish a good legacy programme aligned with the mission pillars of Birmingham 2022.

3.1.4 The issue of funding for future initiatives is something that the Games partners are currently considering. It has been proposed that any uncommitted reserve may be one source of funding for realising even greater impact from the partners' combined investment. Furthermore, the Council and DCMS are reviewing the principles for governing the uncommitted reserve and funding for future initiatives.

3.1.5 In parallel to this, partners are developing proposals aimed at making the strongest argument to retaining the DCMS proportion of the uncommitted reserves in the region to amplify ongoing legacy activity. Within this context the City Council is proposing the following priority projects to be put forward for consideration: -

- Investing in grassroots sport and culture

- Developing project 2022 a longitudinal assessment of the impact that the games has had on the lives of a cohort of young people and their families, and
- 'Birmingham: City of Ideas' Developing a new museum of Science & Industry proposition, and
- Bidding to host the European Athletics Championships 2026

3.1.6 An outline of each of these projects follow below. The context for a bid for the European Athletics Championships 2026 is set out in more detail due to the need to formally progress a bid to host this event. The other three projects are summarised and work will continue over the next few months to develop the detail and engage further on the specifics to ensure our case to DCMS is as robust as possible.

3.2 Investing in grassroots sport and culture

- 3.2.1 Two major new strategies are under development in the city to capitalise on the opportunities presented by the Commonwealth Games.
- 3.2.2 Engagement has begun on A Bolder Creative Strategy for Birmingham to bring a bold forward-thinking narrative to our civic and commercial creative sector. The new strategy will have at its core, development of pathways of opportunity for creativity from cradle to grave that realises the legacy of the 2022 Cultural Festival into a decade of creative growth in Birmingham.
- 3.2.3 It is essential that the approach to developing the new strategy is highly collaborative and co-produced with the rich creative communities of the city. This will require reflection on the capacity across the city to realise a shared ambition to put arts, culture and creativity at the core of the future of the city and our decade of ambition.
- 3.2.4 We intend to develop a £2-3m proposal that would provide creative grants to SME creative organisations to strengthen and evolve the sector, provide investment in sector skills pathway development & accelerate sustainable employment pathways for young people in the creative arts. We want to build on the 2022 Festival engagement with grass roots cultural activities to maintain and grow this into sustainable creative opportunities and support the delivery of an annual international cultural event.
- 3.2.5 The second major strategy under development is the Sport and Physical Activity Strategy. At the heart of the Games is sport, and the Council wants to use the Games as the catalyst to improve sporting opportunities for every citizen of Birmingham as a legacy of the Games. The strategy will focus on supporting sports clubs and community organisations to expand their grass roots community programmes and building better and closer working with NGBs to support sporting pathways from beginner to elite.

- 3.2.6 We intend to develop a grassroots sport proposition of £1-2m that would realise investment into neighbourhood settings by investing in local sports clubs, supporting groups that are providing local people with access to a range of physical activity, seeking opportunities to introduce supporting infrastructure into local parks etc. We will also set out the case specifically for funding (up to £3m) to further enhance the community sport offer at Alexander Stadium and in Perry Park, as linked to the 2040 Perry Barr Masterplan.

3.3 Developing project 2022 a longitudinal assessment of the impact that the games have had on the lives of a cohort of young people and their families

- 3.3.1 Project 2022 will monitor the impact of the Commonwealth Games through Bolder Birmingham Birth Cohort 2022 which will follow 2,022 children and their families for a decade of development and growth. This innovation will provide a tangible tracker for the city's success in changing outcomes for children and young people and their families and allow us to measure how well we are manifesting impact across a representative sample of citizens.
- 3.3.2 There is no long-term evaluation model for the impact of legacy on the lives of citizens in the host city and cohort longitudinal studies are a globally recognised tool for tracking impact of societal change over time on generations. The intergenerational family-based cohort model allows real-time assessment of legacy alongside the concurrent efforts to 'level up' inequalities and the ambition of the city and its partners to realise a decade of growth
- 3.3.3 A budget of £1m would be required to fund this project in year 1 to support the initial start-up year costs including; recruiting 2022 participants, collating baseline measurements and conducting baseline ethnographic interviews.
- 3.3.4 The outcomes from a successful scheme would see the first CWG to establish a longitudinal assessment providing a measurable impact on the lives of citizens as a result of hosting the event.

3.4 'Birmingham: City of Ideas' Developing a new museum of Science & Industry proposition

- 3.4.1 The 'Birmingham: City of Ideas' Project is a new international flagship museum of science and industry and a new model for how museums can work with and in communities. We are undertaking feasibility work into developing a new museum proposition which will include both a dispersed STEM-themed programme of cultural activity across the city's neighbourhoods, and the development of an international flagship museum

of science and industry in Birmingham's city centre. This will establish an enduring dynamic of two-way exchange and renewal between the museum and the communities it serves. The outputs will feed into museum and street exhibition, events, programmes and installations of the future.

- 3.4.2 Any new museum building will be a part of a mixed-use neighbourhood and create new open spaces and cultural opportunities with activities taking place in different neighbourhoods across the city. The project will work with partners and neighbourhoods to co-create a new museum model that reflects the diversity of Birmingham & its heritage. It will convert increased engagement and understanding of the city's scientific and industrial heritage into future-facing skills development
- 3.4.3 The proposal being developed is for £300,000 to continue the feasibility work on a new museum and also to run 4 neighbourhood projects focused on community engagement in cultural activities.
- 3.4.5 Should a new museum operation be realised it is anticipated that it could attract 1m visitors, contributing £30m to the city and region via tourism and fundamentally increasing engagement in STEM via social history.

3.5 Bidding to host the European Athletics Championships 2026

- 3.5.1 Birmingham City Council recently set out an ambitious 10-year Major Sporting Events Strategy (2022-2032), which aims to capitalise on the springboard provided by Birmingham's status as Proud Host City for the 2022 Commonwealth Games. This bold, new strategy provides a portfolio approach to aid the city in attracting and hosting events that deliver a positive social, economic and environmental impacts for the residents of Birmingham, its businesses, national governing bodies and the wider regional economy.
- 3.5.2 Our ambition is clear. For Birmingham to be recognised globally as a host city for major sporting and cultural events that have purpose and deliver positive impact for our city. We aim to become the preferred city of choice for international federations, event organisers, rights holders and commercial partners who chose to come to Birmingham because of all it has to offer their competitors, their officials, their volunteers, their supporters, and fans.
- 3.5.3 Major sporting and cultural events enhance Birmingham's profile and status as a city of sport, culture and events. Events helps to strengthen the city's identity and promote Birmingham nationally and internationally as a welcoming, diverse, youthful and inclusive city. Furthermore, hosting major events attracts new visitors, which in turn grows our visitor economy. Events motivate people, encouraging greater participation in sport and culture to improve their physical and mental health and wellbeing.
- 3.5.4 The strategy set out a range of key actions to progress in the first 12 months, including

- Moving to a balanced portfolio of events, diversify our range of events (size, seasonality, audiences etc.)
- Secure events that both had a purpose and delivered impact
- Establish a leadership group, building a strong coalition of partners across Birmingham how share our ambition to host major sporting events
- Work with our partners to identify Major Sporting Events hosting targets
- Ensure our arrangements with events' organisers are monitoring impact

Progress has been made on all these fronts

European Athletics Championships 2026 - background

- 3.5.5 Birmingham has a well-established relationship with athletics. Birmingham is the home of UK Athletics, with the National Governing Body based at the stadium and in Birchfield Athletics we also have the premier athletics club in the country. We have a long-term arrangement to deliver both the Indoor British Championships and the annual Grand Prix Event and we are in ongoing discussions about the Diamond League event which was recently held at the new Alexander Stadium as one of the test events in preparation for the Commonwealth Games. In addition to all this the city can now boldly state that the stadium itself is now recognised as the best Athletics Stadium in the country.
- 3.5.6 The above context has played an important part in the European Athletic Association approaching UK Athletics (National Governing Body) regarding a potential UK bid for 2026. UK Athletics subsequently approached Birmingham City Council to be the host city partner, continuing our long-standing relationship with them. Although the City already has already secured two major sporting events in the World Blind Games 2023 and the World Trampoline Championship 2023, a successful bid to host one of the biggest global sporting events would be a key legacy event in our drive to deliver a 'golden decade' of events and would support our Be Bold Be Birmingham legacy plan.
- 3.5.7 The timescales for the bidding process are exceptionally short. Initial bid information the key parts of which are set out in appendix 1 (vision) appendix 2 (budget) have already been sent into European Athletics by UK Athletics to ensure the city has kept the opportunity to host this event alive.
- 3.5.8 However, for the initial bid to be fully considered by European Athletics and for them to provide feedback, seek clarification on matters and enable the city to progress to the final bid stage in September 2022, cabinet authorisation for the bid is needed. This authorisation includes the need to

financially underwrite the event. Announcement of the successful host city is expected in November 2022.

European Athletics Championship 2026 – purpose and impact

- 3.5.9 From ‘Stadium to Streets’ this event will energise our communities delivering community activation linked to athletics through street games, local clubs etc as well as accelerating the links between community sport and elite sport.
- 3.5.10 Our vision for the event (appendix 1) sets out our bold ambition. We aim to deliver an outstanding championship for European Athletics but more than that, we aim to take the sport of athletics to all neighbourhoods in the city. We will build on our learning from the Commonwealth Games and work with both UK Athletics, England Athletics and city-wide stakeholders to put together the most comprehensive plan a city has ever produced for the sport and capitalise on the excitement and momentum the Championships will create, inspiring a generation.
- 3.5.11 As our ***Be Bold Be Birmingham*** hosting city ambition signals, our intention is to do things differently. We want to attract and host events that have **Purpose** and deliver a positive social, economic and environmental **Impact** for the residents and citizens of Birmingham, its businesses, national governing bodies and the wider regional economy. Hosting the championships in 2026 is an ideal opportunity to maintain the longer-term legacy of the investment in the new stadium and continue the momentum of hosting world class major events in Birmingham.
- 3.5.12 Through our new Major Sporting Events Strategy we are focussed on delivering a calendar of events that deliver purpose and impact. All prospective events are assessed against a range of criteria including
- Profile & Image
 - Business and Economic Impact
 - Engagement & Participation.
 - Employment & Skills.
 - Inclusion & Diversity.
 - Environment & Infrastructure.
- 3.5.13 The MSE framework assessment for European Athletics championships 2026 is attached as appendix 4. In addition to this a Birmingham specific full impact study has been commissioned in line with UK Sport requirements and is attached in appendix 3.
- 3.5.14 In summary the key headline impacts derived from hosting the event include
- Hosting the event would deliver c£34m Economic Benefit to Birmingham (this is spend drawn into our city from outside of Bham)

- £12m of the event budget is expected to be spent on suppliers/businesses in Birmingham
- The event will generate 2,900 volunteers (volunteering at major events helps people develop skills that are transferrable and can help them to find work or improve their career prospects)
- Increased global exposure and promoting our city brand/place making
 - with the event generating 1,332 hours of live television coverage, with a media value of £26.35m.
 - 366 million hours viewed (number of live coverage hours x average audience)
 - non local attendees report their increased awareness of host cities as tourist/business destinations – between 67-81% report this
 - 69-73% of visitors to host cities for Athletics Events state they were more likely to return to these locations as a result of the event. In this case that would equate to around 30,000 of the 40,000 event visitors (as 80,000 of the 120,000 are from within Birmingham) being more likely to return to our city
- Circa 300,000 spectator admissions, equating to 120,000 unique spectators (on average people attend around 2-3 sessions) with previous events showing between 7-24% will visit from overseas
- Participation and Wellbeing
 - In Berlin the 5 year build up to the event saw a 30% increase in young people becoming members of athletics clubs
 - Some 43-52% of spectators at the 2017 IAAF World Championships and 2018 World Indoor Athletics said that attending the event had inspired them to do sport and active recreation more than they would normally. In this example that would equate to c.40,000 of the 80,000 Birmingham spectators being inspired to get more active
- Hosting high-profile sporting events is a source of civic pride and contributes to community cohesion and people's perceptions of their local area. Recent athletics events in the UK show local spectators having the view that it showcased their city, had a positive impact on local communities and felt proud of their city for hosting
 - 97% of local spectators felt proud that London hosted the 2017 IAAF World Championships. The corresponding statistic for the 2018 World Indoor Athletics in Birmingham was 98%.
 - 91% of local spectators felt that the 2017 IAAF World Championships had a positive impact on London's communities. The corresponding statistic for the 2018 World Indoor Athletics in Birmingham was 90%.
 - 97% of local spectators felt that the IAAF World Championships showcased London as a positive and vibrant city. The corresponding statistic for the 2018 World Indoor Athletics in Birmingham was 92%.

3.5.15 The external report concludes by saying that the projections illustrate that hosting the European Athletics Championships 2026 in the UK has the

potential to provide a substantial economic impact at local and national levels. The Championships warrant serious consideration both economically and from a profile perspective, given the opportunities for positive place marketing via international media coverage, and the wider social impacts consistent with the Government's strategy for sport, *Sporting Future*.

4. Options considered and Recommended Proposal

- 4.1 There are of course any number of initiatives that could be put forward under legacy. However initial work has suggested that the four projects identified are suitable for consideration by DCMS and are aligned to legacy ambitions around culture, sport and tourism. The bid to host the European Athletics Championships is seen a natural legacy event that capitalises on the investment that DCMS have already made into the stadium.
- 4.2 **Recommended Proposal** – Agree the four legacy projects to be developed into business cases for submission to DCMS, and within those progress the formal submission of a bid to European Athletics to host their Championships in 2026.

5 Consultation

With regard to the European Athletics Championships in particular;

- 5.1 Sporting National Governing body (UK Athletics) are supporting the bid and process.
- 5.2 UK Sport and DCMS have been fully engaged with our bid development and are involved in steering group meetings for the bid submission. UK Sport have invited a funding bid from UK Athletics into their Pinnacle Events Funding programme. A decision on if the funding application has been successful will be announced shortly. Discussions on funding are ongoing with DCMS.
- 5.3 West Midlands Growth Company have shown support and been engaged and will assist in maximising the benefits of the event for residents and businesses in the region.

6 Risk Management

- 6.1 If our bid to host the event were to be successful, the City Council would be underwriting the event. Therefore, the main risks to be mitigated are financial ones. As part of the formal submission, a risk management plan would be put in place.
- 6.2 Funding partners are yet to announce funding decisions until late on in the year, therefore at this stage, it cannot be guaranteed that any financial contribution will

be forthcoming to support the City Council in hosting the European Athletics Championships.

7. How are the recommended decisions consistent with the City Council's priorities, plans and strategies?

- 7.1. The four projects as demonstrated by the City Council's legacy plan 'Delivering a Bold Legacy for Birmingham' are entirely consistent with the Council Plan outcomes.
- 7.2. The bid for the European Athletics Championships;
- Aligns well with outcome 4 Priority 8, to enhance Birmingham's status as a city of culture, sports and events by increasing the number of sporting and major events at our landmark venues.
 - Is consistent with Outcome 5, priority 2; To encourage citizens of all abilities and ages to engage in physical activity.
 - And is consistent with Outcome 5, Priority 3; We will use the Games as a catalyst for the development and promotion of apprenticeships, volunteering and leadership opportunities to enhance the skills of our workforce and communities. We will use the European Outdoor Athletics Championships to create jobs, to engage with and utilise the volunteer community created by the Games.
- 7.3. Birmingham Business Charter for Social Responsibility (BBC4SR)
Compliance with the BBC4SR is a mandatory requirement that will form part of the conditions of these contracts. All organisations entering procurement arrangements with the City Council will need to sign up to the BBC4SR subject to contract value thresholds.

8. Legal Implications

Under Section 1 of the Localism Act 2011, the Council has the power to enter into the arrangements set out in this report, which are within the remit and limits of the general power of competence in Sections 2 and 4 of the Localism.

Act 2011.

9. Financial Implications

- 9.1. Birmingham City Council, as the host city for the event, is required to financially underwrite the championship budget.

- 9.2. The City Council intends to make the case to fully fund the event from potential underspends on the Commonwealth Games as well as a submission by UK Athletics for £3m funding from UK Sport. However, at the time of bidding none of this resource is guaranteed.
- 9.3. This event is not part of the annual programme of Major Events held in the city and therefore if the bid is successful reserves will be used to provide a one-off budget specifically for this purpose. Any use of the Financial Resilience Reserve to underwrite would be reduced by any contributions from DCMS and UK Sport.
- 9.4. The draft budget, for submission as part of the bid to secure the championships, is attached in Appendix 2. Table 1 below provides a high-level summary

Table 1: High level summary of budget to host European Athletics Championship 2026

Expenditure	
Facilities & Road Events	£2.0m
Accommodation & Transport	£1.1m
Marketing & Communications	£1.4m
Media & TV	£5.2m
Technology	£1.0m
Human resources	£4.4m
Other Costs for Local Organising Committee	£3.7m
Contingency	£1.9m
TOTAL EXPENDITURE	£20.8m
CASH INCOME	
Accommodation	£0.1m
UKA	£0.2m
Marketing	£1.4m
Spectators	£4.9m
Various	£0.5m
TOTAL CASH INCOME £	£7.1m
Public Funding	£13.7m

- 9.5 The public funding gap of £13.7m is what Birmingham City Council is required to underwrite, and ultimately fund if no financial contributions were secured from DCMS or UK Sport. The City Council is required to submit a letter of financial guarantee to formalise its bid.

- 9.6 This figure is fully expected to be significantly reduced but timelines for securing further funding are not guaranteed and are unlikely to be confirmed until after the Commonwealth Games have concluded.
- 9.7 A budget of £50,000 has been allocated from the Major Events Reserve to develop the bid to this stage and to see it through to its conclusion.

10. Procurement Implications (if required)

A direct award via The CCS Management Consultancy Framework Three (MCF3) was the procurement route used to secure external support from Ove Arup & Partners Limited to develop the bid to host the European Athletics Championship 2026. This was funded from the Major Events Reserve.

There are no procurement implications for this report. Should the bid be successful any further procurements sourced will be the subject of separate reports and in compliance with the Public Contracts Regulations 2015 (PCR) and the Council's procurement governance.

11. Human Resources Implications (if required)

There are no HR (Human Resources) implications in submitting the bid

If the bid is successful HR will be engaged

12. Public Sector Equality Duty

- 12.1 This decision has no negative impact on those covered by the Equality Duty. This project is unlikely to have a disproportionate impact on any of the protected groups and characteristics under the Equality Act 2010.

13 Background Documents

- 13.1 None.

List of appendices accompanying this report:

Appendix 1 Birmingham's EA 2026 Vision

Appendix 2 Birmingham's EA 2026 Budget

Appendix 3 UK Sport Impact Study

Appendix 4 MSE Framework Assessment European Athletics Championships 2026 & overview of impacts

Appendix 5: Environmental and sustainability assessment